



OECD TALIS INITIAL TEACHER PREPARATION STUDY

Country Background Report Norway

This report was prepared by the Norwegian Ministry of Education and Research as an input to the OECD study Initial Teacher Preparation 2015-2017. The document was prepared in response to guidelines the OECD provided for all participating countries.

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Preface

Initial teacher education (ITE) for the years 1 – 10 has for decades been of great interest to the Norwegian media, politicians and public. Today, we are in the middle of transforming today's mainstream ITEs for years 1 – 7 and 5 – 10 from 4 years bachelor level programmes into 5 years master level programmes. Although we have several types of ITE programmes in Norway, we will in this report mainly focus on the two programmes undergoing the transition.

The present report has been produced as background material for the OECD expert team that will visit Norway in the spring of 2017, and also to inform our fellow countries in the Initial Teacher Preparation (ITP) study and the interested public. Joining the study will give us the opportunity to have international teacher education experts look into Norwegian ITP and give advice and opinions concerning our policy goals and measures. ITP comprises all stages from attracting and recruiting candidates to ITE, via ITE itself, to the stage of being a newly educated teacher in his or her first job. In the report, we have tried to separate the designation ITP from ITE, as ITE is a part of ITP, and to use ITE every time we refer to the education programmes. Important stakeholders were invited to contribute to the report by sharing their views. A list of stakeholders and their presentations is attached. Their views are partly integrated in the report, partly attached.

Executive summary

In section 1, we present some key features of our school system and teacher policy, including formal competence requirements for practicing teachers. Our ITP system is described, and so is the teacher education policy in recent years, its major goals, innovations, reforms and measures.

Compulsory primary and lower secondary education in Norway lasts for ten years and children start school the year they become six. 92 per cent of 16 – 18 year-olds are enrolled in upper secondary school leading either to admission to higher education, to vocational qualifications or to basic skills. One used to expect that Norwegian pupils would perform above average, as Norway spends above OECD average on schools. Therefore, Norway's – on average – results in the first PISA assessments, 2000 and 2003, were eye openers for politicians concerned with education politics as well as for the rest of the society. It led to a school policy reform, The Knowledge Reform. Politicians also took measures to improve ITE. From 2005 specific entrance requirements was implemented for ITEs, requiring minimum grade 3 in mathematics and Norwegian and 35 school points from upper secondary school (Grade Point Average 3,5). In 2010 the old four years' programme at bachelor level, General teacher education for years 1-10, was replaced by Differentiated Primary and Lower Secondary Teacher Education Programmes for Years 1 – 7 and Years 5 – 10 (also four years' programme at bachelor level). In 2014, a new strategy was launched by the current government: "Promotion of the status and quality of teachers", of which the conversion of Initial Teacher Education to five-year master's degree programmes from 2017 is major part. Other measures are to once again raise the specific entrance requirements for ITE programmes, from grade 3 to grade 4 in mathematics, and to raise the minimum educational requirements for teaching Norwegian/Sami/Sign language, mathematics and English.

Approximately 66,500 teachers work in Norwegian compulsory schools. In 2013 there were 9,752 people working in compulsory schools without formal teaching qualifications. The Norwegian teachers' salary is close to the OECD average, and there is a seniority principle for salary-setting. The average age of teachers in primary and secondary schools is between 44 and 47.

Section 2 is about the trends and challenges with regard to attracting candidates to ITE. Today, we produce too few ITE 1-7 and ITE 5-10 teachers. This trend is estimated to continue and

increase towards 2040. The deficit of ITE 1-7 teachers is especially alarming, as they are the only teachers directly qualified to teach all subjects in years 1 – 4. For teaching in years 5 – 10, several categories of teachers are qualified, that is, ITE teachers 5-10 can mostly be replaced.

The status of teacher education and that of the teaching profession are low. At the same time the teaching profession was ranked as the second most important occupation in Norway in 2012 after medical doctor. In 2015 3,254 students were enrolled in ITE 1-7 and 5-10.

Approximately 50 per cent of students completed on time, the dropout rate is approximately 30 per cent, and about 20 per cent are delayed, but still in the programme after four years. Dropout and delays are a matter of concern. The typical profile of a Norwegian student teacher is that of a female in her twenties. ITE 1-7 attracts 82 – 84 per cent females, and ITE 5-10 62-66 per cent. The low recruitment of men to the ITE programmes is a matter of concern.

Applicants for ITE are qualified for entry as long as they fulfil the Higher Education Entrance Qualification and the specific entrance requirements for ITE programmes. These are explained in detail in section 3, Selecting the most suitable candidates for ITP programmes. The ranking of the qualified candidates is based on grades from upper secondary school. At the moment most of the qualified applicants are offered a place.

A core question in connection with ITE is how to equip prospective teachers with the right mix of what teachers need to know and do. This is discussed in section 4. The national regulations and guidelines for ITE programmes contain learning outcome descriptions that set some standards. In later years, the R&D base of ITE has been emphasized as a major quality criterion. ITE 8 – 13 traditionally has a stronger R&D base than ITE for years 1 – 10. With ITE 1 – 7 and 5 – 10 now becoming master level education programmes, the ITE institutions have to strengthen the R&D competence of the teacher educators and the R&D basis of their programmes

Student teachers' (and teacher educators') professional digital competence (PDC) has deficiencies, which has been shown in various reports. There are national programmes aiming to improve the situation. Norway's Centre of Excellence in teacher education, ProTed, is one of the means to achieve national goals in teacher education policy. The organization and alignment of ITE 1 – 7 and 5 – 10 programmes are described and compared to the organization of ITE 8 – 13, as well as the institutional landscape, teacher educators' formal competences and academic freedom, also in section 4.

Section 5 describes Norway's quality assurance system for higher education institutions, for study programmes in general, and for ITE in particular. The higher education institutions themselves carry the primary responsibility for quality assurance. The Norwegian agency for Quality Assurance in Education, NOKUT, is an independent government body. NOKUT's purpose is monitoring and developing the quality of higher education in Norway. NOKUT appoint Centers of Excellence in Higher Education¹ to stimulate teaching excellence and educational activities. The national student survey is another measure undertaken by NOKUT, to provide information about the perceived quality of study programmes in higher education.

Section 6 is about selecting new teachers. All student teachers are formally evaluated on a continuous basis throughout the study programme: their practical teaching skills, subject knowledge and pedagogical knowledge. Furthermore, they also undergo a suitability assessment during ITE. All students passing ITE are qualified teachers. There is no other kind of certification of new teachers in Norway.

Teachers are municipal employees. All teacher positions have to be publicly announced, except vacancies of six months or less. The local authorities or the schools have a selection committee for vacant positions where a union representative participates. The criteria for selection are formal education, competence in subjects according to what is needed and then seniority.

¹ As per 4 October 2016 there are 4 such centers. 3-6 new are to be announced later this year

Interviews, references and knowledge of the applicants are also important in the selection process. Some schools expect applicants for teaching positions to teach classes (trial teaching) as part of the selection process.

Norway's system for supporting new teachers is the topic of section 7. The Ministry of Education and Research and the Norwegian Association of Local and Regional Authorities (KS) have an agreement on working systematically to ensure that all local and regional authorities should offer mentoring to all newly qualified teachers in primary and secondary school (valid from 2010). As of 2014, 72 per cent of the newly qualified teachers report that their school has a mentoring scheme. 65 per cent of the school leaders report that their mentors have some sort of formal training. Most of the HEIs offer 30 ECTS in mentoring as continuing education. Practical mentoring is a central part of these courses.

Section 1. Context

In this chapter we provide contextual information related to teachers and the education system in Norway in general, and to the Initial Teacher Preparation (ITP) system in particular.

1.0 Norway's reason for taking part in the ITP study

The Norwegian government states that

“Schools should give everyone a good start in life, promote social levelling, prepare students for the labour market and help to ensure Norway’s future prosperity.

They should give both society and each individual child the best possible preparation for the future. Although Norwegian schools have many strengths, still too many students never achieve good literacy and numeracy skills. The government’s new programme will play an important part in tackling this problem.”²

Changes in ITP are part of this ongoing strategy of improving schools and hence students' learning outcomes. The main reason for Norway to take part in the present ITP study is that we hope to obtain advice on policy measures and policy goals currently planned for ITP:

1. Initial Teacher Education (ITE) becomes a 5 years integrated master programme (To be implemented from 2017)
2. A closer and more binding relationship between the school sector and ITP
3. ITE becomes more autonomous. Less need for government through detailed regulations and orders by the Ministry.

In the light of the challenges that the ITP review will reveal: Are we on the right track? Are the measures the right ones for achieving the government's goals (see section 1.2)? What about alternative or additional measures? Are there ideas, innovations or experiences to pick up or adopt from other participating countries?

Since our main interest is to look forward – to our upcoming changes in ITP – we have chosen to describe the planned changes in details in section 1.2.1, and come back to them in later chapters. We hope that the OECD expert committee conducting the country visit in Norway during the spring of 2017 will respond to the plans as well as review the present day system.

1.0.1 Stakeholders

Selected national stakeholders were invited to give comments and share views on certain issues in the report. In addition, some have contributed by supplying data, providing professional advice and inputs and enlightened and clarified matters. These inputs are integrated in the text. The stakeholders' political comments, on the other hand, are referred to with each stakeholder as the source – cf. attachments.

The stakeholders' presentations of themselves are attached.

1.1 Teachers and the education system

“One school for all” and “Education for all” have been guiding slogans in the Norwegian education policy for decades. Norway is proud of having a public school system that is

² Government document 2014

inclusive, and also of having quite a well-educated population³. Public higher education is free and accessible to all qualified applicants (more details in section 3).

1.1.1 Key features of the school system

From 1997 Norwegian children start school in the calendar year of their sixth birthday. Compulsory education covers 10 years and comprises two stages⁴:

- Primary stage: Years 1–7 (age 6–12)
- Lower secondary stage: Years 8–10 (age 13–15)

Upper secondary education is not compulsory. However, young people having completed primary and lower secondary education, or the equivalent, have a statutory right to three years' upper secondary education and training. It includes general studies, vocational studies and apprenticeship training. 92% of 16–18 year-olds are enrolled in upper secondary school. Around half of them attend the programmes for general studies, the other half attend the vocational education programmes.

- Upper secondary stage: Years 11–13 (age 16–19)

Our schools have some challenges: Early school leaving (Years 11-13) and dropouts. The academic results of the students do not match the resource input. Schools do not manage to help disadvantaged learners sufficiently. On a national level, the differences in the students' academic results are acceptable, but the variation within schools and classes are too big.

1.1.2 Teacher education

Teacher education has been part of the higher education system since 1975. There are several teacher education programmes that qualify for a position as a teacher. All programmes qualify for teaching at more than one level. The following seven types of teacher education for primary and secondary education are provided today:

1. *Differentiated primary and lower secondary teacher education for Years 1–7* (4 years at bachelor level) (hereafter ITE 1–7)
2. *Differentiated primary and lower secondary teacher education for Years 5–10* (4 years bachelor level) (ITE 5–10)
3. *Integrated teacher education master's degree for Years 8–13* (5 years master level) (ITE 8–13)
4. *Postgraduate programmes in educational theory and practice for subject teachers* (Qualification as a teacher is obtained in combination with an academic degree (in performing arts, academic subjects or with vocational basis) from a higher education institution (HEI) (1 year) (PPE)
5. *Subject teacher education in practical and aesthetic subjects* (3 years at bachelor level)
6. *Vocational teacher education* (3 years at bachelor level)
7. *Bachelor for bilingual teachers* (3 years at bachelor level)

Sami language and Norwegian Sign Language are official languages in Norway, thus we provide teacher education in these languages, too. Both Sami teacher education and teacher education for deaf students are variants of the type 1–2 and are therefore not mentioned as types of their own.

³ OECD 2015

⁴ European commission 2016a

All types but number 7 follow models described in national regulations – known as “Framework Plans”. Only type 4 is a consecutive model for teacher education; it is a teacher education programme built on an independent academic or vocational educational programme. As for the other types, all are concurrent models: teaching aspects, pedagogy and didactics are integrated elements. An eighth type of teacher education is aimed at the pre-primary stage. It is a 3-year bachelor level programme called Kindergarten Teacher Education.

These are no "alternative" pathways to teacher qualifications in Norway, only adapted implementations of the traditional study programmes: ITEs are offered as full time, part time, decentralised and/or flexible programmes (teaching through use of ICT).

Higher education institutions (HEIs) with teacher education programmes also provide in-service training and continuing education in form of postgraduate courses for teachers. The academic communities of ITE in this way get in touch with the needs of schools in their region, and are able to contribute to school development, which both are positive side-effects.

1.1.3 The programmes attracting our main focus in this report

In this report our main focus will be on types 1 and 2, ITE 1–7 and ITE 5–10, which are considered to be the most important since they are the standard education programmes for teachers working in compulsory education. We will also address type 3, ITE 8–13. This educational programme is quite new and is growing in popularity year by year. We find it interesting to compare data from types 1 and 2 with data from type 3. Students' grade average is higher at the time of enrolment for ITE 8–13 compared to the two other programmes. In the following, unless otherwise specified, these three programmes are what we refer to as ITP programmes.

1.1.4 Required teacher qualifications

In order to obtain a permanent position as a teacher in Norway, candidates must meet the qualification requirements as described in the Education Act and associated regulations. Having the appropriate ITE is a primary requirement. If no applicant satisfies the qualification requirements, a temporary appointment may be made. Such temporary appointments must last no longer than until July 31. In the 2015/2016 academic year 5.6% of teachers in primary and lower secondary schools were on temporary contracts^{5 6}.

In addition to the qualification requirement having the necessary ITE, teaching staff must have relevant qualifications in the subjects that they teach. How many relevant ECTS are required for teaching depends on years and subject, see table below. This type of regulation is new to the Education Act (as of 2014), and in a transitional period lasting until 2025 these requirements will not be applicable to teachers who received their degree before 2014.

⁵ GSI – The Norwegian Directorate for Education and Training 2016

⁶ GSI ("Grunnskolens informasjonssystem") translates to The Information System for Primary and Lower Secondary Education in Norway. GSI is a part of the directorate, cf. note 4.

Table 1: Required teacher qualifications

ITE TYPE	Years 1-4*	Years 5-7*	Years 8-10**	Years 11-13***
<i>ITE 1-7</i>	X	X		
<i>Kindergarten teacher education and 60 ECTS in subjects aligned with teaching in primary schools</i>	X			
<i>Kindergarten teacher education and 60 ECTS in special needs education</i>	X	X	X	X
<i>Subject teacher education in practical or aesthetic subjects with minimum 30 ECTS in the teaching subjects</i>	X	X	X	X
<i>Bachelor for bilingual teachers with minimum 30 ECTS in the teaching subjects</i>	X	X	X	X
<i>ITE 5-10 *</i>		X		
<i>ITE 5-10 with minimum 30/60 ECTS in the teaching subjects **</i>			X	
<i>Subject teacher with minimum 30/60*** ECTS in the teaching subjects</i>		X	X	X
<i>Bachelor/master degree and at least 240 ECTS including 30 or 60 ECTS **/** in the teaching subjects and 60 ECTS in educational theory and practice. Consecutive model (PPE) or integrated educational programmes such as ITE 8-13.</i>		X	X	X
<i>Vocational teacher education with minimum 30/60*** ECTS in the teaching subjects</i>		X	X	X
<i>Craft certificate or certificate of apprenticeship combined with practice in the profession/the craft and pedagogical education. Minimum 60 ECTS in teaching subject</i>				X
<i>Any teacher education and 60 ECTS in special needs education</i>				X

*Years 1-7: To teach Norwegian, Sami, Norwegian Sign Language, mathematics or English, you must have at least 30 ECTS that are considered relevant to the subject. No ECTS required to teach other subjects for ITE (1-7) and ITE (5-10) teachers. Teachers of other types must have 30 ECTS in all teaching subjects

**Years 8-10: To teach Norwegian, Sami, Norwegian Sign Language, mathematics or English, you must have 60 ECTS that are considered relevant to the subject. For most other subjects, the requirement is 30 ECTS

***For Years 11-13, 60 ECTS are required to teach most subjects.

1.1.5 Teacher policy

Our policy aims are to educate academically strong and professional teachers, who can cooperate to develop their teaching. We want them to contribute to Norwegian schools becoming learning organizations.

Most teachers have permanent employment. As mentioned previously, approximately 5.6%⁷ are in temporary positions. The most common reason for not holding a permanent position is the teacher lacking the qualifications required (3.3%)⁸. One reason for the high rate of permanent employment, is the fact that a teacher can only be temporarily employed for a limited number of years before being entitled to a permanent post. The Norwegian workforce in general has a high unionization rate, and this is also the case for teachers.

The career structure/path for teachers in Norway is mainly linked to the wage system and a vertical ladder. But horizontal professional development is also a form of career path. In Norway this is the main career structure/paths:

⁷ GSI – The Norwegian Directorate for Education and Training 2016

⁸ GSI – The Norwegian Directorate for Education and Training 2016

- Training and seniority: Continuing education can lead to higher wages in the system if the continuing education meets requirements for a higher wage category. Seniority will also give higher wages up to a certain level.
- New position: School counsellor, headmaster, deputy head teacher. Gives a higher wage than a teaching position. Most of the time it also requires continuing education. These are positions that take the teacher out of the classroom and into administration and leadership of the school or counselling of the pupils.
- Specialist classroom teacher – pilot: The goal is to find career paths for teachers who do not want a career in administration or leading positions in the school, but who want to stay in the classroom. This is a pilot developed in cooperation with the social partners KS and UEN (see attachment).
- New functions: There are also functions as mentors for new teachers, practice teachers and so on. These are functions that lead to professional development for the teacher but not to a new position. It might lead to a slightly higher wage.

According to the “Tidsbrukutvalget⁹” commission (2009), teachers perform a number of tasks beyond teaching in the classroom. In an average week they spend their time outside the classroom on the following tasks: lesson planning 27.6%, meetings and planning for the school as a whole 23%, marking and written feedback 14.6%, cooperation home-school (parents’ meetings and more) 10%, documentation 8%, curriculum work 6.9%, professional updating 4.7%. In addition to this, they might also be mentoring newly qualified teachers, practice teachers, and contact teachers. Contact teachers have a special responsibility for the practical, administrative and socio-educational tasks concerning the students of their classes. This is enshrined in the Education Act.

1.1.6 General demographic trends in (teacher) education

In the academic year 2015/16, the total number of students enrolled in higher education in Norway and Norwegian students studying abroad was 285 000. Almost 270 000 of these students were enrolled in Norwegian universities and university colleges. 34,9 % of all 19–24 year-olds are students in higher education. Six out of ten students are women.

A total of 45 800 students completed studies at Norwegian universities and university colleges in the academic year 2014/15.

When it comes to teacher education, the student population is even more dominated by women than in higher education in general. For all pedagogical and teacher education programmes, women constitute 74% of the students. On our focus programmes ITE 1–7 and 5–10 they constitute 74%, while on ITE 8–13 programmes the figure is 62%.¹¹

9,958 students are enrolled on courses qualifying as ITE 1–7 or 5–10 candidates in 2015. This includes students on master extensions¹². ITE 8–13 programmes have 3,471 registered students.

As of 1 January 2016, there are more than 800 000 persons with an immigrant background living in Norway, making up 16.3% of the population¹³. The percentage of students in higher

⁹ "Tidsbrukutvalget" literally translates to "Commission for time spent". The mandate of the commission was to analyse the time teachers spent on different tasks at school, and propose how teachers' time could be better utilized.

¹⁰ Ministry of Education and Research 2009

¹¹ Statistics Norway 2016a

¹² A few institutions offer a 5 year ITE 1-7 and 5-10 on a master level.

¹³ Statistics Norway 2016b

education with an immigrant background is quite high. At bachelor level they amount to 13.2%, at master level 16.8%, and at 6-year professional studies level (medical doctor, theology, psychology and veterinarian) 11.0%¹⁴. These relatively high percentages of students with immigrant backgrounds are probably due to cultural factors: a large proportion of immigrant parents encourage their children to do well at school and to enrol in higher education. They seem to aim at education programmes that may give the candidate a higher social status and higher wages. The parents are ambitious on behalf of their children. It also tells us that many young people with immigrant backgrounds are well integrated in society.

The percentages of student teachers with immigrant backgrounds are much lower than the figures for higher education in general. Only 4% of student teachers in ITE 1–7 and 5–10, and 7.9% in ITE 8–13, have immigrant backgrounds. It is a goal to increase the share of student teachers with immigrant background.

1.1.7 The profile of the current teacher workforce

The number of teachers working in Norwegian primary and lower secondary schools in 2015/2016¹⁵ is approximately 66,500. Last year (2014/2015), there were 25,700 teachers working in upper secondary schools. 3.3% of all those who teach in compulsory education are not qualified teachers¹⁶. In the 2014/15 academic year, 1,700 full time equivalents were filled by unqualified teachers. These numbers do not include lessons requiring substitute teachers. Figures from KOSTRA¹⁷¹⁸ show that 9,752 persons without teaching qualifications worked in primary and lower secondary schools in 2013.

The next table shows pay levels in the school sector compared to other sectors and levels of education¹⁹.

Table 2: Average annual salary in NOK in 2014 for full-time employees according to level of education

Industry	ISCED levels 1-2	ISCED 3 -5	ISCED 6	ISCED 7+
Building and construction	392,400	495,600	634,800	772,800
Financial	517,200	589,200	769,200	908,400
Health	378,000	422,400	496,800	748,800
Manufacturing	410,400	492,000	639,600	774,000
Local and regional authorities*	396,000	432,000	504,000	598,800
School sector**	456,000	483,600	518,400	579,600
State employees	451,200	477,600	532,800	602,400
Commodity trade	396,000	469,200	583,200	697,200

* The category “Local and regional authorities” covers employees of local and regional authorities except employees in the school sector. ** The category “School sector” covers employees in schools and other bodies connected to teaching and schools. Teachers constitute a major part of this category.

According to Education at a Glance 2015 (EAG), teachers in Norway's upper secondary schools have the fourth highest starting salary in the OECD (USD 45,601 compared to USD

¹⁴ Statistics Norway 2016a

¹⁵ GSI – The Norwegian Directorate for Education and Training 2016

¹⁶ GSI – The Norwegian Directorate for Education and Training 2016

¹⁷ The key figures in KOSTRA (Municipality-State-Reporting) provide information on most of the municipal and county municipal activities, including economy, schools, health, culture, the environment, social services, public housing, technical services and transport and communication. Municipalities report their data to Statistics Norway.

¹⁸ Statistics Norway 2016c

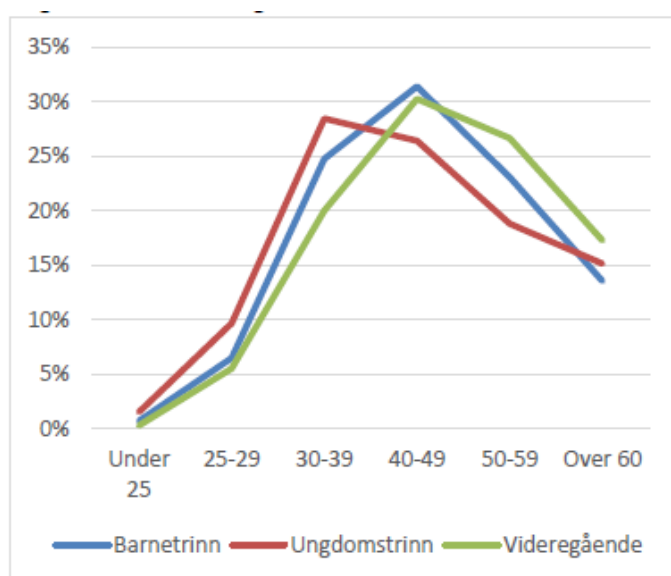
¹⁹ GNIST 2015. Attached.

32,260 on average). However, salaries at the top of the scale are only slightly above the OECD average (USD 56,452 compared to 52,822).

As the Norwegian krone has depreciated relative to USDs, and hence has a lower value today than some time ago, the picture from EAG might not be quite accurate for today's situation²⁰. And teachers in primary and lower secondary schools have lower salaries than teachers in upper secondary. All in all, it would be fair to assume that Norwegian teachers' salaries are close to the OECD average today.

There is a seniority principle for salary-setting: the more senior, the higher the pay wage. In a report on TALIS 2013²¹, the following Norwegian statistics on teachers' ages were presented:

Figure1: Age distribution of Norwegian teachers by teaching level



The blue line represents teachers in primary school, the red line lower secondary and the green line upper secondary. The average age of primary school teachers in 2013 was 45.3 years, lower secondary teachers 44.2 years, and upper secondary teachers 47.4 years, all above average for the other TALIS countries.

The teachers, having a variety of educational backgrounds, also have varying formal qualifications in the subjects they teach. According to regulations referred to in 1.1.2, *Requirements for employment as a teacher and teaching*, every teacher in lower secondary school should have 30 or 60 ECTS in the subject he or she teaches. These regulations were adopted quite recently, however, and there is a ten-year transitional period. During this period teachers can qualify through CPD, or school owners can engage new, qualified teachers.

Table 3 and 4 shows teachers qualifications in different subjects, and how many of them are 50 years +. This is an estimate based on a sample survey, and does not include teachers who

²⁰ July 30 2016

²¹ Caspersen, Aamodt, Vibe og Carlsen: Kompetanse og praksis blant norske lærere. NIFU Report 41/2014

work in both primary and lower secondary school²². Still it gives us an idea of which subjects we need to focus on when offer continuing education the next years.

Table 3: Teachers' credits (ECTS) in different subjects, age of teacher – Primary school.

Subject	Primary school					
	0 - 29 credits		30-59 credits		60 credits or more	
	All teachers	Teachers 50+	All teachers	Teachers 50+	All teachers	Teachers 50+
English	9,393	3,181	2,939	949	3,943	1,283
Physical education	8,500	2,083	2,697	651	3,143	577
Arts & Crafts	10,416	3,385	3,032	1,153	2,771	967
Mathematics	9,374	4,445	9,449	2,158	4,817	1,209
Home economics	1,953	874	651	260	521	298
Music	6,361	1,897	2,102	763	2,418	707
Science	8,277	2,976	4,910	1,246	2,716	632
Norwegian	6,194	2,176	10,304	2,771	9,765	3,069
Religion, world views and ethics	9,188	3,534	4,371	856	2,399	670
Social science	8,705	3,032	4,613	1,079	3,181	837

In mathematics there are as many teachers with less than 30 credits as there are with 30 - 59 credits. And for the last group the majority of the teachers are under 50 years old. In Norwegian there are more teachers with 30 – 59 credits than with less than 30 credits in the subject. Also for this group the majority is less than 50 years old. In Norwegian there is also a good number of teachers with 60 credits or more.

The main challenge is to move as many teachers as possible from 0-29 credits up to 30 – 59 credits, for all the subject, which also is a measure in the government strategy Promotion of the status and quality of teachers, described in 1.2.1.

Table 4: Teachers' credits (ECTS) in different subjects, age of teacher – Lower secondary school

Subject	Lower secondary school					
	0 - 29 credits		30-59 credits		60 credits or more	
	All teachers	Teachers 50+	All teachers	Teachers 50+	All teachers	Teachers 50+
English	1,060	391	725	298	3,329	893
Physical education	1,618	335	670	112	1,786	316
Arts & Crafts	763	298	446	130	1,265	502
Mathematics	1,023	428	1,972	707	3,627	1,023
Home economics	800	279	353	74	614	260
Music	558	130	279	37	967	298
Science	949	298	986	223	2,511	837

²² SSB 2016 d

Subject	Lower secondary school					
	0 - 29 credits		30-59 credits		60 credits or more	
	All teachers	Teachers 50+	All teachers	Teachers 50+	All teachers	Teachers 50+
Norwegian	1,209	446	1,693	391	4,185	1,358
Religion, world views and ethics	2,213	707	1,190	130	1,693	391
Social science	1,414	446	1,246	484	3,199	1,042
Foreign languages	465	167	279	74	1,655	484

For Norwegian, mathematics and English it is required minimum 60 credits and 30 credits in most other subject, to teach in lower secondary school. Thus the main challenge is to move as many with less than 60 credits in mathematics, Norwegian and English up to the 60 credits or more group, and for the rest of the subject move as many as possible of the ones with less than 30 credits up to 30 credits or more.

1.2 Initial teacher preparation system

ITE has for several decades been among politicians' major concerns in Norway. No other branch of higher education has to the same degree been subject to repeated debates in the Norwegian parliament – the “Storting” – nor in media of all kinds. It is ITE for primary and lower secondary school, Years 1–10, that first and foremost has been the subject of political debates and disagreements, although there are several other ITEs, see section 1.1.2. Changing governments and ministers of education have all been eager to make changes to it. Debates in the Storting have addressed which subjects and topics should be mandatory in ITE, the length and level of the education, and how strongly and by which means to govern ITE. All parties agree, however, on the importance of ITE, and the concern for the quality of ITE seems to be shared among most political parties, even if the definition of «quality» might differ.

1.2.1 Main objectives and purposes, key political developments

Recent history – teacher education measures and reform:

Before the year 2000, the last major reform of ITE was in 1992, when the “General Teacher Education” programme for Years 1-10 was extended from 3 to 4 years, and 6 subjects were made mandatory: Norwegian, religion, maths, two practical/ aesthetic subjects, and the subject called "nature, society and environment".

The first two PISA reports – in 2000 and 2003 – were wake-up calls for Norwegians, including Norwegian politicians. Over the years, Norway has spent well above the OECD average on schools, and yet 15-year-old Norwegians perform only averagely in reading and the other skills measured by PISA. A school reform – The Knowledge Reform – was implemented from 2006 onwards. From 2005, admission criteria for all ITEs were made more rigorous than the general entrance requirements to higher education in Norway²³: The special requirements were: minimum a grade 3 in maths and Norwegian and 35 school points from upper secondary school. (Grade Point Average 3,5)

The ITE for Years 1–10, called General Teacher Education, underwent a major evaluation by NOKUT (the Norwegian Agency for Quality Assurance in Education) in the same period. The evaluation in 2006 resulted in a report containing serious criticism of the quality of this

²³ The so called Higher Education Entrance Qualification, see section 3.1.1 and <http://www.samordnaopptak.no/info/english/general-requirements/>

ITE: Communication between stakeholders were lacking. Elements that were supposed to be integrated throughout the education (practice periods, academic subjects, subject didactics and pedagogical theory) more often seemed to be handled separately and in isolation. Lecturers' competence both in R&D, in academic subjects and in subject didactics varied. Pedagogical leadership at institutional level, quality of intake and relations to school sector varied and were often found to be weak. Common perceptions of what constituted professional teacher education and teacher profession did not exist.

As a result, politicians' attention was yet again drawn towards ITE. A White Paper on teacher education²⁴ put forward in 2009 led to the next major reform of ITE, implemented in the period 2010–2013. Important elements were:

- The transition from the General Teacher Education programme (4 years bachelor level) to Differentiated Primary and Lower Secondary Teacher Education Programmes to (4 years bachelor level) for Years 1–7 (ITE 1-7) and Years 5–10 (ITE 5-10), regulations issued.
- A panel was appointed for five years, 2010-2015, to follow the implementation of ITE 1 – 7 and 5 – 10
- New regulations for the other ITEs along the same lines (more specialization in subjects, emphasis on subject didactics and pedagogy)
- A mentoring programme for newly qualified teachers in their first teaching position was introduced.
- A national research school for teacher educators aimed at strengthening the R&D competence of academic staff was established
- A Centre of Excellence in Teacher Education was appointed (ProTed, see section 4.1.)

The Differentiated Teacher Education programmes differed from the General Teacher Education in major respects:

- The division into two programmes, one for years 1-7 and one for years 5-10, (-> more targeted learning outcome descriptions and content)
- The student teachers' specialization in fewer (and self-chosen) teaching subjects. Only in ITE 1-7 are there mandatory teaching subjects: 30 ECTS in Norwegian and in maths
- The introduction of a new compulsory educational theory subject Pedagogy and pupil-related skills (PPS).

Furthermore, ITE institutions were required to cooperate on which courses to offer.

Teacher education policy from 2014:

In 2014, a new strategy was launched by the current government: [*Promotion of the status and quality of teachers*](#)²⁵. The government wants to create “schools where students learn more”.

Key elements of the programme that concern ITP, are:

- All students should have teachers who have specialised in maths, English and Norwegian

²⁴ Report No. 11 to the Storting (2008–2009)

²⁵ Government document 2014 [*Promotion of the status and quality of teachers*](#)

- Initial Teacher Education for Years 1–7 and 5–10 is converted into a 5-year master’s degree
- Students will need a higher mark in maths (eventually also in Norwegian and English) to qualify for admittance to ITE.
- Record investment in continuing education for teachers
- New career paths for teachers piloted
- Building up the skills of county councils, municipal authorities and head teachers in order to create a knowledge-rich education system
- Building teams and strong subject-based communities within schools

Increasing specialist subject training

Research supports the idea that students learn more if their teachers know their subjects well. Nevertheless, figures from Statistics Norway show that one in five maths teachers, one in seven Norwegian teachers and four in ten English teachers at the primary and lower secondary stages have no ECTS in their teaching subjects. The government has made the subject specialisation requirements apply not only to newly qualified teachers (like before) but to all teachers. Primary school teachers will therefore need at least 30 credits in the relevant subject in order to teach maths, English and Norwegian. Lower secondary school teachers, meanwhile, will need at least 60 credits. The transition period before this new requirement comes into force is 10 years. Cf. section 1.1.4 and Table 1.

Investing in continuing education

The government invests heavily in continuing education in order to help all teachers to obtain the qualifications they need. From autumn 2015, 5 000 teachers will be offered continuing education annually. In total, the government invested more than NOK 1.2 billion in further and continuing education for teachers in 2015. This will enable school owners to plan and organise continuing education programmes for their teachers in order to ensure that they satisfy the new qualification requirements. Teachers who already fulfil the requirements will also be able to top up their skills. This measure has been developed in cooperation with social partner KS.

Master’s degree for teachers: The government will introduce a five-year master’s degree for teachers for Years 1–7 and 5–10, starting in 2017. This will replace the 4-year Differentiated Primary and Lower Secondary Teacher Education programmes. The government’s objective is to raise the quality of teacher education, and for newly qualified teachers to be better prepared for their jobs. The master’s degree is expected to provide teachers with better skills in doing observation, research, and reflection on their own and their colleagues’ practices, and to make appropriate adjustments.

Better grade needed in maths: From autumn 2016 students wanting to be admitted to a teacher education programme will need a grade of minimum 4 in the common core subject of maths, as opposed to (currently) a grade 3. Students who do not meet the new requirement will have to complete – and pass – a maths preparation summer course before being admitted to a teacher education programme. The government wants the same requirement to apply for Norwegian and English, eventually.

National exam in maths: Two national exams for teacher students in mathematics have been performed in a pilot study. The exams covered only parts of the curriculum in mathematics, but it covered the core of the curriculum. Didactics of mathematics was also covered. The exams confirmed that many teacher students struggle with basic concepts in mathematics.

Specialist classroom teachers: The government wants to keep good teachers in the classroom. Therefore, in the autumn of 2015 the government initiated a pilot project for career paths. In 36 municipalities and counties 205 primary and secondary school teachers will act as “teacher specialists” during the two-year pilot period.

The government would like to give more teachers the opportunity to qualify for the role of teacher specialist. Therefore, courses specially made for teacher specialists are offered in maths and Norwegian. The social partners, The Norwegian Association of Local and Regional Authorities and the Union of Education, Norway (KS and UEN), are cooperating with the government in this pilot.

Teambuilding in schools: Teamwork is required in order to create schools where students learn more. The most important steps towards developing good schools must be taken by the individual schools, the municipal authorities and the county councils. That is why the government's strategy “*Promotion of the status and quality of teachers*” is not just about investing in teachers, but also includes measures to help school managers and owners.

The government will contribute by: offering further and continuing education; maintaining support for the Norwegian Association of Local and Regional Authorities’ (KS) programme for school owners; continuing the strategy for lower secondary education “*Motivation and Mastery for Better Learning*”; and extending the ongoing national leader training program for headmasters and other school administrators for the period 2015–2020.

The government believes that the combination of having teachers with strong subject backgrounds, enterprising school owners and schools with a culture of sharing will enable students to learn more.

As can be seen from the strategy documents and white papers that have constituted the basis for reforms over the years, many of the measures in Norwegian ITP policy are indeed research-based. For instance, regarding requiring higher grades in maths for admission to ITE, research has found that higher intake quality on a study programme gives better outcomes (better candidates out, less dropout). Other measures have a more indirect research base, such as the transition to master level of ITEs. However, most political parties in Norway have the opinion that this measure will lead to quality improvement of future teachers. A master's level education is more heavily R&D-based than a bachelor, and gives more room for subject specialization, both these elements are believed to contribute to more competent, reflected and flexible teachers.

The regulations regarding the new five-year master’s programme for ITE for Years 1–7 and 5–10 will be implemented from autumn 2017. The transition to master programmes is demanding for most TEIs. Stricter requirements for the educators' formal competences apply to the institutions responsible for offering master’s programmes. All programme descriptions and course plans must be rewritten to comply with the new regulations and the new level of EQR. The regulations (“Framework plan”²⁶) for the new masters' ITE programmes were published in June 2016.

Sources for further background details:

- Report no. 30 to the Storting (2003–2004) Culture for learning
- *Læreplanverket for Kunnskapsløftet* [National Curriculum for the Knowledge Reform] (2006): Ministry of Education and Research
- Forskrift om rammeplan for grunnskolelærerutdanning for trinn 1 – 7
- Forskrift om rammeplan for grunnskolelærerutdanning for trinn 5–10

²⁶ Forskrift om plan for grunnskolelærerutdanning, trinn 1–7 2016 and Forskrift om plan for grunnskolelærerutdanning, trinn 5 – 10 2016

1.2.2 Stakeholders in ITP

The main stakeholders in ITP represent the school sector (school owners, school administrators, teachers, parents) students in higher education, HEIs with ITE, teacher educators and the Ministry of Education and Research with subsidiary bodies. Selected stakeholders external to the Ministry were asked during spring 2016 to comment on the present report. The stakeholders' presentations of themselves are attached. In relation to chapter 1, they were asked to comment on the key features of the authorities' current teacher policy. Their answers are attachment 2: Stakeholders' comments on teacher policy.

New regulations' controversies and media attention

All new regulations and changes in regulations are subject to public hearings in Norway, so also those concerning ITE. The stricter admission requirements for ITE were adopted as a change in existing regulations January 22, 2016, and are implemented from admission 2016. Both in the hearing process and in media, the requirement of grade 4 in maths from lower secondary school for all ITE-students (cf. section 1.2) has been debated. Many interested parties, and media, were and are against requirement of the grade 4 in maths for all ITE students regardless of whether they shall become maths teachers or not. The authorities refer to the necessity for all student teachers to have good basic skills.

The regulations regarding the new five-year master's programme for ITE 1–7 and ITE 5–7 were adopted June 7, 2016. The transition to a five year master's degree was supported by most stakeholders. Controversy arose about the content and the name(!) of the mandatory subject containing pedagogy, and whether there should be an option to write the masters' theses with a basis in pedagogy, not only in central school subjects. The balance between subject-specific and pedagogic competences has always been an issue in teacher education. This balance involves policymakers as well as stakeholders and educational practitioners. Stakeholders in the tradition upheld by Pedagogy (formative dimensions, "Bildung") protested against the name proposed in the hearing version. "Professional Subjects". (Partly the same) stakeholders also argued for the possibility to choose pedagogy and special needs education as basis for the master's thesis. These views were forwarded both as written inputs in the hearing process, in the form of a petition, and in media articles and debates. The result was that the Ministry changed the name of the subject from "Professional Subjects" to "Pedagogics and pupil-related skills", the same name as in existing ITEs for Years 1–7 and 5–10, and that it will be possible for student teachers to choose pedagogy or special needs education as the basis for their masters' theses.

1.2.3 Broad graduation trends on ITP programmes

Table 5: Numbers of graduated teachers 2000 - 2015²⁷

Programme	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
General teacher	1,977	1,912	1,802	1,777	1,932	2,008	2,066	1,811	1,792	1,548	1,532	1,418	1,430	1,377	318	212
ITE 1-7													8	54	660	813
ITE 5-10												11	2	43	670	749
ITE 8-13					2	11	29	25	93	104	155	172	177	209	260	371
Total	1,977	1,912	1,802	1,777	1,934	2,019	2,095	1,836	1,885	1,652	1,687	1,601	1,617	1,683	1,908	2,145

There has been a steady increase of teachers graduating in the last fifteen years. The number of students enrolling in ITEs has also risen. More on this in section 2.1.

²⁷ [Database for Statistics on Higher Education.\(DBH\)](#)

All these ITE programmes are regulated and comply with the qualification requirements for teachers stipulated by the Education Act (see 1.1.2).

There has been a small increase of immigrant teaching students in the period 2008–2012 from 5.9 per cent to 6.3 per cent.

Applicants for teacher positions are not registered on a national basis, thus we do not have any statistics to refer to. KS has asked some municipalities for examples. Applicant numbers differ around the country. One big city in the eastern part of Norway reports 50–100 applicants for each position, but many applicants apply for more than one position in the same municipality. A big town in the western part of Norway reports approximately 25 applicants for each position. A small rural municipality in the southern part of Norway reports 20 applications for an open invitation just announcing that it was looking for new teachers. In the northern part of Norway the report is two qualified applicants for each position. Some municipalities struggle to attract teachers with the required formal qualifications.

1.2.4 Main economic and labour market trends with implications for ITP

Norway has had a long period of economic stability, growing gross national income and low unemployment rates, (-> 2015). During this period, the number of applicants for teacher education has dropped. This is assumed to be partly due to the stricter admission criteria from 2003 onwards and partly to the low status of teacher education and the teaching profession. However, economic and labour market trends surely contributed: job opportunities for talented young people were numerous, the oil industry flourished, study programmes in engineering and economics attracted an increasing proportion of the students.

We now see a shift in the economy and the labour market. Unemployment rates are increasing, oil prices have gone down, the oil industry is cutting jobs, it is harder for both well qualified and unskilled workers to get a job. The government has initiated measures (adjustments to the TE system) that will make it easier for engineers to become math teachers in secondary schools. And applications for ITE show an upward tendency.

Section 2. Attracting candidates to ITP programmes

LÆRERMOD projects supply and demand for different types of teachers under stylized assumptions. With calculations based on LÆRERMOD we can analyse whether we educate enough teachers in relation to developments in the number of future users of educational services. In the calculations, we take into account that some of those trained as teachers do not work in the education sector²⁸. According to LÆRERMOD the calculated balance between supply and demand of qualified teachers (people) in 2020–2040²⁹, show a deficit of ITE 1–7 and 5–10 teachers for the entire period.

Table 6: Calculated balance between supply and demand of teachers (people) 2020 - 2040.

Type of ITE	2020	2030	2040
ITE 1–7 and ITE 5–10 teachers	-3,400	-2,900	-3,800
Subject teachers and other teachers	2,200	5,400	7,300

The category "Subject teachers and other teachers" contains both persons with ITE 8-13, and persons with Subject Teacher Education, and they are not possible to separate at the moment. The most critical factor is the deficit of ITE 1-7, since they are the only ones directly qualified to teach all subjects in years 1 – 4. Subject teachers are qualified to teach from grade 5, and ITE 8-13 are qualified to teach from grade 8, assuming they have the subjects taught in the respective grades. PPE teachers are also qualified to teach at years 5-13, and LÆRERMOD estimates a surplus of PPE teachers from 2015 on.

2.1 What are the general trends in ITP candidate enrolment and profiles?

The growth in the Norwegian economy and a very good labour market over the last two decades may have had an impact on the application trends for ITEs in the sense we most probably have fewer qualified applicants than other countries. It has been easy to get well paid, interesting jobs in both the public and private sectors.

2.1.1 Applicants, enrolment and dropout rates

Qualified, first-priority applicants are of interest because they are the applicants with the specific programme as their first choice of all programmes available, and they meet all the entrance requirements for the programme. The overall number of qualified, first-priority applicants to ITEs increased by 11 per cent from 2014 to 2015 to an all-time high with 5,163 applicants. The number of qualified applicants for all higher education programmes increased by 7 per cent in the same year³⁰.

Table 7: Number of qualified, first-choice applicants for ITEs 2013 - 2015³¹

ITE programme	2003	2004	2005 ³²	2006	2007	2008	2009	2010 ³³	2011	2012	2013	2014	2015
ITE 1–7 and 5–10*	3,154	3,248	2,196	2,394	1,940	1,967	2,337	2,866	2,852	2,976	3,149	3,090	3,564
ITE 8–13	334	526	644	660	657	663	652	896	962	1089	1255	1,444	1,599
Total	3,488	3,774	2,840	3,054	2,597	2,630	2,989	3,762	3,814	4,065	4,404	4,534	5,163

²⁸ Read more about LÆRERMOD: <https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/tilbud-og-ettersporsel-for-ulike-typer-laerere-mot-2040-framskrivinger-basert-pa-laerermot>

²⁹ Gunnes Trude, Pål Knudsen 2015

³⁰ GNIST 2015

³¹ GNIST 2015

³² New specific entrance requirements of at least a grade 3 in Norwegian and mathematics and 35 school points (se section 3 for more details).

³³ First year of new ITEs, from general teacher education to ITE 1–7 and ITE 5–10.

* From 2003 to 2009 the numbers are for the ITE programme General Teacher Education 1–10.

For ITE 1–7 and 5–10 the number of qualified first-priority applicants varied in the period. Since the new ITE 1–7 and 5–10 were launched in 2010 the number of qualified first-priority applicants has varied a bit but had a quite significant increase from 2014 to 2015. ITE 8–13 has had a steady upward trend since 2007. Still the challenge for the ITEs is to attract more highly qualified applicants. At the moment most of the applicants who meet the entrance requirements are offered a place. This is a concern, and most of the measures taken in "Lærerløftet" aim to meet this challenge.

Table 8: Number of students enrolled into ITEs 2003 - 2015³⁴

ITE programme	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
ITE 1–7 and 5–10*	3,032	3,048	2,265	2,308	2,013	2,007	2,337	2,815	2,836	2,779	2,938	2,872	3,254
ITE 8–13	364	408	432	508	545	590	639	807	873	966	1,001	1,116	1,207
Total	3,396	3,456	2,697	2,816	2,558	2,597	2,976	3,622	3,709	3,745	3,939	3,988	4,461

* From 2003 – 2009 the numbers are for the ITE programme General teacher 1-10.

In the period 2008–2015, there was an increase of 60 per cent in the number of students admitted to ITEs, compared with an overall increase of 37 per cent for all study programmes (students who have accepted the offer, turned up to the studies and enrolled as a student).

Table 9: Student retention, delay and dropout rates for the 2010³⁵ cohort.

ITE programme	Started autumn 2010	Completed on time		Delayed. Still a student after 4 years* or after 5 years**		Dropped out	
ITE 1–7	1,224	640	52.3 %	232	19.0 %	352	29.0 %
ITE 5–10	1,375	659	48.0 %	285	20.7 %	431	31.5 %
ITE 8-13	718	239	33.3 %	167	23.3 %	312	43.5 %

* ITE 1-7 and 5-10. **ITE 8-13.

Between 33.3 and 52.3 per cent of the 2010 cohort completed their ITE on time. ITE 1-7 and 5-10 completed their programme on time spring 2014, and ITE 8-13 completed their programme on time spring 2015. For all these ITEs there are approximately 20 per cent of the students who are delayed and still in the programme. The dropout rate varies from 29 – 43.5 per cent between the different ITEs. Especially the ITE 8-13 dropout rate is very high.

According to OECD Economic Surveys, work commitments is the most common reason for dropping out from tertiary education in Norway, which is indicative that the healthy job market is a factor behind non-completion or slow study progression. Late completion may also reflect the high degree of flexibility in the tertiary education sector, as it allows for changes in the study programme and facilitates taking breaks (“stop-outs”) from the studies. For example, available data shows that more than one in 10 students in Norway had an interruption of longer than one year during their studies³⁶. Delays and dropouts are a concern for the Ministry, the HEIs and the stakeholders.

2.1.2 Profile

A typical teaching student enrolled in ITE 1–7 or 5–10 is female and in her early twenties (18–25 years). Between 2010 and 2014 around 45–50 per cent of the students were between 18 and 20 years of age, and around 30–35 per cent were between 21 and 25. 2009 was the last year students were admitted to the General Teacher Education 1–10 programme, and that

³⁴ GNIST 2015

³⁵ DBH 2016

³⁶ OECD 2016

year the gender balance was 62 per cent female and 38 per cent male. From 2010 to 2014 the ITE 1–7 programme attracted mostly women (82–84 per cent). ITE 5–10 still attracts mostly women (62–66 per cent), but significantly more men now enrol on this programme³⁷.

2.2 Which general incentives exist to attract candidates to ITP programmes?

The incentives for entering an ITP programme are based on different motives. The main categories are: motivated by their own school experience, think they have a talent for teaching, subject-related motivation and a wish to work with and convey their subject, a wish to work with children and adolescents, motivated by the prospect of a secure, well defined job with good job opportunities all over the country, entered the ITP programme more by coincidence (not a conscious decision from the start), and recommended by family and friends³⁸.

This matches quite a few of the general incentives listed by KS³⁹ as incentives to attract candidates to ITP programmes: teaching is challenging and rewarding, an important job for the future, the possibility of influencing new generations, good job opportunities all over the country, favourable working arrangements, comparably well paid, security in a public position.

The GNIST indicator report 2013⁴⁰ examined the attraction of the teacher profession in the age group 19–25 years, as they are seen as potential student teachers. 24 per cent of this group see the teacher profession as attractive, 46 per cent see it as averagely attractive, and 30 per cent see it as not attractive. The proportion of male and female respondents who consider the teacher profession to be attractive is approximately the same. Still, as seen in 2.1.2, recruiting men to the ITPs is a challenge. It seems that men are more subject-motivated and career-motivated than women, and they seem less willing to sacrifice professional ambitions in exchange for a more socially rewarding job⁴¹.

2.2.1 Promotion of the status and quality of teachers

As described in Section 1.2, the present government launched the strategy “Promotion of the status and quality of teachers” (*Lærerløftet*) in 2015. The main incentives for promoting the status and attracting teaching students are:

Raise the specific entrance requirement for ITEs in mathematics from grade 3 to 4, starting in 2016. This measure is taken both to increase the status of the ITEs, and to strengthen the quality of the teacher educations. This is a measure that might attract the subject and career motivated candidates. It varies amongst our stakeholders how they feel about this incentive. The National Association for Teacher Education (NATE), The National Union of Students in Norway (NUS) and the Union of Education, Norway (UNE) do not agree this is the best way. NUS and UNE are more concerned with the quality during the ITE programme, and NATE thinks it will be better to increase the requirement of school points from 35 to 40 rather than to focus on one or two subject areas, since the schools need a variety of teachers. The National Parents' Committee for Primary and Secondary Education (FUG), the Norwegian Association of Graduate Teachers (NAGT), The Knowledge Centre for Education (KCE) and the City of Oslo Education Authority are all in favour of the incentive. Their arguments are that more stringent requirements will contribute to higher

³⁷ Følgegruppen for lærerutdanningsreformen 2011 – 2015

³⁸ Korsgaard Haakon, Anne Zondag 2011

³⁹ Norwegian Association of Local and Regional Authorities (KS)

⁴⁰ GNIST 2013

⁴¹ Korsgaard Haakon, Zondag Anne 2011

status and to the recruitment of high-quality teachers, which schools will benefit from. They believe teachers need a solid knowledge base in their teaching subject in order to teach with confidence and intellectual curiosity.

A new **five-year master's degree**, still differentiated into Years 1–7 and 5–10, will be implemented in autumn 2017. This measure is mainly to strengthen the quality of ITE and eventually the quality of schools, but also to increase the status of ITE and the teaching profession. The possibility of specialising in one or two subjects is interesting to teaching students with subject-related motivation. According to the study “Reservestyrken⁴²” (reserve force), one important reason why male teachers leave the profession is because they tend to be more ambitious when it comes to personal development and career paths. This new master's degree has been the subject to quite a heated and polarised debate in the media, where pedagogy has been pitted against subject focus. The debate in itself may reduce this measure as an incentive to enter ITP, but it is too early to tell.

Continuing education – improving specialist subject training. As shown in section 1.1.2, primary school teachers will in 2025 be subject to new qualification requirements. Increasing efforts in cooperation with KS are therefore being made to ensure that as many teachers as possible will meet the new requirements and to strengthen their subject knowledge. More than 5,000 teachers a year take these courses.

Another incentive in this strategy is piloting **new career paths** such as **specialist classroom teaching** started in autumn 2015. This project may attract ITP candidates with ambitions in their subject, but also for their career paths. This is a two-year pilot, and it is too early to say what will come of it.

Head teacher training is also regarded as an incentive for attracting ITP candidates as a career path. The training is provided in cooperation with KS, and will continue until 2020.

2.3 What is the general public perception of the role of schools

The teaching profession was in 2012 ranked as the second most important occupation in Norway after medical doctor in terms of importance to the Norwegian society⁴³. There is also a common understanding that schools are very important institutions in our society and play an important role in preventing inequality.

2.3.1 Public perception – quality of schooling

Parents are generally very satisfied with their local school and the public opinion is that teachers do a very good job⁴⁴. People report that they are satisfied with their primary and lower secondary schools, and their impression of the schools is good⁴⁵

2.3.2 Public perception – status of the teaching profession

Table 10: Perception of the status of the teaching profession 2009 - 2014⁴⁶ (Scale: 1–10)

Target group	2009	2010	2011	2012	2013	2014
Teachers	-	5.5	5.5	5.4	5.4	-
Potential teacher students*	5.0	5.3	5.1	5.1	5.3	5.4
Public in general	5.1	5.2	5.3	5.4	5.6	5.5

⁴² Korsgaard Haakon, Anne Zondag 2011

⁴³ GNIST 2012

⁴⁴ Utdanningsforbundet 2014

⁴⁵ Kommunenes sentralforbund 2016

⁴⁶ GNIST 2013

* "Potential teacher students" are the age group 19 – 25 years.

The importance of an occupation is as we can see not necessarily the same as the perception of its status. The teaching profession is ranked as the second most important occupation in the Norwegian society. The status of the profession is ranked in the middle on a scale from 1 – 10 of all the target groups in the study. The potential teacher students in this study is the age group 19 – 25 years old. They also rank the status of the teacher profession in the middle.

This mismatch between importance and status is of concern for the Ministry hence the measures taken in “Promotion of the status and quality of teachers”.

About 50 per cent of the public believe the working conditions for teachers are as they should be, but there are an increase in the part of the population that think the working conditions are not as good as they should be⁴⁷.

We do not have documentation on potential teachers perception of school settings.

⁴⁷ Utdanningsforbundet 2014

Section 3. Selecting the most suitable candidates for ITP programmes

The selection criteria for entry into ITP programmes are the same as the Higher Education Entrance Qualification and the specific entrance requirements for the ITEs. These criteria are decided by the Ministry. We do not perform any personal suitability assessment of the candidates at this point. Suitability assessments are carried out during the ITE programmes and are not part of the selection criteria at the entry point to ITEs. The suitability assessment scheme is described in Section 6. In this chapter we will describe the general entrance qualifications to higher education and the specific entrance qualifications for the ITEs.

3.1 What are the selection criteria for entry to ITP programmes?

The Norwegian Universities and Colleges Admission Service, NUCAS (Samordna opptak) coordinates and provides a common infrastructure for admission to regular undergraduate studies at all universities, university colleges, state colleges and some private colleges in Norway. The HEIs handle the applications locally in this infrastructure. This includes the ITP programmes.

3.1.1 Higher Education Entrance Qualification

Admission to higher education in Norway is based on successful completion of upper secondary education with some specified courses (leading to the Higher Education Entrance Qualification). Admission is based, in particular, on a mix of course grades and grades from national exams. Students who have completed upper secondary vocational training and two years' tertiary vocational education may also be admitted to higher education, conditional upon meeting certain Norwegian language requirements. In addition, applicants aged 25 or older who do not meet the usual formal requirements may be accepted for certain study programmes on an individual assessment based on formal and informal skills⁴⁸. However, some fields of study may have additional entrance requirements.

3.1.2 Specific entrance requirements for ITEs

Since autumn 2005 the specific entrance requirements for ITEs are grade 3 or higher in Norwegian and mathematics in upper secondary school (6 is the highest grade) and a minimum of 35 credits (also called school points) in total⁴⁹.

Since autumn 2016 and as part of “Promotion of the status and quality of teachers⁵⁰”, the specific entrance requirements for ITEs have been further tightened. Applicants must have a grade 4 or higher in mathematics from upper secondary school. To prevent lower application numbers, applicants with a grade 3 or higher who did not obtain a grade 4 in mathematics in upper secondary school will be offered a preparatory course in July. If they meet the other entrance requirements and pass the preparatory course, they will be offered admission or a place in a waiting list to the ITE programme they have applied for if there are more qualified applicants than places.

The ranking of the qualified candidates are based on the general selection criteria and the specific entrance requirements. If there are more qualified applicants than places on the programme, the candidates with the most points are offered a place. Each institution decide how many places they offer to each programme each year. It varies from institution to

⁴⁸ OECD 2016

⁴⁹ European Commission 2014

⁵⁰ Ministry of Education and Research 2015

institution if all qualified applicants are offered a place or not. Some institutions are more popular than others.

3.2 At which points can individuals decide to enter ITP programmes?

As mentioned in chapter 1, we do not have alternative pathways into ITP programmes. All student teachers have to apply and start at the first year of the programme and follow the national regulations for the programme. It is possible to have a course from earlier studies approved as part of the programme, if the course meets the requirements in the national regulations and the Act relating to Universities and University Colleges.

3.3 How are candidates selected for ITP programmes?

As mentioned earlier the candidates are selected for ITP programmes based on the entrance requirements for higher education and the specific entrance requirements for the programme.

According to the Regulations Concerning Admission to Higher Education, section 4-7⁵¹, the institutions may require an interview in addition to the specific entrance requirements, as long as this is published together with the specific entrance requirements. This has not been common as an admission requirement for teacher education in Norway so far. This year Oslo and Akershus University College of Applied Sciences requires an interview for qualified applicants to the bachelor programme for bilingual teachers. This in order to verify their Norwegian and second language skills, but does not cover personal motivation or personal suitability.

The University of Stavanger did discuss the possibility of using interviews. It trialed interviews with student teachers already accepted to the programme to see what kind of information they got from the students and establish how it might be used in the selection of candidates to the programme. The university discussed issues surrounding whom an interview should seek to identify – the good student teacher or the good teacher? This may not be the same person. A good student teacher might not be a good teacher. A good teacher and a good teacher student may not possess the same personal characteristics. Their recommendations were that these issues need to be thoroughly discussed and decided before a decision about adding interviews as an entrance requirement. The conclusion was that interviews may be of help in ranking applicants if there are more applicants than places. But as long as there is a shortage of teachers in Norway, and more ITE places than applicants, the university would not recommend interviews as an additional entrance requirement⁵².

⁵¹ Forskrift om opptak til høyere utdanning 2007

⁵² Østrem Sissel red. 2009

Section 4. Equipping prospective teachers with the right mix of what teachers need to know and do

The media's, politicians', and common man and woman's engagement in ITP is proof that teaching is perceived as a profession which amounts to much more than a craft in Norway.

4.1 Professional requirements for a teacher.

In spite of the public engagement in teacher education over many decades, there is no Norwegian list of professional requirements expected for teachers. What is stated in official form, is the previously mentioned national regulations⁵³, the "Framework plans". They describe the candidates' learning outcomes (as in EQF) as they receive their ITE diplomas. The learning outcome descriptions are categorised as knowledge, skills and general competences.

Learning outcomes are expected for new teachers, and they are minimum requirements. From experienced teachers, one would expect more. The learning outcome descriptions of the framework plans are on a general level. It is up to the ITE institutions to implement the regulations and, hence, to interpret the learning outcome descriptions and fill them with content for their own students. All learning outcomes should be documented.

As mentioned in section 1, all regulations are subject to public hearings in Norway. The Ministry of Education and Research develops draft regulations based on the government's policy and goals. The regulations are then subject to a public hearing (6 weeks – 3 months hearing period). Everyone is entitled to comment in this process. Representatives of the school sector/stakeholders and ITP institutions stand for the majority of written responses. The Ministry then develops and issues the regulations on behalf of the government.

In addition to the Framework plans, the ITE programmes also have to comply with national guidelines, which provide more detailed learning outcome descriptions. In guidelines for ITE 1 – 7 and 5 – 10, each of the 11 teaching subjects of the education has its own description and learning outcomes, in addition to the subject PPS (pedagogics and more) and the practise training. For ITE 8 – 13, the guidelines are less detailed and describe learning outcomes for "subject I" (the candidate's 160 ECTS teaching subject) and "Subject II" (the candidate's 60 ECTS teaching subject), in addition to pedagogics/subject didactics (60 ECTS) and Practise training.

The guidelines are owned and managed by the ITP institutions through the National Association for Teacher Education (NATE). NATE has appointed guideline workgroups for each type of teacher education. The workgroups consist of teacher educators as well as representatives from the school sector. NATE's guidelines are as close as we come to professional requirements for a teacher. New guidelines for ITE 1 – 7 and 5 – 10 master programmes will be published this autumn.

Both framework plans and guidelines acknowledge that teachers need subject knowledge as well as subject didactic competences in order to transform scientific disciplines into school subjects. The framework plans for ITE 1 – 7 and 5 – 10 stress the integration of these elements, and with the 100 days practise training. Especially, the integration of subject with its subject didactics is stressed. A teaching subject is defined as the academic subject and the corresponding subject didactics. So, 60 ECTS in for instance maths in ITE 1 – 7 og 5 – 10 means 60 ECTS in (academic) maths AND maths didactics. In the framework plan for ITE 8

⁵³ Forskrift om plan for grunnskolelærerutdanning, trinn 1–7 2016, Forskrift om plan for grunnskolelærerutdanning, trinn 5–10 2016, Forskrift om rammeplan for lektorutdanning 2013

– 13, the mandatory subject containing pedagogics is called “Professional subjects”, and here, the subject didactics is meant to be part of "Professional subjects" and not part of the academic subject itself. So, 60 ECTS in for instance maths in ITE 8 – 13 can mean 60 ECTS in academic maths only.

To the extent that we see framework plans as professional standards, the differences with respect to subject didactics and pedagogics that these ITEs reflect, are standards subject to controversy. The balance between subject knowledge, didactics and pedagogical knowledge has been an ongoing debate for decades, and still is. Cf. section 1.2.2.

Some concerns have been raised that adequate competences in core subjects are not ensured for those who specialise in teaching Years 5–10. The new reform with five-year master’s programmes is expected to improve this situation.

According to some stakeholders, teacher education for Years 8–13 is insufficiently focused on the students that the prospective teachers will be teaching. Knowledge about adolescence, about socio-emotional development and problems, about how teachers can prevent problems etc. is essential for teachers in Years 8–13. This is not emphasised enough, although these issues are often found integrated in courses in pedagogy. Also, for Years 1–7 and 5–10 teacher education needs to strengthen the development of core practices and raise expectations for learning about how young pupils learn and the role that instruction plays.

As the framework plans are, and are supposed to be, on a general level, the implementation of these elements is in the hands of the ITP providers.

Students may graduate and still be qualified in a very limited selection of subjects. It may thus be difficult for schools to offer them full positions.

The professional requirements for teacher in the 21st century are built on

- the effective teacher with clearly defined skills and solid subject knowledge,
- the reflective teacher with knowledge about learners and the values underlying education,
- the enquiring teacher who deploys research and evaluation methods in a principled manner, and
- the transformative teacher who, by adopting a critical enquiry approach, looks beyond the classroom for social contexts and values in order to establish multi-contextual learning spaces⁵⁴.

For personal suitability and qualifications, see section 6.

In order to foster such competences, sets of sub-competences are currently cultivated across Norwegian ITE institutions, albeit at varying degrees.

4.1.1 Research competence.

The government wants to build teams and strong subject-based communities within schools. Schools should be learning organisations. To achieve this goal, we would like to educate teachers that are used to relate to research and research results, that are able to develop their own teaching or their own school on the basis of new knowledge. In this light, it is of the utmost importance that IPT must be based on R&D.

Reports show that ITP institutions and staff perceive research and development-based education as anything from the students being exposed to recent research findings to the students actually taking part in ongoing research⁵⁵. Many ITE institutions have invested in

⁵⁴ Menter, I., Hulme, M., Elliot, D., & Lewin, J. 2010

⁵⁵ Munthe, E., & Rogne, M. 2015

offering a more R&D-based education to their student teachers, also in the bachelor ITE 1 – 7 and 5 – 10 programmes. The introduction of the bachelor thesis in ITE by the 2010 framework plans has been of great importance in this respect, according to the Panel following the implementation of ITE 1 – 7 and 5 – 10⁵⁶. The panel's report states that student teachers have been trained in research methods and try out roles as researchers themselves. They have read research literature, national regulations, curricula and other sources, and they have formulated their own research question.

The University of Tromsø – the Arctic University of Norway has developed an action research based BA thesis. Universities offering ITP for Years 8–13 have engaged student teachers in developing research competence by offering methods courses or by including them in research groups. However, this usually happens at master's level. Currently, and in the wake of the decision to make ITP a master's programme for Years 1–7 and 5–8, too, there is renewed interest in the issue and there is a fair bit of development in this area. At the University of Oslo, student teachers are increasingly engaged in using iPads and other ICT tools to produce raw data mirroring their own professional practice. These data are subsequently being analysed together with peers, supervisors from the university and mentors from the school. There are many such initiatives on ITE institutions, but they are mostly stand-alone efforts (there are exceptions). Findings suggest that transforming teacher education into more research-based programmes involves changing and developing deep and complex epistemic structures, far beyond revising curricula and policy documents⁵⁷.

Norway's first centre for excellence in education, ProTed, was established in 2012 in order to conduct systematic experiments with integration and coherence and to disseminate results nationwide. The centre is a collaboration between the University of Oslo and the University of Tromsø. Its mandate is to enhance quality in ITE. A series of strategies and projects are being implemented in the ITE programmes at these universities that can be analytically generalised and eventually adopted by other ITEs. The centre has a national responsibility for dissemination of quality measures and results. The ProTed centre in collaboration with the National Knowledge Centre has created an arena where teacher educators can meet once a year in order to share specific issues such as research-based ITE, practices and jointly develop the ITP field: The Knowledge Parliament (KP). Such an arena has not previously existed in Norway, and has attracted interest from teacher educators from all over Norway. The KP of September 2016 was overbooked and had to be moved to a larger venue. The KP is only the start of a process and not merely a "stunt".

A major challenge for teacher education throughout the years, has been to relate the theory and the research they teach their students, to life in schools – as experienced by the student teachers during practice training periods and as new teachers. The relationship and communications between ITE institutions and practice schools improved considerably after the 2010 reform. According to the reports⁵⁸ from the Panel following ITE 1 – 7 and 5 – 10, this is one area where the ITE institutions have worked well and results were visible. However, this must be a continuing, ongoing process, and there is no reason for the institutions to rest on their laurels. This is an area where the authorities really would like to see development and constant improvement.

⁵⁶ Følgegruppen 2015b

⁵⁷ Afdal, H. 2012

⁵⁸ Følgegruppen 2012, 2015

ProTed's *university school* concept is adopted by a number of universities. University schools are partnerships between universities and schools that demonstrate excellence in a number of ways (projects, competence, innovative approaches, social relations etc.) They provide a common ground for academia and schools to enter into joint research projects. This does not mean that teachers are expected to be researchers but that they should be able to read, assess and make use of research in order to improve their practice and engage in research where opportunities arise. In many ways, the relationship between knowledge forms and research competence is similar to the illustration offered by the *British Educational Research Association*:

Figure 2: Dimensions of teacher effectiveness and teachers' professional identity.



4.1.2 Professional digital competence (PDC).

In 2006 Norway became the first European country to develop a curriculum that linked the use of digital tools across all subjects. The European Survey of Schools (EUN, 2013) found that “Norway comes top in Europe with regard to ICT infrastructure and use”⁵⁹. Still, over the last few years, numerous reports have pointed to the lack of systematic fostering of teachers’ professional digital competence (PDC) in Norwegian ITP. In the strategy “Promotion of the status and quality of teachers”⁶⁰ the Ministry of Education and Research concludes that professional digital competence is systematically poorly grounded in the various programmes (p. 42). This amounts to a situation where (according to reports and scholarly literature):

- PDC involves a double challenge; student teachers being digitally literate but also capable of making their learners use ICT productively in and across school subjects
- PDC is poorly operationalised in ITE as well as among practicing teachers
- PDC is randomly found and maintained by beacons among ITE staff
- PDC is poorly grounded in programme leadership

⁵⁹ Søby, M. 2013

⁶⁰ Government document 2014

- Newly qualified teachers experience that the PDC that they bring from their ITE is insufficient in relation to what is expected of them in schools.

As in the case of fostering research skills, promoting PDC is not a concerted effort at a national level but very much a local endeavour. Also, this competence is rather poorly anchored in national guidelines⁶¹.

However, there are exceptions and there is in fact an increasing number of examples of innovative and future-orientated use of ICT in ITE. Sometimes this is driven by ITEs establishing or working in close partnership with so-called Teaching and Learning Labs, sometimes it means a systematic integration of PDC in pedagogy as well as in subject didactics (the University of Oslo has also introduced a radical type of digital exam based on digital video cases, and increasingly handheld devices (e.g. iPads) are used to document and make visible for shared discussion and analysis student teachers' practice experiences and supervision. This development was boosted when the Nordic Journal of Digital Literacy devoted two thematic volumes to PDC in ITE⁶². Also, in 2013 PDC in ITE was a major strand in a national conference on ICT in education.

Students are generally well trained in formative as well as summative forms of assessment. Several municipalities and schools have had systematic programmes for formative assessment and assessment for learning. There is an ongoing national programme for this as well.

Furthermore, there is significant interest in how to promote so-called "21st century skills"⁶³ (e.g. creativity, critical thinking, collaboration, information literacy, life skills...). This trend is boosted by the national Ludvigsen committee which, through a two-volume report on the school of the future, established a knowledge base and suggested recommendations for required competences including more emphasis on interdisciplinarity and emotional and social competences⁶⁴. Recently many of the committee's recommendations, including the committee's emphasis on deep learning and the need to trim syllabi for an excessive number of goals, have been adopted by the Ministry of Education and Research in their modernisation of existing syllabi for school.

4.2 Types of institutions of teacher education.

The following types of institutions are accredited to offer teacher education in Norway⁶⁵:

- Universities and some university colleges offer ITE 8–13. These are five-year master's programmes. Most institutions also offer the consecutive, post graduate, one year PPE, our type 4 of section 1.1.2. Programmes are often offered as part time studies for in-service teachers who do not have the required competences in pedagogy and subject didactics. See section 1.1.2.
- Universities and university colleges, public and private, currently offer the 4-year ITE 1–7 and ITE 5–10 programmes. The number of HEIs offering these ITEs is reduced from 19 to 14 (2016), as many university colleges are in the process of merging with universities or, with other university colleges. The number of campuses is, however, higher.

⁶¹ Gudmundsdottir, G. B., Loftsgarden, M., & Ottestad, G. 2014 and Tømte, C., Kårstein, A., & Olsen, D. S. 2013

⁶² see e.g. Lund, Furberg, Bakken, & Engelién, 2014

⁶³ For details, see e.g. Thoughtful Learning 2016

⁶⁴ Official Norwegian Reports 2014:4 and 2015:8

⁶⁵ For a list of all universities and university colleges, see <http://folk.uio.no/mrstroms/studier.html>

4.3 Organisation and alignment of ITP programmes, including alternative programmes

Firstly, it is important to state that Norwegian ITE is regulated by a common set of legal and guiding documents (education acts, national regulations, and national guidelines).

For all levels of ITP there is currently much work being done to achieve a clear progression in the various programmes and integrating the various components. At TEIs with ITE 1–7 and 5–10 this is somewhat more straightforward since the subject is not separated from subject didactics and pedagogy as it is in ITE 8–13.

Norwegian teacher education has been subject to frequent reforms. This may reflect a critical view of the training, or even mistrust. It has also resulted in some unrest within the teacher education institutions. However, the five-year master's reform pioneered by the University of Tromsø has received favourable evaluations, and it seems that there will be valuable lessons to be learnt here. The education programmes for Years 1–7 and 5–10 strive to be *integrated* programmes in which subject matter is taught together with didactics/methodology, i.e. the same teacher educators teach both. For Years 8–13 integration is also a vital issue, but here subjects are taught at the various faculties while pedagogy and didactics/methodology are taught in the teacher education departments. It is reasonable to expect more alignment as university colleges merge with universities, as the ITEs at university colleges traditionally are more integrated.

Apart from the integrated programmes, Norway offers a one-year full-time or 18-month part-time programme referred to as Practical Pedagogical Education (PPE), our type 4. This educational programme has received some criticism for lacking coherence between academic subjects, subject didactics, pedagogy and practice. The national regulations on vocational subjects were made applicable from 2013, and the regulations on general subjects from 2015. To be admitted to the programme for general subjects, candidates are, from 2019 onwards, required to hold a master's degree in one subject. The one-year module of Practical Pedagogical Education (PPE) is offered as a stand-alone programme for teaching Years 8–13⁶⁶ with pedagogy, subject didactics and 60 days' practice. PPE is offered to students with a bachelor or master degree and thus differs from the integrated five-year model.

In today's four-year ITE 1–7 and 5–10 programmes the proportion of pedagogy is 25% of the curriculum taught. This will change to a lesser proportion in the new, master's ITE for the student teachers choosing master specialisation in teaching subjects. The new regulations, however, also allow for writing the master's thesis in pedagogy or special needs education. For the student teachers choosing this option, the proportion of pedagogy will make up 60% of their course. The national curriculum (English versions attached) specifies the number of credits allocated to the different components. For the new master's ITE 1–7 and 5–10, 110 days of practice are mandatory (compared to 100 days on the current ITE 1–7 and 5–10 programmes).

For ITE 8–13 the academic subjects account for 220 credits of the 300. Subject 1 requires 160 credits and subject 2 60 credits. The professional components (pedagogy and subject didactics) require 60 credits. The institutions are free to allocate the remaining 20 credits to the subjects or the professional components.

While the master's programmes should result in more in-depth learning in the various subjects and introduce student teachers to more research-based approaches, there are concerns from teachers' unions that a thesis of 30 ECTS is not enough for students to obtain a

⁶⁶ PPE target years 8 - 13, but qualifies for teaching years 5 – 13

scientific way of thinking about their teaching practice. Also, with five prioritised subjects (mathematics, Norwegian / Sami / Norwegian Sign Language and English) there is a risk that specialisation in other subjects will suffer, and there is particular concern over what will happen to arts and crafts subjects.

The Norwegian Union of Students (NUS Norway) is particularly concerned about the supervised practice in the programmes: “The proposal from the government suggests a minimal increase. NUS Norway stresses the importance of supervised practice as the arena where the students meet real work situations and challenges. It is also where theory and practice connect. NUS Norway finds it strange to make a professional education more discipline-orientated, as it is suggested. NUS Norway is positive towards the proposals’ focus on multicultural understanding, and we wish a greater focus on mental health.” To some extent, this echoes concerns by teachers’ unions that conditions for practice training should be better. But this is a question of resources, and teacher education is financed in much lower categories than other professional training such as medicine or psychology, for example.

The Union of School Leaders (Employers) especially points to the good work ethics of newly qualified teachers, their positive view of students, and their overall teaching competence. On the other hand, new teachers know little about laws and regulations that pertain to the profession and how schools operate. Also, more knowledge about special needs education is required as well as more developed competence in analysing results from tests and exams.

Content in ITP programmes is aligned with national regulations and guidelines. However, in ITE 8–13 the subjects are usually offered “outside” the ITP programme and by different faculties (maths and sciences, humanities, social studies). Thus, a great deal of work goes into making the scientific discipline acquire educationally relevant dimensions. Historically, the scientific discipline and ITE have led separate lives at this level. In ITE 1–7 and 5–10 programmes, the subject is integrated with subject didactics. With the advent of the five-year master’s programme, one challenge is to increase the subject-specific level accordingly.

In the ITE 8 – 13 programme, 100 days of practice distributed over four of the five years of the master’s programme are mandatory. However, exactly how many consecutive days and at what intervals is up to the individual provider. Feedback to student teachers is, according to the national curriculum, to be mandatory, progressive in nature, and will involve assessment.

4.4 Flexibility of delivery

The majority of ITPs require on-campus participation. However, there are many institutions that offer part-time programmes where practicing teachers with subject-specific training but without qualifications in pedagogy and subject didactics can attain levels that certify them as fully qualified teachers. Usually, such programmes are a blend of ICT-mediated distributed participation and some mandatory co-located meetings for all involved. Also, since Norway has approximately 14 institutions offering ITP and is a relatively sparsely populated country, a number of smaller university colleges have specialised in distributed ITP and distance education. Some of these are quite advanced. Presently, the teacher education sector is, as mentioned, undergoing deep changes where HEIs merge. The result is that the number of ITE institutions is reduced and remains at university level for teaching at all levels between Years 1 and 13.

There is relative autonomy for the separate institutions despite the legal documents that all institutions must adhere to. This might make it difficult for student teachers to switch to another institution during the programme.

With a relatively high number of ITE institutions in a small nation, the smaller HEIs cannot offer ITE in all subjects due to limited resources. One option is to share the burden by having

certain HEIs taking national responsibility for offering specific subjects that (some of) the others do not offer.

4.5 Training and selection of teacher educators

As for selection of teacher educators, Norway has pursued two paths for recruitment and employment. Historically, selecting and recruiting teacher educators have been done by employing teachers, sometimes in full-time positions as teacher educators but most frequently as part-time teacher educators. This provided a valuable link between the ITP institution and school practices, but there was/is no formal training of these teacher educators. Although this arrangement is still in place, the other and more recent path has been to recruit teacher educators via PhD scholarships or select candidates who already hold a PhD in an academic subject or ITP-related field. The reason to recruit persons holding a PhD is to establish robust research-based ITP. The requirements of the lectures' formal competences to teach in higher education have become stricter over the years, cf. section 5.1.3, and more so to teach master's level. The turnover rate of valid knowledge in society increases, teacher educators increasingly have to understand and operationalise the different knowledge forms and logics found in scientific disciplines, school subjects, pedagogy and experiential knowledge. Yet there is no formal training of newly employed teacher educators. It is also worth noting that in Norway there has been little research on teacher educators; what they need to know, what types of knowledge they draw on, how ITP leadership relates to academic staff etc. Consequently, the knowledge base for a stringent ITE programme is relatively weak.

When first recruited as a teacher educator, two qualification opportunities emerge. The first – and by far the most common – is to gain a PhD to qualify as an Associate Professor and then Professor. A slightly different route is constituted by a more practice-orientated approach where you first qualify as a “First Lecturer” and then “Dosent”, which in English also translates as Professor.

If the recruited teacher educator cannot document pedagogic competence, he/she is required to attend a course in University Pedagogy of 100 hours.

4.6 Variability across institutions of teacher education.

Regardless of levels, the core components of ITP programmes are subjects, subject didactics, pedagogy and practice. For teachers teaching Years 1–7 and 5–10, subjects and subject didactics constitute an entity. For teachers teaching Years 8–13, subjects and subject didactics are two separate entities in order to provide more disciplinary depth. In all programmes, components are aligned, but there is substantial variation as to how this is done. For example, all the eight universities offering ITP for Years 8–13 have opted for different models. This is a reflection of the struggle to integrate the many components and diverse knowledge types that accompany them. In Norway, alignment efforts take on two dimensions: integration of the various components and their diverse knowledge structures and logics so that they emerge as mutually constitutive of professional development for student teachers, and coherence in the programmes in the sense that students find that they progress according to systematic programme designs.

There are formal placement agreements between ITP institutions and schools. All ITP institutions have a network of partner schools. Among these, some universities have, following the example of the universities of Tromsø and Oslo, established university schools (Bergen, NTNU, Agder), which entails that these schools engage more actively as teacher educators and not merely recipients of student teachers. These schools also participate more actively in making experiential knowledge more visible, articulated and aggregated so that

more symmetry between academic and experiential knowledge is achieved. So called “Teachers IP” can be employed part-time by the university’s different faculties in order to provide a school perspective early on in the master’s course. At University of Oslo, a dedicated module has been designed for this purpose.

4.7 Autonomy of institutions of teacher education.

Historically, ITE has experienced somewhat less autonomy than found in other professional programmes such as e.g. law and medicine. However, teacher education institutions experience a great deal of autonomy while at the same time being regulated by national frameworks and guidelines. These are not very detailed and leave room for considerable local initiative (see also the above sections). The aim is to foster more autonomy and place increased trust in the institutions’ own ambitions and competence.

Section 5. Ensuring quality delivery of ITP programmes

5.1 How is the quality of delivery of ITP programmes assured across the country?

The evaluation of ITEs is part of a broader higher education quality assurance scheme. The primary responsibility for quality assurance rests with the higher education institutions themselves. The Norwegian Agency for Quality Assurance in Education, NOKUT⁶⁷ is an independent government body, established by law with the aim of monitoring and developing the quality of higher education in Norway through evaluation, accreditation and recognition of quality assurance systems, institutions and study programmes. Internal quality assurance at the institutions must adhere to nationally set standards and will be externally evaluated by NOKUT. The external quality assurance system covers all higher education and operates at a national level.

5.1.1 Accreditation of institution's and study programmes

Institutional accreditation empowers the institution to provide programmes at certain levels, depending on institutional category, without applying for external accreditation from NOKUT. Norway has four categories of accredited institutions which have different powers to establish new courses itself.

Universities have the right to establish courses/programmes at all levels.

Specialised universities have the right to establish new programmes at all levels within the areas where they have the right to award doctorates, in addition to bachelor degrees in all disciplines.

University colleges have the right to establish new programmes at all levels within the areas where they have the right to award doctorates, in addition to bachelor degrees in all disciplines.

Private institutions that are not accredited but have courses/programmes accredited as higher education (by NOKUT) may call themselves university colleges.

Programmes at levels not covered by the institutional accreditation must have programme accreditation. All accreditations are carried out by NOKUT.

5.1.2 Evaluation of an institutions quality assurance system

When evaluating the institutions' internal quality assurance work, NOKUT conducts a comprehensive assessment of the institution's quality assurance system and active use of thereof. The focus will be on the following:

- a) *Stimulation of quality work and quality culture*: whether the quality assurance system promotes broad participation in quality work among staff and students and their representative bodies.
- b) *Aims, plans and links to management*: whether the aims, responsibilities, processes and actors involved in the quality assurance system are clearly described (the structural design of the system), and how the quality assurance system is developed in line with the institution's needs.
- c) *Documented information on educational quality*: whether the quality assurance of all programmes is based on documented information that is systematically retrieved from several sources, and whether the system has defined processes for the quality assurance of new programmes.

⁶⁷ Read more about NOKUT: <http://www.nokut.no/en/Universities-and-university-colleges/>

- d) *Analysis, assessment and reporting*: whether the information generated by the system is analysed, assessed and adequately presented to management and relevant decision-making bodies.
- e) *Use of information for quality improvement*: whether improvement measures are implemented on the basis of quality assurance analyses.

The institutions' internal quality assurance systems have to be organised in a way that can provide satisfactory answers to these questions. How to organise the quality assurance system however is up to each institution.

5.1.3 Evaluation of programmes⁶⁸

The programme must have an appropriate title and must be described with reference to learning outcomes, cf. the National Qualifications Framework for Lifelong Learning. The overall learning outcome for each programme, defined as knowledge, skills and general competences, shall be described. The following conditions shall correspond with and be adapted to the description of the learning outcome so that the learning outcome is achieved:

- a) Content and structure of the programme.
- b) Work and teaching methods.
- c) Examinations and other types of evaluation.

The programme must have clear academic relevance to employment and/or further study. The programme must have satisfactory links to research and academic and/or artistic development, adapted to its level, scope and other characteristics. The programme must have student exchange and internationalisation arrangements, adapted to its level, scope and other characteristics. The institution must have facilities, library services, administrative and technical services, ICT resources and working conditions for the students, which are adapted to the programme.

The composition, size and collective competences of the relevant academic community must be adapted to the programme as stated in the programme description, and it must also be adequate for conducting relevant research and academic or artistic development work.

The academic community must actively participate in national and international collaborations and networks relevant to the programme.

At least 50 per cent of the academic staff connected to the programme must be staff with their primary employment at the institution. Of these, teachers with competences at the level of at least associate professor must be represented among those who teach the core elements of the programme.

For the different cycles, the following additional requirements apply:

- a) For first cycle programmes, at least 20 per cent of the collective academic community must have competences at the level of at least associate professor.
- b) For second cycle programmes, at least 10 per cent of the collective academic community must be professors or dosents, and an additional 40 per cent must have competences at the level of at least associate professor.
- c) For third cycle programmes, requirements are stipulated in Section 3-1(3) of the Regulations Concerning Quality Assurance and Quality Development in Higher Education and Tertiary Vocational Education.

The academic community must be actively engaged in research, academic and/or artistic development. For the different cycles, the following additional requirements apply:

⁶⁸ Academic Supervision Regulation 2013, Chapter 7

- a) For first cycle programmes, the academic community must have documented results at a level that are satisfactory in relation to the content and level of the programme.
- b) For second cycle programmes, the academic community must have documented results of a high quality.
- c) For third cycle programmes, the academic community must have documented results of a high international quality, with satisfactory academic breadth. For programmes with supervised professional training, the academic community and external mentors must have appropriate experience in the field of practice.

The ITE 1–7 and 5–10 programmes are currently 4-year programmes in cycle one, bachelor level. From 2017 the new ITE 1–7 and 5–10 will become a 5-year master's degree, which raises the criteria for the institutions offering the new ITEs, especially regarding the qualifications of academic staff. Some of the smaller HEIs might need new accreditation to be able to offer the new ITEs.

As mentioned in section 1, NOKUT did an evaluation of the ITEs in 2006 that resulted in today's ITE 1-7 and 5-10. In 2019 the HEIs offering the new five-year ITE 1-7 and 5-10 will undergo a new evaluation, to make sure the quality of the staff and the programmes are within the required criteria, regulations and legislations.

5.1.4 Expert panels

With a few exceptions, NOKUT's control mechanisms involve the use of expert panels⁶⁹. The primary aim is to check that the quality of the programmes is satisfactory. However, the mechanisms have a double function, since NOKUT also provides recommendations as to how the institution can enhance the quality of its educational provision and quality work.

5.1.5 Centres for Excellence in Higher Education

In addition to evaluation criteria and monitoring mechanisms, we also use Centres for Excellence in Higher Education to provide recommendations on how the institutions can enhance the quality of their educational provision and quality work.

NOKUT was asked by the Ministry of Education and Research to establish a programme for “Centres for Excellence in Higher Education⁷⁰” (SFU) in 2010. The SFU initiative represents a focused and long-term effort to stimulate the development of education and innovative approaches in higher education at bachelor and master levels. The ambition of the initiative is to contribute to the development of excellent quality in higher education and to highlight the fact that teaching and research are equally important activities for universities and university colleges.

A significant element of the initiative is to promote excellence in R&D-based education. The SFU initiative is designed to further development and reward the work that takes place in the interaction between students, academic staff, support services, the labour market, professional bodies and wider society, as well as the knowledge base of educational activities. The initiative seeks to contribute towards developing new forms of student involvement and partnership. Involving students in the teachers R&D-projects, and associate research closer to education is also a part of the initiative.

At the moment there are four Centres for Excellence in Higher Education in Norway. The Centre for Professional Learning in Teacher Education (ProTed) was established in 2012. See also section 4.1.1. The Centre will develop a professional education programme which will

⁶⁹ Academic Supervision Regulations 2013, Chapter 2

⁷⁰ Read more about SFU: <http://www.nokut.no/en/Centres-for-Excellence-in-Higher-Education/About-the-SFU-Initiative/>

provide teaching students with the tools and competences necessary in a multicultural and technology-rich knowledge society. In order to reach this goal, the Centre will work systematically to:

- develop further modes of collaboration with the practice field, based on the university school model
- carry out systematic experiments on teaching, learning and supervision
- contribute to developing a knowledge base about what it is that constitutes excellent teacher education

This work is carried out in close collaboration with students, practitioners and researchers⁷¹.

5.1.6 The national student survey

NOKUT conducts the national student survey⁷² and its web portal (studiebarometeret.no) on behalf of the Ministry of Education and Research. The main goal for studiebarometeret.no is to provide simple and user-friendly information about the perceived quality of study programmes offered by Norwegian higher education institutions. The intention is to provide information and contribute towards strengthening quality development work in higher education and to provide applicants with information that will be useful when choosing between study programmes and institutions.

The target groups for Studiebarometeret are: higher education institutions, applicants, students, public agencies and other parties with an interest in higher education.

ITE programmes are included in this survey. The Studiebarometeret portal contains seven indexes that show overall results for questions about related topics. The topics are *learning environment, participation, commitment, relevance to professional life, teaching, examinations and learning outcomes*.

The ITE 1-7 and 5-10 students' score in 2015 is lower than the average for all the indexes, except relevance. They are also less happy overall with their programme than the other students. They report low commitment in terms of low time used on their studies compared to the average of all programmes at the same level⁷³. At the same time data show they get quite good grades.

This is of concern for the Ministry, the HEIs and the stakeholders, and are valuable input for the HEIs when they develop the new ITE 1-7 and 5-10.

5.1.7 Follow up

The Ministry of Education and Research, conducts steering - dialogues with the HEIs regularly. All the results from the above mentioned evaluations and student surveys are part of the documentation the dialogue is based on.

5.2 Are there processes to ensure that the aforementioned elements of ITP are implemented in a transparent and fair manner?

5.2.1 The selection process

As mentioned previously, NUCAS (Samordna opptak) coordinates admissions to regular undergraduate studies at all universities, university colleges, state colleges and some private colleges in Norway. This includes the ITP programmes. NUCAS and its website is well

⁷¹ University of Oslo 2016

⁷² For more information and access to the survey results: <http://www.studiebarometeret.no/en/>

⁷³ The National Student Survey 2015

known and considered the main source of information for applicants. The website describes all the criteria for enrolment in different ITP programmes together with the points needed to enrol in a programme last year and in previous years. Since the entrance criteria are based on a calculation of points, they are consistently applied. The selection process is considered to be transparent.

If selection procedures become stricter, and if interviews are introduced, new guidelines should be drawn up to ensure that the selection process continues to be transparent.

5.2.2 The accreditation and evaluation processes

All decisions made by the NOKUT board is public information and available on the NOKUT website, as is the report from the evaluations of the institutions' quality systems.

The results from the Studiebarometeret can be accessed on the website Studiebarometeret.no and are also public information. NOKUT's work as an independent government body evaluating, accrediting and recognising quality assurance systems, institutions and study programmes is considered transparent.

For transparency in the appointment process of teachers, see section 6.

Section 6. Certifying and selecting new teachers

6.1 Certification, requirements for graduating teachers and guidelines for certification requirements

The diploma issued by the ITP institution serves as certification. Once the student has received his/her diploma, he/she is certified to teach at the level stated on the diploma. There is no expert panel issuing an additional certification.

In initial teacher education practical teaching skills, subject knowledge and pedagogical knowledge are formally evaluated. The evaluation of students is carried out in accordance with the national regulations and locally adapted curriculum documents. In addition, an all-round assessment of suitability for teaching is carried out.

6.1.1 Suitability assessment in higher education

All students in teacher education programmes are assessed on a continuous basis throughout the study programme. The first checkpoint for a teaching student's suitability is the police certificate the students have to submit when they start their studies. The student is checked for convictions of child abuse. If the police certificate states no convictions, all is good. If the police report states conviction, the institution's board or the appeals committee makes its recommendation to a national committee appointed by the Ministry. This committee shall decide whether or not to exclude the student from participation in practical training. Exclusion from the practical training involves exclusion from the teacher education programme.

The Regulations Relating to Suitability Assessment in Higher Education state the definition of suitability assessment and also the criteria for the all-round assessment.

Section 2. *Suitability assessment/definition:*

There is to be a continuous assessment of all the students throughout the study programme, and it is to be incorporated in a comprehensive assessment of the student's academic and personal qualifications for work as a teacher or as a health or social care worker. A student posing a potential danger to the lives, physical and mental health, rights and safety of kindergarten children and pupils or patients, clients and users, is not suitable for the profession.

If there are grounds to doubt that a student is suitable, a special suitability assessment is required. The provisions of the *Public Administration Act* are applicable in special suitability assessment cases.

Section 3. *Assessment criteria for study programmes within teacher education* set out criteria that are more specific.

Criteria to be used when assessing the suitability of a student for ITEs are:

- a) the student shows a lack of willingness or ability for care and managing the learning processes of children and young people in accordance with the objectives and guidelines for the activities of kindergartens and schools
- b) the student shows a lack of willingness or ability to be aware of what is happening in a group of children or a class and, based on this awareness, to create an environment that takes into account the safety and physical and mental health of children and young people

- c) the student neglects his/her responsibility as a role model for children and young people in accordance with the objectives and guidelines for the activities of kindergartens and schools
- d) the student shows a lack of willingness or ability to communicate and cooperate with children, young people and adults
- e) the student has problems of a nature that seriously compromises his/her functions in his/her surroundings
- f) the student shows too little self-insight regarding tasks in teacher education and his/her future professional role
- g) the student shows a lack of willingness or ability to change unacceptable behaviour in accordance with guidance

Anyone can submit a notification of doubt. That includes teaching staff such as practice supervisors and subject teachers as well as students and administrative personnel. The person submitting the notification is not party to the case and is thus not entitled to receive feedback. The staff member responsible for suitability assessments at the institution will not consider notifications of doubt that are obviously unjustified.

6.1.2 Who prepares the guidelines for certification requirements?

As mentioned previously, there is no specific certification process. The students will be assessed for suitability during the whole period of study, and initial teacher education, practical teaching skills and pedagogical knowledge are formally evaluated.

The Ministry of Education and Research decides the national regulations for the teacher education programmes. The Regulations Relating to Suitability Assessment in Higher Education are the guidelines for assessing suitability. These regulations are also drawn up by the Ministry of Education and Research.

6.2 What are the recruitment and selection processes for new teachers?

All teacher positions have to be publicly announced according to the *Education Act*, Section 10-4. *Announcement of position*. Vacancies of six months or less do not have to be publicly announced. Most schools publish their positions on their website, in social media, in newspapers (print), and in various digital job search databases.

Teachers are municipal employees. The recruitment and selection process differ throughout the country. Municipal authorities often delegate the selection process to the schools, and in smaller places some schools cooperate in the recruitment and appointment process.

The local authorities or the schools have a selection committee where the union representative also participates. The criteria for selection are formal education, competence in subjects according to what is needed and then seniority. Interviews, references and knowledge of the applicants are also important in the selection process⁷⁴.

Some schools will also expect applicants for teaching positions to teach classes (trial teaching) when recruiting new teachers.

⁷⁴ The Norwegian Association of Local and Regional Authorities (KS)

Section 7. Supporting new teachers

7.1 Mentoring for newly qualified teachers

The Ministry of Education and Research and the Norwegian Association of Local and Regional Authorities (KS) signed an agreement on working consciously to ensure that all local and regional authorities should offer mentoring to all newly qualified appointed teachers in primary and secondary school from 2010. The aim of the mentoring system is to meet a need for systematic counseling in the newly qualified teachers' first year in the workplace. This is not mandatory, but highly wanted by all parties.

7.1.1 Distribution of the mentoring scheme

As of 2014, 72 per cent of the newly qualified teachers report that their schools has a mentoring scheme. The distribution of the mentoring scheme is high in municipalities with large population, and lower in municipalities with a small population. The spread of the mentoring scheme also differs between the types of schools. 79 per cent of the newly qualified teachers in primary schools report that they have a mentoring scheme. 61 per cent in combined primary and lower secondary schools report the same. For lower secondary schools the number is 74 per cent, and for upper secondary school 61 per cent of the newly qualified teachers report they have a mentoring scheme⁷⁵.

7.1.2 Organisation and topics

The organisation of the mentoring varies but the most common way is to organise the mentoring at the schools where the newly qualified teachers are appointed (73 per cent). However there are also a lot of cooperation between schools and municipalities. 22 per cent of the school owners report cooperation between several schools within the municipality, and 22 per cent report inter-municipal cooperation about the mentoring scheme. The inter-municipal cooperation has increased with 17 percentage point since 2010⁷⁶.

Regular group meetings between the mentor(s) and the mentee(s) (39 per cent) and regular 1-1 meetings (39 per cent) seem to be the most common way to carry out the mentoring. However, gatherings for the newly qualified teachers outside the schools (31 per cent) and continuing guidance during the workday (23 per cent) are also ways to mentor the newly qualified teachers.

The main topics of the mentoring are according to the newly qualified teachers class-management (75 per cent), newly qualified teachers individual needs (57 per cent), conflict management (55 per cent), organisation of the teaching and student evaluation (54 per cent), development talks (51 per cent). The list of topics is long, and it varies between the school types except for class-management which is reported from all types of schools and geographical areas⁷⁷.

7.2 Who are the mentors ?

The mentors are in general teachers employed at the school they are mentors (77 per cent). However, it varies between school types. In upper secondary schools, 98 per cent of the mentors are teachers working at the school. In combined lower secondary and primary schools, the number is 81 per cent, in lower secondary schools, it is 74 per cent and in

⁷⁵ Rambøll 2014

⁷⁶ Rambøll 2014

⁷⁷ Rambøll 2014

primary schools, 68 per cent of the mentors are teachers at the school. The mentors quite often have other responsibilities at the school as well. Typical responsibilities are; class teacher, school leader, practical training supervisor and/or team leader. To be a mentor and a class teacher is the most common combination of responsibilities⁷⁸.

7.2.1 Formal and informal training

65 per cent of the school leaders report that their mentors have some sort of formal training. However, this varies between the different types of schools. 42 per cent of the school leaders of primary and lower secondary schools report that all of their mentors have formal training. 21 per cent of the school leaders in upper secondary schools report that their mentors have formal training⁷⁹. The schools also provide informal training. 75 per cent of the school leaders report that their mentors have had informal training at the schools. This can be informal training in mentoring by external expertise (does not give credits), transfer of competence from formal qualified mentors in the school or in the municipality, or from co-workers with equivalent mentor competence at the school⁸⁰.

7.2.3 Challenges

According to the school owners the following factors are the most important to ensure implementation of the mentoring systems at the schools in their area; involvement of the school leaders, cooperation with the TEIs in their area, and cooperation with the chief employee representative. The school leaders reports the following factors as the most important to ensure implementation of the mentoring system at their schools; able to allocate time for the mentor and the mentee in their work schedules, access to qualified mentors and teachers who want to be mentors and access to formal mentor education.

47 per cent of the school leaders report that they have allocated time for both the mentor and the mentee for the mentoring. 17 per cent say they have allocated time for the mentor only, and 10 per cent reports they have allocated time only for the mentee. 27 per cent say they have not allocated time in the mentor and mentee's work schedule for mentoring. It is recommended that the school owner supports the mentoring in school and provides necessary resources⁸¹.

7.3 Formal mentor education

As part of the agreement between the Ministry and KS mentioned earlier in this chapter, the Ministry agreed to ensure the capacity at the TEIs to develop and offer continuing education in mentoring of newly qualified teachers. A national group appointed by the Norwegian Directorate for Education and Training in 2009 was given three main tasks; coordinate the development of the mentor education at the TEIs, encourage regional coordination and develop a framework for the mentor education. The course in mentoring of newly qualified teachers can be up to 30 ECTS. Most of the HEIs offer a course of 30 ECTS or two courses of 15 ECTS each that together is equivalent with a 30 ECTS course. Practical mentoring is a central part of the training. There is significant local flexibility as to how the institutions organise these programmes. Still it is important to take into consideration the school owners input of what they need in their region. The school owners report that they are satisfied with the cooperation with the TEIs in their region when it comes to the mentor education⁸².

⁷⁸ Rambøll 2014

⁷⁹ Rambøll 2014

⁸⁰ Rambøll 2014

⁸¹ Rambøll 2015

⁸² Rambøll 2014

Feedback from the teachers who have been trained indicates that the training makes a positive difference. But at the same time variations in how the training is given may lead to variations in its effect as well.

7.4 Induction-related activities linked to certification of teachers and professional developments for teachers

There is no link between induction-related activities and certification of teachers in Norway. Induction-related activities are increasingly linked to professional development, and there is a growing number of applicants for such courses (cf. career paths above). In many schools mentoring of newly qualified teachers continues in the form of colleague-based coaching and in some instances leads to school development, action research, and lesson studies. Thus, there is a thematic move away from the practising individual to a collective approach to teaching. This is seen as professional development.

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Attachments

1. Stakeholders' presentation of themselves:

The Norwegian Association of Local and Regional Authorities (KS) “Local and regional authorities are responsible for primary and secondary schools. KS is an important stakeholder in ITP because the organisation advocates the interests of its members as responsible for schools vis-à-vis central government, parliament, labour organisations and other organisations. KS advises and informs its members on all matters and developments of importance to local government, facilitates exchange of experience between its members, and conducts central collective bargaining on behalf of its members.” <http://www.ks.no/news-in-english/english-articles/about-ks/>

The National Union of Students in Norway (NUS Norway) “represents approximately 230,000 students and more than 30 student democracies throughout the country. Among the 230,000 students, we also find the students in ITE. The advantage of representing all students is that we can compare different study programmes and national regulations from a student perspective. We are an important voice for the students. We believe in publicly financed higher education with equal access for all parts of society. We are represented on councils that work with ITE. We also have a good partnership with the HEI sector.”

The National Parents' Committee for Primary and Secondary Education (FUG) “Cooperation between school and parents is important: 1) Research shows that the way in which parents cooperate with the school makes a difference to the pupils' attainment. 2) Cooperation between school and parents is enshrined in law. The school is responsible for making it work. FUG's role in ITP is to remind the other stakeholders about this and to participate in lectures for the students.” www.fug.no

The National Association for Teacher Education (NATE) “is one of five councils under the Norwegian Association of Higher Education Institutions (UHR). NATE's main objective is to coordinate and strengthen Norwegian teacher education and research on teacher education. Members represent all HEIs that provide teacher education, as well as student representatives, external representatives and observers, around 40 people altogether.” postmottak@uhr.no

Norwegian Association of Graduate Teachers (NAGT) “Our primary mission is working to increase appreciation of the academic workforce in Norwegian society and especially in the public sector, promoting the standing of educational institutions in Norwegian society, improve graduate teachers' working and salary conditions, improve the quality of teaching at all levels in the Norwegian educational system, and maintain and encourage the need for high-level qualification of teachers. Most of our members teach in upper secondary schools, and the Association has provided policy input both to teacher education for primary and secondary, with emphasis on teacher education that qualifies for teaching in upper secondary schools.” http://www.norsklektorlag.no/?fromUrl=english%2F&lang=en_GB

The Knowledge Centre for Education (KCE) “The Knowledge Centre was established in May 2013 with a view to identify, collect and summarise educational research. The Centre is part of the Research Council of Norway and is currently in the process of summarising research on various aspects of teacher education. The KCE has established a strategic alliance with ProTed, a Centre of Excellence in Teacher Education. A survey of partnerships in teacher education is one outcome of the collaboration between the KCE and ProTed.” www.kunnskapssenter.no

The Education Authority of the City of Oslo “is responsible for running, developing, supervising and guiding educational activities in Oslo according to laws, guidelines and regulations set by national and municipal authorities.”

The Norwegian association of School Leaders “is a politically independent trade union for preschool leaders and leaders within the education sector. Managers and administrative staff with independent responsibilities can also become members. As at June 2016 the association has more than 3,500 members. The Norwegian Association of School Leaders shall: secure members' legal rights as employees and their working conditions, pursue the development of the education sector, promote members' vision of the educational policy context.

The Norwegian Association of School Leaders is an important stakeholder in ITP because head teachers are responsible for teachers' employment. They recruit graduates and are responsible for guiding them into their new jobs. Principals at most trainee schools are responsible for the students' training as well as their assessment.”

<http://www.skolelederforbundet.no/c-324-In-English.aspx>

Union of Education, Norway (UEN) “UEN is Norway's dominating union for the education sector. The union represents approx. 165,000 professionals with teaching and academic qualifications within the entire Norwegian educational system. UEN has members working as teachers or leaders in early childhood education, in primary and secondary education and training, as well as in the college and university sector. The Union is not only an important stakeholder but also a key player in the field of ITP and teacher training in general. In addition, 17,500 student teachers are organised within the Union of Education Norway and they are working to promote the interest for the student teachers.”

www.utdanningsforbundet.no

2. Stakeholders' comments on teacher policy

The teachers' unions are positive towards many elements of the reform. UEN writes: “A research-based teacher education programme at master level: UEN has been very much in favour of this reform. Teacher education must have educators with a high level of profession-specific knowledge combined with research skills. The quality of the practical training is crucial and requires close cooperation between teacher education institutions and local education authorities.” NAGT says: “We welcome a stronger focus on research-based teacher education, both concerning the subjects and the teaching of didactics. NAGT stresses the importance of raising the standard in order for the increase from a four-year programme to a five-year programme to have the desired effect. NAGT supports how the teacher education programme for Years 5–10 requires specialisation in a subject (150 ECTS) and highlights how positive it is that primary schools will have more teachers who are subject specialists in the near future. National compulsory exams should be developed for all subjects / teaching subjects.”

UEN believes that “systematic guidance and follow-up of newly qualified teachers during the first year of professional practice should be a right and an obligation for the newly qualified teacher. There should be national guidelines in order to prevent too many inconsistencies throughout the country and between municipalities. Access to professional development should therefore be a right and an obligation for every member of the profession, ...”

The students union is “generally positive towards the new five-year ITE 1–7 and 5–10. It is important that they attain a high quality and are perceived as attractive, relevant and innovative. NSO wishes to have more supervised practice on the ITE programmes”. NSO believes that critical thinking should be clearly defined in the learning outcomes in several

areas, and that it should be included in the regulations that student teachers should have knowledge of pupils' mental health.

The school owners, represented in our NAC by the umbrella organisation the Norwegian Association of Local and Regional Authorities (KS) and by one school owner, the City of Oslo, highlight the following as their main concerns (items have been merged by the report authors):

- Recruitment: having enough new teachers with the right competences to fill teaching positions
- The content of ITE: teaching requires an ability to handle complex and varied challenges. New teachers often lack competences in meeting a diversity of pupils, handling classroom situations, meeting parents etc.
- Understanding and knowledge of the national curriculum for primary and secondary schools is too low in ITP.
- Lack of real-life practice during ITE. The practice periods are more like visits than the reality they will meet when they start teaching. Teacher education does not create a contextual link between theory and practice.
- Student teachers score comparatively low on the number of hours of study.

The Association of School Leaders refers to results from its internal survey from March 2016, called: "What is your opinion of teacher graduates?"

"ITP is not very relevant concerning fields of practice. The graduates are not prepared for their new lives as teachers, and they are almost without any knowledge about important matters such as participation in organisational development, local curriculum development, the agreements, framework and preconditions relating to a teacher's work, cooperation with and talking to parents, class management and handling difficult pupils, analysing results from tests and exams, special needs education and school laws.

This indicates that graduates need practice that is more relevant during the initial teacher education. We also think that schools' capacity to take care of and introduce graduates to their new job as teachers is insufficient due to low capacity and because of a lack of local competence. Today's schools do not use graduates' competence to its full extent, and schools are not able to integrate this competence. The Norwegian education system is currently too much focused on individual subjects and not enough on interdisciplinary topics."

The National Association for Teacher Education (NATE) states the following concerns and challenges:

- Strengthen teacher education through
 - MA programmes for ITE 1–7 and ITE 5–10
 - Increasing the number of PhD positions for teacher education
 - National research school to strengthen research education in teacher education
 - Development of national standards / learning outcomes
 - Creating arenas for national collaboration among teacher educators
 - Reducing the number of national reforms. NATE is under the impression that the number of reforms hinders positive incremental and research-based development in ITE programmes.
 - Supporting the continuum of teacher education (NQT)
- Research-based teacher education

- Increasing the number of teacher educators with PhDs
- Increasing possibilities for research in teacher education
- Collaboration between teacher education programmes and partner kindergartens/schools
 - Reviewing frameworks and financial possibilities to strengthen teacher education partnerships
- Financial situation for teacher education
 - Enhancing the understanding of teacher education as clinical education requiring a financial framework that enables closer contact and collaboration

The Knowledge Centre for Education has these concerns:

- The status of teacher education at universities should be strengthened. The organisation and leadership of teacher education should be evaluated (professions normally have their own faculties).
- Students complain about the varying quality and they experience the study program as fragmented. Regulations support fragmentation.
- Teacher education institutions and schools are “loosely coupled” and stable, high quality partnerships are time-and resource demanding. Student teachers may find themselves caught between opposite perspectives on fundamental questions of teaching and learning (institution vs. school). We should have high expectations for the schools' contributions to teacher education
- Teacher education institutions do not model the learning theories they preach.
- Teacher education institutions should agree on a set of principles for good teacher education. Concerns have been aired about the lack of relevance to practice, but these claims have not been sufficiently analysed. Teaching is a core professional practice and needs a shared knowledge base. Central to a joint knowledge base is knowledge from research and experience of what constitutes good instructional practices, combined with formative feedback.
- We need more knowledge about how pre-service student teachers experience teaching and what they learn from being taught.
- While interventions reported in research normally succeed, teachers quickly return to “Traditional practice” as soon as there is no more external funding or research projects end

The National Parents’ Committee for Primary and Secondary Education (FUG)

- There is no information about or training in how to collaborate with parents. Important that the students learn why collaboration with parents is important (research), and how they can do it.
- The students do not have sufficient practice in how they can meet different parents and how they can lead conversations on difficult topics.
- There is not sufficient focus on relationship-building skills and how to create a good atmosphere for all pupils in the classroom. A teacher needs knowledge about adolescence, socio-emotional development and problems; how they can prevent such problems.
- There is no information about or training in how to prevent, identify and eliminate bullying, despite the fact that around 30,000 children experience bullying on a daily basis.

- There is no information on special education within different subjects and how to meet children with special needs within the classroom.
- Teacher education institutions do not model the learning theories they preach.
- There is no information on children with high potential for learning, and how to meet these children and give them adequate challenges within the classroom.
- There is not enough focus in teacher education on the school's role in society and which part the teacher plays in this picture.
- There is not enough information about relevant institutions outside the school and how the school can collaborate with them in general and in specific cases.

3. GNIST indikatorrapport 2012

Attached as a separate file.

4. GNIST indikatorrapport 2015

Attached as separate file.

5. National Curriculum Regulations for Differentiated Primary and Lower Secondary Teacher Education Programmes for Years 1-7 and Years 5-10

National Curriculum Regulations for Differentiated Primary and Lower Secondary Teacher Education Programmes for Years 1 – 7 and Years 5 – 10

Established by the Ministry of Education and Research on 1 March 2010, pursuant to section 3-2 sub-section 2 of the Act relating to universities and university colleges no. 15 of 1 April 2005.

Section 1 SCOPE AND OBJECTIVE

These Regulations apply to universities and university colleges that provide primary and lower secondary teacher education and are accredited pursuant to sections 1-2 and 3-1 of the Act relating to universities and university colleges.

The Regulations apply to the 4-year differentiated primary and lower secondary teacher education programmes. The Regulations define the National Curriculum for primary and lower secondary teacher education programmes for years 1-7 and years 5-10.

The Regulations aim to ensure that teacher education institutions provide integrated, professionally oriented and research-based primary and lower secondary teacher education programmes of high academic quality. The education programmes must comply with the Norwegian Education Act⁸³ and the prevailing curriculum for primary and lower secondary education and training.

⁸³ Act of 17 July 1998 no. 61 relating to Primary and Secondary Education and Training

The institutions are to provide integrated primary and lower secondary teacher education programmes showing coherence and cohesion between theoretical and practical studies, between subjects and subject didactics and between subjects. The primary and lower secondary teacher education programmes are to provide the candidates with sound academic and didactic knowledge and to qualify them for research-based professional performance and continuous professional development. The education programmes are to interact closely with the professional field as well as with the society of which schools are part. The education programmes are to place the teaching profession in a historical and social context and contribute to critical reflection and professional understanding.

The primary and lower secondary teacher education programmes are to qualify the candidates to be able to provide instruction about Sami conditions and issues and ensure that they have acquired knowledge about Sami children's right to education in accordance with the Education Act and the prevailing curriculum for primary and secondary education and training.

Section 2 LEARNING OUTCOME

The primary and lower secondary teacher education programmes are to qualify teachers to be able to exercise a demanding and complex profession in a society marked by diversity and change. Learning outcome has been defined on the basis of the National Qualifications Framework.

After completing the primary and lower secondary teacher education programme, the candidate is to have acquired the following learning outcome, defined as knowledge, skills and general competence, as a basis for working in schools and for further competence development.

Learning outcome especially for candidates for years 1 – 7:

The candidate

- has academic and subject didactic knowledge in Mathematics, Norwegian and other subjects that are part of the education and sound knowledge about elementary instruction for the youngest pupils in the subjects and in reading, writing and numeracy
- has knowledge about how to work with the pupils' basic skills in expressing themselves orally, reading, expressing themselves in writing, numeracy and using digital tools in and across subjects
- is able to ensure progression in the instruction of the basic skills adapted to pupils in years 1 – 7
- has knowledge about the educational pathway as a whole, with emphasis on the transition from kindergarten to school and from primary level to lower secondary level

Learning outcome especially for candidates for years 5–10:

The candidate

- has sound academic and subject didactic knowledge in the subjects that are part of the education and knowledge of the subjects as school subjects and as research subjects
- has knowledge about how to work to develop further the pupils' basic skills in expressing themselves orally, reading, expressing themselves in writing, numeracy and using digital tools in and across subjects

- is able to ensure progression in the instruction of the basic skills adapted to pupils in years 5 – 10
- has knowledge about the educational pathway as a whole, with emphasis on the transition from primary level to lower secondary level and from lower secondary level to upper secondary education and training

Learning outcome for candidates in both teacher education programmes:

Learning outcome must be seen in relation to the contents of the subjects and to working methods in the two primary and lower secondary teacher education programmes.

KNOWLEDGE

The candidate

- has knowledge about the distinctive character, history, development and position in society of schools and the teaching profession
- has knowledge about the legal foundation, including the objective of education, its value base, curricula and the various rights of the pupils
- has knowledge about curriculum work and about schools as organisations
- has knowledge about children's and young people's learning, development and education in different social, multicultural and multilingual contexts
- has knowledge about classroom management and classroom environments, and about the development of good relations with and between pupils
- has knowledge about the importance of and pre-requisites for good communication and good collaboration between schools and homes
- has knowledge about a broad repertoire of working methods, learning resources and learning arenas, and about the connection between objectives, contents, working methods, assessment and the abilities of the individual pupil
- has knowledge about children's and young people's childhood environment, equality and identity work
- has knowledge about children in difficult circumstances and about children's rights in a national and international perspective
- has knowledge about national and international research and development work that is relevant for the teaching profession

SKILLS

The candidate

- is able, independently and in collaboration with others, to plan, carry out and reflect on teaching in and across subjects, based on research-based and experience-based knowledge
- is able to plan, organise and lead good and creative learning environments

- is able to plan and organise aesthetic activity, experiences and understanding
- is able to adapt his/her teaching to the pupils' different abilities and talents, interests and socio-cultural backgrounds, motivate them to wish to learn by clarifying the learning objectives and using varied working methods so that the pupils are able to achieve the objectives
- is able to assess and document the pupils' learning and development in relation to the objectives of the education, give feedback that promotes learning and help the pupils to assess their own learning
- understands the social perspectives linked to developments within technology and media (safe use, protection of privacy, freedom of expression) and can help children and young people develop a reflective attitude to digital arenas
- is able to reflect critically on his/her own and the school's practice in their work to develop further the role of the teacher and issues of a professionally ethical nature
- masters oral Norwegian, written Norwegian in both official versions (bokmål and nynorsk), and is able to use the language in a qualified manner in professional contexts
- is able to assess and use relevant research results and him-/herself carry out systematic development work
- is, in collaboration with parents/guardians and professional bodies, able to identify the pupils' needs and to implement necessary measures
- is able to facilitate the development of entrepreneurial competence and the involvement in education of local working, social and cultural life
- has a good understanding of global issues and sustainable development

GENERAL COMPETENCE

The candidate

- is able to contribute to a professional teaching community with regard to the further development of good practice and a professionally ethical platform
- is able to stimulate an understanding of democracy, democratic participation and the ability for critical reflection adapted to the age of the pupils he/she is to teach
- is able to contribute to the enhancement of international and multicultural dimensions of the work done in school and contribute to an understanding of the Sami people's status as an indigenous people
- is able to identify his/her own needs for learning and competence with regard to the teaching profession
- has change and development competence as a basis for his/her encounter with the school of the future

Section 3 STRUCTURE OF THE DIFFERENTIATED PRIMARY AND LOWER SECONDARY TEACHER EDUCATION PROGRAMME

(1) Requirements as to specialisation and academic content

The differentiated primary and lower secondary teacher education programmes are to be specialised towards specific year levels in schools, and qualify for teaching years 1 – 7 and 5 – 10 respectively. The education programmes are to be organised as two clearly defined and differentiated primary and lower secondary teacher education programmes in a manner that ensures progression in a coherent professional education programme.

The primary and lower secondary teacher education programme for years 1 – 7 is normally to comprise at least four school subjects, of which at least one must have a scope of 60 credits⁸⁴, while the others must have a scope of at least 30 credits. In the 4th year of studies, one school subject may be replaced by a 30 credit subject that is relevant for work in schools. On transition to a master's degree programme after the 3rd year of studies, the first year of the master's degree programme will replace the 4th year of the primary and lower secondary teacher education programme.

The primary and lower secondary teacher education programme for years 5 – 10 is normally to comprise three school subjects, each with a scope of 60 credits. In the 4th year of studies, one school subject may be replaced by one school subject and one subject that is relevant for work in schools, each with a scope of 30 credits, or by two school subjects, each with a scope of 30 credits. On transition to a master's degree programme after the 3rd year of studies, the first year of the master's degree programme will replace the 4th year of the primary and lower secondary teacher education programme.

Compulsory subjects, the scope of subjects and teaching practice

In both education programmes there is to be supervised, evaluated and varied teaching practice in all the years of study. Teaching practice is to be an integrated part of all the subjects in the programmes. The scope of the teaching practice is to be at least 100 days spread over all four years: at least 60 days during the first two years of study, and at least 40 days during the last two years of study. The teaching practice is to take place in primary and lower secondary education and must cover both the lower and higher years for which the education programme qualifies. There must be progression in the teaching practice and it must be adapted to the students' choice of subjects in all the years of study and be linked to different parts of the school's activities.

All school subjects must be professionally oriented teacher education subjects and comprise subject didactics and work on basic skills in the subject. All school subjects and subjects and courses that are relevant for work in schools must be research-based and anchored in an active professional research environment.

The bachelor's thesis in the 3rd year of study is compulsory. Work on the thesis and an introduction to scientific theory and method is to make up 15 credits of Pedagogy and Pupil-related Skills (PPS). The thesis is to be professionally oriented with a theme that is anchored in Pedagogy and Pupil-related Skills and/or in other subjects.

Pedagogy and Pupil-related Skills 60 credits, Mathematics 30 credits and Norwegian 30 credits are compulsory in **the primary teacher education programme for years 1-7.**

⁸⁴ In accordance with ECTS

The subject Pedagogy and Pupil-related Skills 60 credits is compulsory in **the primary and lower secondary teacher education programme for years 5-10**. No school subjects are compulsory.

The teacher education institutions are to make an international semester and international perspectives in the primary and lower secondary teacher education programmes possible.

(2) The structure of the study programmes

Primary teacher education programme for years 1 – 7:

1st and 2nd years of study:

Teaching practice
Pedagogy and Pupil-related Skills 30 credits, with 15 credits being taken each year
Norwegian 30 credits
Mathematics 30 credits
School subject 30 credits

3rd year of study:

Teaching practice
Pedagogy and Pupil-related Skills 30 credits
School subject 30 credits

4th year of study:

Teaching practice
School subject 60 credits, or,
if relevant, two subjects of 30 credits each,
of which one may be a 30 credit subject relevant for work in school

Primary and lower secondary teacher education programme for years 5 – 10:

1st and 2nd years of study:

Teaching practice
Pedagogy and Pupil-related Skills 30 credits, with 15 credits being taken each year
School subject I 60 credits
School subject II 30 credits

3rd year of study:

Teaching practice
Pedagogy and Pupil-related Skills 30 credits
School subject II 30 credits

4th year of study:

Teaching practice
School subjects III 60 credits, or, if relevant,
two subjects of 30 credits each, of which one may be
a 30-credit subject relevant for work in school

Section 4 NATIONAL GUIDELINES, PROGRAMME DESCRIPTIONS AND INDICATORS

National Guidelines have been established for the subjects in the primary and lower secondary teacher education programmes, as well as indicators for high quality teacher education programmes subjects. Based on the Regulations and National Guidelines, each institution must prepare programme descriptions for the primary and lower secondary teacher education programmes including decisions on academic contents, teaching practice, organisation, working methods and assessment schemes. The programme description is to be approved by the Institution's Board.

Section 5 RULES CONCERNING EXEMPTIONS

An examination or test that has not been taken as part of a primary and lower secondary teacher education programme, may provide the basis for exemption, cf. section 3-5 of the Act relating to universities and university colleges. Education that may provide the grounds for exemption must either be a subject that corresponds with a school subject or a subject which is relevant for work as a teacher in primary and lower secondary education, cf. section 1, and should comprise subject didactics and teaching practice training.

In primary teacher education for years 1-7, exemption may be granted from the test in one of the versions of written Norwegian in the case of students that have not been assessed in both versions of written Norwegian in upper secondary education.

Corresponding rules for exemption apply to students in primary and lower secondary teacher education for years 5-10 who do not choose Norwegian as one of their subjects and to foreign students who have not attended upper secondary education from Norway. There are no rules for exemption from written versions of Norwegian for students choosing Norwegian in primary and lower secondary teacher education for years 5-10.

Exemption shall be recorded on the diploma.

Section 6 ENTRY INTO FORCE AND TRANSITIONAL RULES

The Regulations enter into force on 1 March 2010. The Regulations apply to students admitted as of the academic year of 2010-2011.

Students following earlier curricula have the right to sit examinations in accordance with these until 31 December 2015. As of this point in time the National Curriculum Regulations for General Teacher Education of 13 December 2005 are repealed.

6. Regulations Relating to the Framework Plan for Primary and Lower Secondary Teacher Education for Years 1–7 (effective from autumn 2017)

Regulations Relating to the Framework Plan for Primary and Lower Secondary Teacher Education for Years 1–7

Established by the Ministry of Education and Research on 7 June 2016⁸⁵, pursuant to section 3-2 sub-section 2 of the Act relating to universities and university colleges no. 15 of 1 April 2005.

1. Scope and objective

(1) These regulations apply to universities and university colleges which offer primary and lower secondary teacher education programmes for Years 1–7 and which have been accredited in accordance with the Act Relating to Universities and University Colleges Sections 1-2 and 3-1.

(2) The primary and lower secondary teacher education programme for Years 1–7 is a master's degree programme qualifying the candidate for teaching positions in primary and lower secondary schools, cf. the provisions pursuant to the Act Relating to Primary and Secondary Education of 17

⁸⁵ This document is a translation of the framework plan, and should be ascribed no authority on it's own part. In case of doubt, the Norwegian text shall prevail.

July 1998 no. 61 Section 10-1. The programme should be grounded in the Act relating to Primary and Secondary Education, hereafter called the Education Act, and in current primary and lower secondary curricula.

(3) The objective of these regulations is to ensure that teacher education institutions offer integrated, profession-orientated primary and lower secondary teacher education for Years 1–7 rooted in research and experience-based knowledge. The study programme should place particular emphasis on initial education and on the role of the form teacher. Students pursuing a master's degree in initial education should become experts in initial education in literacy and numeracy. The teacher education programme should be of a high academic quality and ensure comprehensiveness and correlation between subjects, subject didactics, pedagogy and practice placement as well as close interaction with professional practice and with the communities of which schools are a part. Teacher education institutions should deliver comprehensive study programmes through leadership and organisation involving all relevant professional communities. The programme should provide international perspectives, place the teaching profession in a historical, cultural and societal context, and contribute to critical reflection and insight into the profession.

(4) The primary and lower secondary teacher education programme should qualify the candidates for professional practice rooted in research and experience-based knowledge and for further studies at ph.d. level. The programme should give the candidates a grounding in professional ethics, prepare them for continuing professional development and qualify them to help reinforce the role of schools as institutions of formative development and learning in a democratic and diverse society.

(5) The primary and lower secondary teacher education programme for Years 1–7 should qualify the students to provide instruction in Sami affairs, including knowledge of the status of indigenous peoples globally, and safeguard Sami pupils' right to education in accordance with the Education Act and the current national curriculum for primary and secondary education and training.

2. Learning outcome

(1) The learning outcome descriptors should correspond to the national qualifications framework for lifelong learning, level 7 (cycle 2, master's degree).

(2) Upon completing the primary and lower secondary teacher education programme, the graduate shall have achieved the following learning outcome:

KNOWLEDGE

The graduate

- has advanced knowledge of either a chosen school subject and its associated didactics or profession-orientated pedagogy/special needs education
- has specialised insight into a defined subject area (the master thesis)
- has broad profession-orientated knowledge of other subjects forming part of the programme
- has thorough knowledge of relevant research and theory as well as scientific thought, research methodology and ethics
- has thorough knowledge of relevant laws and regulations relating to primary and secondary education and of progression in the kindergarten–school educational pathway and the transitions from kindergarten to school and from primary to lower secondary school
- has thorough knowledge of initial education, basic skills, assessment and mapping tools, class management and assessing pupils' learning, and of what promotes learning in the different subjects

- has thorough knowledge of theories of learning and of children’s development, formative education and learning in different social, linguistic and cultural contexts
- has knowledge of children living in difficult circumstances, including knowledge of bullying, violence and sexual abuse against children, of relevant legislation and of children’s rights in a national and international perspective
- has broad knowledge of the teaching profession, the characteristics and history of the different subjects, and an understanding of the development of the school system, its mandate, value base and place in society

SKILLS

The graduate

- can provide teaching rooted in research and experience-based knowledge, alone and in collaboration with others
- can analyse, adapt and use relevant curricula
- can take early action and ensure progression in the development of pupils’ basic skills and subject knowledge, focusing particularly on initial education in literacy and numeracy
- can create inclusive and health-promoting learning environments that contribute towards good academic, social and aesthetic learning processes
- can analyse, evaluate and document pupils’ learning, provide constructive feedback, adapt the teaching to the pupils’ individual abilities and needs, use varied teaching methods, and help ensure that pupils can reflect on their own learning and development
- can evaluate and use relevant teaching materials, digital tools and resources in their teaching, and teach the pupils digital skills
- can analyse and take a critical approach to national and international research and use this knowledge when practising the profession
- can apply, alone and in collaboration with others, relevant methods from research and development to continually develop their own and the school’s collective practices and carry out limited research projects under guidance
- can recognise signs of bullying, violence and sexual abuse. Using professional judgement, the graduate should quickly be able to take necessary action and establish co-operation with relevant specialist agencies

GENERAL COMPETENCE

The graduate

- can reinforce international and multicultural perspectives in the work of the school, contribute to gaining an understanding of the status of the Sami people as an indigenous people, and encourage democratic participation and sustainable development
- can initiate and maintain good school–home co-operation and work with other stakeholders relevant to the school’s activities
- masters the Norwegian language, both verbal and written Bokmål and Nynorsk, and is able to use the language competently in a professional context
- can convey and communicate on issues relating to professional practice and possesses digital skills appropriate to the profession
- can analyse and evaluate relevant professional and ethical issues and contribute to professional collaboration within the school
- can contribute to innovation processes within the school and facilitate the involvement of local working life, communities, arts and cultural life in the teaching

7. Regulations Relating to the Framework Plan for Primary and Lower Secondary Teacher Education for Years 5–10 (effective from autumn 2017)

Regulations Relating to the Framework Plan for Primary and Lower Secondary Teacher Education for Years 5–10

Established by the Ministry of Education and Research on 7 June 2016⁸⁶, pursuant to section 3-2 sub-section 2 of the Act relating to universities and university colleges no. 15 of 1 April 2005.

1. Scope and objective

(1) These regulations apply to universities and university colleges which offer primary and lower secondary teacher education programmes for Years 5–10 and which have been accredited in accordance with the Act Relating to Universities and University Colleges Sections 1-2 and 3-1.

(2) The primary and lower secondary teacher education programme for Years 5–10 is a master's degree programme qualifying the candidate for teaching positions in primary and lower secondary schools, cf. the provisions pursuant to the Act Relating to Primary and Secondary Education of 17 July 1998 Section 10-1. The programme should be grounded in the Act relating to Primary and Secondary Education, hereafter called the Education Act and in current primary and lower secondary curricula.

(3) The objective of these regulations is to ensure that teacher education institutions offer integrated, profession-orientated primary and lower secondary teacher education for Years 5–10 rooted in research and experience-based knowledge. The teacher education programme should be of a high academic quality and ensure comprehensiveness and correlation between subjects, subject didactics, pedagogy and practice placement as well as close interaction with professional practice and with the communities of which schools are a part. Teacher education institutions should deliver a comprehensive study programme through leadership and organisation involving all relevant professional communities. The programme should provide international perspectives, place the teaching profession in a historical, cultural and societal context, and contribute to critical reflection and insight into the profession.

(4) The primary and lower secondary teacher education programme should qualify the candidates for professional practice rooted in research and experience-based knowledge and for further studies at ph.d. level. The programme should give the candidates a grounding in professional ethics, prepare them for continuing professional development and qualify them to help reinforce the role of schools as institutions of formative development and learning in a democratic and diverse society.

(5) The primary and lower secondary teacher education programme for Years 5–10 should qualify the students to provide instruction in Sami affairs, including knowledge of the status of indigenous peoples globally, and safeguard Sami pupils' right to education in accordance with the Education Act and the current national curriculum for primary and secondary education and training.

2. Learning outcome

(1) The learning outcome descriptors should correspond to the national qualifications framework for lifelong learning, level 7 (cycle 2, master's degree).

⁸⁶ This document is a translation of the framework plan, and should be ascribed no authority on its own part. In case of doubt, the Norwegian text shall prevail.

(2) Upon completing the primary and lower secondary teacher education programme, the graduate shall have achieved the following learning outcomes:

KNOWLEDGE

The graduate

- has advanced knowledge of either a chosen school subject and its associated didactics or profession-orientated pedagogy/special needs education
- has specialised insight into a defined subject area (the master thesis)
- has broad profession-orientated knowledge of other subjects forming part of the programme
- has thorough knowledge of relevant research and theory as well as scientific thought, research methodology and ethics
- has thorough knowledge of relevant laws and regulations relating to primary and secondary education and of the transitions between primary and lower secondary and between lower secondary and upper secondary
- has thorough knowledge of how to further develop basic skills, assessment and testing, class management and assessing pupils' learning, and of what promotes learning in the different subjects
- has thorough knowledge of the theory of learning and of children and young people's development, formative development and learning in different social, linguistic and cultural contexts
- has knowledge of children living in difficult circumstances, including knowledge of violence and sexual abuse against children, of relevant legislation and of children and young people's rights in a national and international perspective
- has broad knowledge of the teaching profession, the characteristics and history of the different subjects, and an understanding of the development of the school system, its mandate, value base and place in society

SKILLS

The graduate

- can provide tuition rooted in research and experience-based knowledge alone and in collaboration with others
- can analyse, adapt and use relevant curricula
- can take early action and ensure progression in the development of pupils' basic skills and subject knowledge
- can create inclusive and health-promoting learning environments that contribute towards good academic, social and aesthetic learning processes
- can analyse, evaluate and document pupils' learning, provide constructive feedback, adapt the teaching to the pupils' individual abilities and needs, use varied teaching methods, and help ensure that pupils can reflect on their own learning and development
- can evaluate and use relevant teaching materials, digital tools and resources in their teaching, and teach the pupils digital skills
- can analyse and take a critical approach to national and international research and use this knowledge when practising the profession
- can apply, alone and in collaboration with others, relevant methods from research and development to continually develop their own and the school's collective practices and carry out limited research projects under guidance
- can recognise signs of bullying, violence and sexual abuse. Using professional judgement, the graduate should quickly be able to take necessary action and establish co-operation with relevant specialist agencies

GENERAL COMPETENCE

The graduate

- can reinforce international and multicultural perspectives in the work of the school, contribute to gaining an understanding of the status of the Sami people as an indigenous people, and encourage democratic participation and sustainable development
- can initiate and maintain good school–home co-operation and work with other stakeholders relevant to the school’s activities
- masters the Norwegian language, both verbal and written Bokmål and Nynorsk, and is able to use the language competently in a professional context
- can convey and communicate on issues relating to professional practice and possesses digital skills appropriate to the profession
- can analyse and evaluate relevant professional and ethical issues and contribute to professional collaboration within the school
- can contribute to innovation processes within the school and facilitate the involvement of local working life, communities, arts and culture life in the teaching

3. Content and structure

(1) The study programme should comprise:

Years 1–3:

- minimum 5 days of observational practice
- minimum of 80 days of practice – supervised and assessed
- pedagogy and pupil-related skills (PEL), 30 credits
- subject I (master's degree subject), minimum 60 credits
- subject II (school subject), minimum 60 credits
- subject III (new school subject, subject relevant for working as a teacher, or specialisation in school subject), 30 or 60 credits

Subject I (master's degree subject) may be:

- a school subject, 60 credits
- or
- profession-orientated pedagogy and pupil-related skills, 30 credits, making up 60 credits when combined with pedagogy and pupil-related skills credits in Years 1–3

Subject III may be:

- a school subject or other relevant subject, 30 credits, if the master’s degree subject is a school subject
- a new school subject, 60 credits, if the master’s degree subject is either profession-orientated pedagogy or special needs education

All students must obtain a minimum of 60 credits in two school subjects.

Years 4–5:

- minimum 30 days of practice in primary/lower secondary schools – supervised and assessed
- pedagogy and pupil-related skills , 30 credits
- subject I (a school subject as the master’s degree subject), 90 credits or
- subject I (pedagogy or special needs education as the master’s degree subject), 60 credits, and subject II or III, 30 credits, building on the 60 credits obtained in Years 1–3

(2) The course of study should include two to three school subjects. All school subjects should be profession-orientated teacher education subjects, they should include subject didactics, and they should correspond to a school subject listed in the current primary and lower secondary curriculum.

(3) Theory of science and scientific method should be introduced at an early stage of the programme. There should be progression on this topic for the duration of the programme.

(4) Subject I (the master's degree subject) may be a school subject, profession-orientated pedagogy or special needs education. If the student has elected to specialise in a school subject, the subject should make up 90 credits in Years 4–5, alternatively supplemented by credits in pedagogy and special needs education. The compulsory subject pedagogy and pupil-related skills in Years 4–5 is additional to any pedagogical topics forming part of the master specialisation. If the student has chosen pedagogy or special needs education as the master's degree subject, this should be linked to school subjects. In the fourth or fifth year of study the student may elect to take 30 credits in a school subject, building on the 60 credits obtained in the subject in Years 1–3.

(5) In the third year of study the students should write a profession-orientated R&D paper combining a school subject and the subject pedagogy and pupil-related skills. The students must pass this assignment before commencing their master thesis.

(6) The master thesis should make up at least 30 credits. It should be profession-orientated and practice-based. Master theses in school subjects should be firmly rooted in the subject and subject didactics and may also include elements from pedagogy and special needs education. Master theses in pedagogy or special needs education should be linked to a school subject.

(7) In order to strengthen teacher competencies in a multicultural and multifaith society, knowledge of religion, philosophy and ethics should make up a module equivalent to 15 credits integrated with the subject pedagogy and pupil-related skills.

(8) The practice placement should comprise at least 110 days of supervised, varied and assessed practice. At least 105 days should be spent in primary/lower secondary schools. Up to 5 days may be spent in upper secondary schools, focusing on the transition between stages. The practice placement should be spread over at least four years with at least 80 days during the first three years and at least 30 days during the last two years. A minimum of five additional days of structured observation in primary/lower secondary should take place at an early stage of the programme. The practice placement should be an integrated element in all subjects forming part of the programme. The practice period should be spread across different stages of Years 5–10 in primary/lower secondary, it should be adapted to the students' chosen subjects, and it should help the students develop the ability to reflect on and develop their teaching practices. There should be progression in the practice placement, from observation and analysis at the start of the programme to taking a research perspective and further developing research and experience-based teaching practices in the latter part of the programme.

4. Programme plan and national guidelines

(1) National guidelines will be drawn up for the primary and lower secondary teacher education programme for Years 5–10. The guidelines are prescriptive for the institutions' provision of teacher education programmes. The guidelines should leave room for innovation and institutional adaptation in local planning work.

(2) The board of the institution should adopt a programme plan for the teacher education programme. Based on the framework plan, this programme plan should describe how the institution

ensures integrated primary and lower secondary teacher education at master level with comprehensiveness and correlation between theory and practice placement, between subjects and subject didactics, and between subjects. The plan should describe the students' total workload during the course of study and contain provisions on academic content, organisation, working methods and assessment procedures to help the students achieve the overall learning outcomes at programme level and to allow the institution to document the achieved learning outcomes.

(3) The programme plan should describe how the institution's study programme allows for progression in terms of focus on professional practice, practice placement, theory of science and scientific method, and developing the students' R&D skills and verbal and written communication skills (Bokmål and Nynorsk). The programme plan should also describe how internationalisation will be incorporated and how inter-disciplinary topics are integrated into the programme. This applies to work on adapted teaching, basic skills and competencies, the use of ICT in individual subjects, Sami issues, multicultural and multilingual aspects, professional ethics and knowledge of violence and sexual abuse towards children and young people.

5. National part exams

The Ministry may decide to hold national, compulsory part exams and whether to include the exam results on the students' diploma.

6. Exemptions from examination or test

(1) Exams or tests taken as part of a course of study other than the primary and lower secondary teacher education programme for Years 5–10 may give grounds for an exemption, cf. Section 3-5 of the Act Relating to Universities and University Colleges. Qualifications that may give grounds for an exemption must consist of subjects corresponding to those offered by the primary and lower secondary teacher education programme and must include subject didactics and practice placement.

(2) An exemption from assessment in either Bokmål or Nynorsk may be granted to students who have not selected Norwegian as one of their school subjects and who were not assessed in both Norwegian language varieties in upper secondary. This exemption also applies to foreign students who did not complete upper secondary education in Norway. No exemptions will be granted to students who have selected Norwegian as one of their school subjects.

(3) Any exemptions must be stated on the student's diploma.

7. Entry into force and transitional rules

These regulations shall enter into force with immediate effect and shall apply to admissions for the 2017/2018 academic year.

Students following the framework plan for primary and secondary teacher education adopted in 2010 may sit their exams under that plan until 31 December 2023. From that date the Regulations of 1 March 2010 no. 295 Relating to the Framework Plan for Primary and Lower Secondary Teacher Education for Years 1–7 and Years 5–10 shall be annulled.