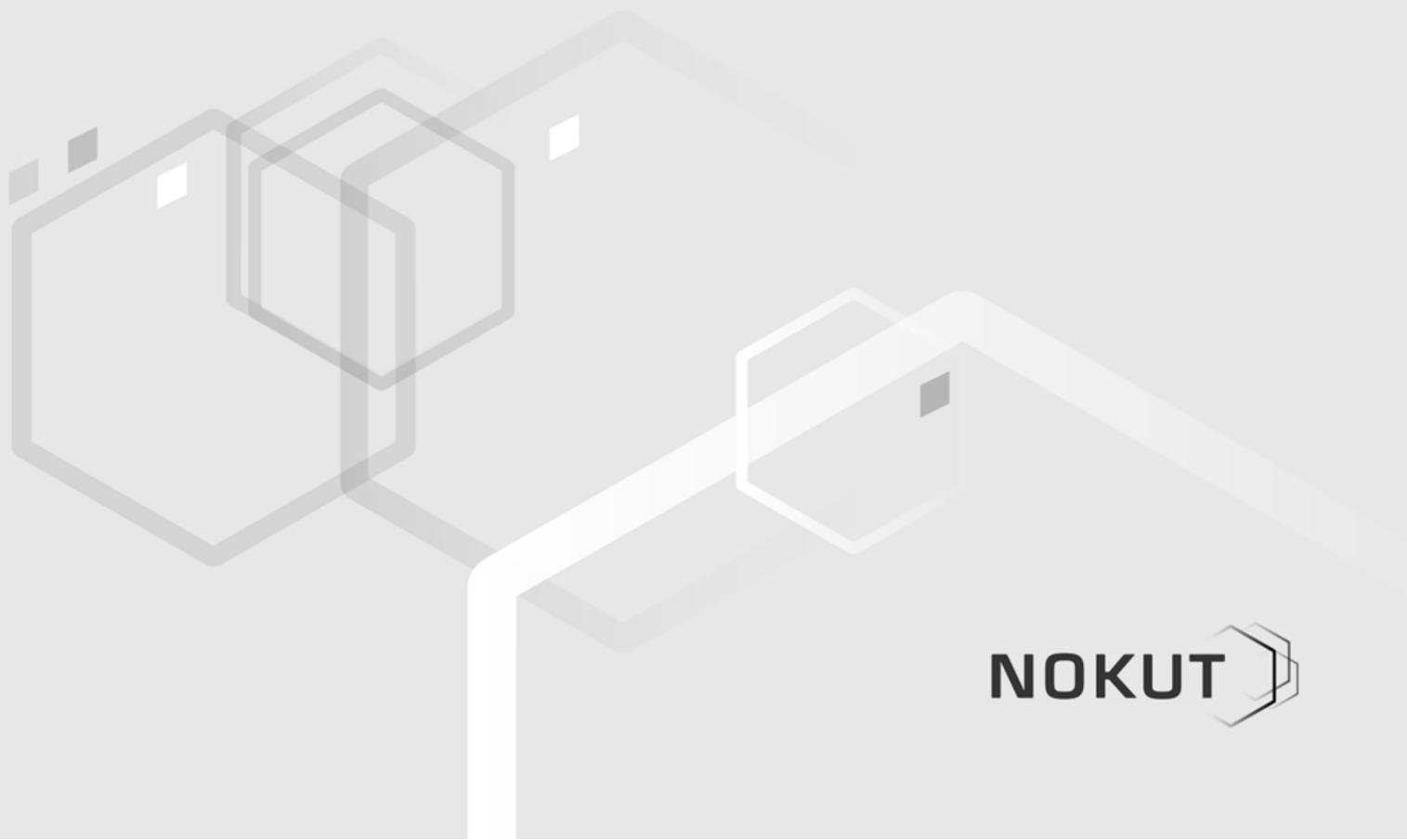


Advisory Program in  
Teacher Education

# **A Brief Introduction to Primary and Lower Secondary Teacher Education in Norway**

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**NOKUT** 



## Preface

In 2016, at the request of the Ministry of Education and Research, the Norwegian Agency for Quality Assurance in Education (NOKUT) established the project Advisory Program in Teacher Education (APT). The panel's intended purpose is to give advice on the implementation of the new five-year integrated MA programmes in primary and lower secondary teacher education. The APT project is intended to run until 2019, and besides the international advisory panel itself, the project aims to collect and summarise information about Norwegian teacher education to be used by the advisory panel. Since the sources of this information are mostly in Norwegian and not always easily accessible, the APT secretariat will provide the advisory panel with relevant and updated English-language information about Norwegian teacher education. This includes data from surveys, public statistics, evaluations and research.

This first report aims to introduce Norwegian primary and lower secondary education (grunnskoleutdanning in Norwegian, and abbreviated here and throughout as "PLS education", for brevity) by describing its historical backdrop, the main content of the ongoing reform, and the institutions and study programmes involved in the reform. Accompanying the report is a spreadsheet with basic statistics and data about the programmes and institutions, collated from the national Database for Statistics on Higher Education (DBH), as well as from NOKUT's student and teacher surveys. These data are not primarily included for evaluative purposes, but to say something about the scope and diversity of Norwegian PLS teacher education. The report comments on these results in a chapter discussing trends and patterns on the national level.

This spring, a second report will follow on research and development work in PLS teacher education, provided by SINTEF Technology and Society at the request of the APT secretariat. This second report will form the point of departure for the second APT meeting in spring 2017.

The present report starts with a brief introduction to relevant regulations and the government steering of Norwegian teacher education, and to NOKUT's work with quality assurance both in general and in teacher education specifically. The next chapter discusses the government policies behind the ongoing reform of primary and lower secondary teacher education. The following chapter discusses the historical background of the present system, followed by an overview of the institutional landscape of PLS teacher education. This chapter also pays special attention to the recent structural reform of Norwegian higher education institutions, and the interplay between these two reforms. Lastly, we provide an overview of what characterises Norwegian teacher students, before we present data from NOKUT's teacher and student surveys.

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# 1 Steering, regulations and quality assurance of Norwegian teacher education

The government's means to reform and change Norwegian teacher education consist of several levels of regulations, as well as quality assurance and funding. This chapter will briefly describe the first two of these, and their relation to each other.

Like other shorter professional studies such as nursing and engineering, Norwegian teacher education on all levels is primarily regulated through governmental framework plans. These plans are issued by the Ministry of Education and Research, and are typically drafted by expert committees with a government mandate. The ministry then usually alters the final plans to accommodate the political leadership's priorities. Framework plans are binding, and stipulate the overall learning outcome of programs, formulated as learning outcome descriptions of knowledge, skills and general competence in accordance with the national qualifications framework for lifelong learning.<sup>1</sup>

Framework plans also draw up the scope and composition of subjects, but not their content. This is left up to subject-specific committees appointed by the National Council for Teacher Education (NRLU), a branch of the Norwegian Association of Higher Education Institutions (UHR). Learning outcome descriptions for all subject components are then assembled in national guidelines issued by NRLU. Previously, national guidelines were binding in the same way as framework plans; however, the Ministry recently decided that new national guidelines for teacher education will not be binding in the same way as before, opening up for institutional adjustments and innovation.<sup>2</sup> This is a step towards less detailed regulation of what has been perhaps the most thoroughly regulated professional study in Norway. In other contexts, too, the government has expressed a desire to relax the regulation of teacher education, leaving more responsibility to the institutions.

## 1.1 *The Norwegian system of accreditation and quality assurance in higher education*

NOKUT (the Norwegian Agency for Quality Assurance in Education) is the governmental body responsible for verifying that study programs comply with framework plans. However, NOKUT's main role with regard to teacher education – as with all higher education in Norway – is to assure and facilitate further enhancement of educational quality.

Although Norwegian teacher education has been highly regulated, the Norwegian system of quality assurance is generally characterised by a differentiated structure with a relatively high degree of institutional autonomy. The differentiated structure consists of two main components: an institutional hierarchy based on the degree of accreditation powers, and a national quality assurance system with a flexible and multidimensional set of means to assure and enhance quality. Both the institutional hierarchy and the quality assurance system is managed by NOKUT, which was set up in 2003 as an

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<sup>1</sup> [http://www.nokut.no/Documents/NOKUT/Artikkelbibliotek/Norsk\\_utdanning/NKR/20140606\\_Norwegian\\_Qualifications\\_Framework.pdf](http://www.nokut.no/Documents/NOKUT/Artikkelbibliotek/Norsk_utdanning/NKR/20140606_Norwegian_Qualifications_Framework.pdf)

<sup>2</sup> See letter from NOKUT to boards and rectorates at institutions providing teacher education, 1 March 2016 (16/00125-2).

independent expert body under the Ministry of Education and Research in order to “contribute to societal confidence in Norwegian higher education”.

### 1.1.1 Institutional accreditation

The Norwegian quality assurance system is based on a hierarchy of institutional categories, where different types of institutions have different amounts of power to accredit their own study programs. NOKUT places institutions in these categories depending on the institutions’ size of study portfolio, their overall academic quality, and their ability to manage and assure program quality. NOKUT’s main role in this is to control and evaluate how institutions manage their accreditation powers, to put institutions in the right categories, and to perform periodical reviews of quality work. When an institution wants to start a study program that it does not have the right to self-accredit, NOKUT performs this program accreditation.

The institutional hierarchy has four levels:

1. **University:** possesses all accreditation powers, and may establish study programs on all levels without having to apply to NOKUT for accreditation. Institutions need at least four PhD programs in order to apply for university accreditation.
2. **Specialised university:** possesses all accreditation powers within its fields of specialisation, and may establish bachelor programs within other fields without having to apply to NOKUT for accreditation. Institutions will need at least one PhD program to apply for institutional accreditation as a specialised university.
3. **Accredited university college/university of applied sciences:** possesses accreditation powers for all types of bachelor programs and for master’s programs within fields where the institution have PhD programs. Must apply to NOKUT for accreditation of all other types of master’s programs, as well as for all PhD programs. All university colleges may obtain institutional accreditation if their study program(s) has proven to have high academic quality, a certain degree of stability, and a research-intensive teaching staff.
4. **University college/university of applied sciences:** must apply to NOKUT for accreditation of all types of studies. Institutions are automatically considered university colleges once they have at least one accredited bachelor program.

In addition to NOKUT accreditation, institutions may change category after mergers with one or several institutions of a higher category. PLS teacher education programs are found only at universities and accredited university colleges. Among the accredited university colleges, four institutions have relevant PhD programs that allowed them to accredit their own new PLS MAs, while four university colleges were obliged to apply to NOKUT for accreditation of their new master’s programs: Sámi University of Applied Sciences, NLA University College, Volda University College and Østfold University College. As of February 2017, NOKUT has accredited new programs at three of these institutions (more about this in the chapter on the institutional landscape). The five universities that provide PLS teacher education can accredit their own new MAs.

### 1.1.2 A multidimensional system of quality assurance

As a general rule, NOKUT does not control or reaccredit study programs once they have been accredited. However, through periodical reviews of institutions’ quality work (normally every 6 years), NOKUT makes sure that institutions have good systems for quality assurance and manage their

accredited programs and accreditation powers properly. NOKUT's reviews emphasise that quality work should not just be a fixed system, but a continual process that involves both staff and students.

Since periodical reviews only indirectly address program quality, NOKUT also has other means of assuring and improving quality. NOKUT uses a risk-based approach to determine when to use which means, weighting the type of intervention against how serious the quality problem is.

NOKUT's means of quality assurance fall into two categories: those that aim to control whether institutions and study programs comply with NOKUT regulations (and can be followed by legal sanctions), and those that are more focused on further development beyond minimum standards (no sanctions involved).

## **I. Control of compliance with NOKUT regulations**

*Revision of accreditation* (reaccreditation) is the most serious means at NOKUT's disposal. In this process, an expert panel assesses whether programs or institutions fulfil every paragraph in relevant laws and regulations. In extreme cases, revisions result in NOKUT withdrawing institutional or program accreditation. This is a comprehensive, time- and resource-demanding, and unpopular intervention that is rarely used, and never without other means being tried first. So far, NOKUT has not initiated any revisions of institutional accreditation.

*Thematic supervision* is the most commonly used means to control educational quality. It includes many study programs in the same process, and is thus a less intrusive, less profound, timesaving and more efficient means. The supervision process is either targeted at

- 1) a group of thematically related study programs at different institutions, or at
- 2) all study programs at all institutions, but controlling only certain aspects of NOKUT regulations.

Through a selection in several stages, programs are checked out of the process depending on institutions' ability to provide documentation. After a dialogue phase, remaining programs may be required to correct irregularities. If they are unable to do this, NOKUT initiates revision of accreditation. Thematic supervision can be initiated on NOKUT's own initiative, for instance based on findings in statistics and surveys or from feedback from employers, authorities or the general public.

An example of the first type is the recent supervision of bachelor programs in child protection work, where an expert panel reviewed certain aspects of 11 study programs, and where some institutions were required to improve shortcomings.

An example of the second type is the supervision of joint programs between institutions and external organisations and firms, where about 70 joint programs were included. After an initial mapping phase, a number of programs were singled out for further scrutiny. In most cases, providers corrected irregularities after dialogue with NOKUT. Only four programs were unable to correct irregularities, and NOKUT initiated revision of accreditation. Of these four programs, two program accreditations were ultimately withdrawn.

In conjunction with the reform of primary and lower secondary teacher education, NOKUT has announced thematic supervision of the new programs in 2019.

## **II. Quality enhancement work**

Realising that full control of compliance with minimum standards is neither sufficiently ambitious, nor wholly achievable in practice considering the increasing number of self-accredited study programs, NOKUT has recently initiated a number of quality enhancement projects. These projects have in common that they aim to identify and disseminate what makes for high quality in study programs, without taking into account the formal criteria in NOKUT regulations. Instead, findings in these projects are used for learning and development purposes, and projects are conducted in close cooperation with institutions. NOKUT's quality enhancement work involve different kinds of evaluations aimed at benchmarking, national or international comparisons, awarding of centres of excellence in education, as well as supplying institutions with statistics, survey data and analyses. The APT project falls under this category.

## 2 Where are we going? Recent developments in Norwegian teacher education

This chapter discusses the stated purpose of the new MAs and how Norway's political leadership sees the future for teacher education, and describes some innovations and recent developments in Norwegian TE that suggest how the field might develop in the future.

### 2.1 What is the purpose of the new MAs?

The idea of a five-year integrated MA for *grunnskolelærere* has been under consideration for some time in Norwegian politics. A government white paper (Stortingsmelding no. 11 2008–2009), entitled *Læreren: Rollen og utdanningen* (“The teacher: role and education”) and produced by the Stoltenberg Red-Green coalition government, mooted the idea of a future transition to five-year MAs, but chose not to start the transition at that point. The report cited concerns that the PLS institutions wouldn't be able to manage this transition quickly, as well uncertainty as to whether the transition would reduce or increase the number of applicants. Instead, the report focuses on strengthening the quality of four-year teacher education, developing a stronger research basis and greater professionalisation.

In June 2014, the conservative Solberg government announced a transition to five-year PLS MAs in the strategy report *Lærerløftet: På lag for kunnskapsskolen* (roughly translated, “The teacher lift: Teaming up for a knowledge-based school”). Although it argues for a five-year rather than a four-year course of study for *grunnskolelærere*, this report has many similarities with the 2009 report both in how it frames the problems in Norwegian TE and in the solutions it provides, suggesting some basic political consensus here. The report is an argument for a more knowledge-based school, noting that

even though Norway invests heavily in education, our results are mediocre compared to other countries. Many students graduate lower secondary school without having learned to read, write, or do arithmetic well. One out of seven Norwegian teachers and one out of five maths teachers in primary/lower secondary school have no in-depth competence in the subject they teach. (*Lærerløftet*: 2014, 6)

The report also notes that teachers in Norwegian schools tend not to stay up-to-date on research and developments in their field. Based on NOKUT data that suggests that teacher students tend to work relatively few hours a week compared to the grades they receive, the report posits that Norwegian teacher educations do not have sufficiently high ambitions on their students' behalf. Finally, it notes that teacher educations need to become more attractive to students, and better at retaining them, in order to be able to meet the societal need for teachers in the future.

To remedy the situation, the report lays out several goals, of which the most relevant for the Advisory Panel's purposes are:

- Teachers with in-depth subject knowledge. This entails:
  - Higher demands for relevant competence in the teaching subject for all *grunnskolelærere* who teach maths, English, Norwegian, Sami, and Norwegian Sign Language.
  - More government support for further education for *grunnskolelærere*.

- An attractive and high-quality teacher education. This entails, among other things:
  - *Grunnskolelærer* educations will become five-year MAs in 2017. MAs in the teacher education subjects Norwegian, Sami, Norwegian Sign Language, maths and English are to be prioritised.
  - Raising the maths grade requirement for *grunnskolelærer* educations from 3 to 4. Other entrance requirements will gradually become more stringent.

The report expresses an ambition that the new MA theses will contribute to a stronger integration of theoretical and practical education. The MA theses are to be profession-oriented and practice-oriented, and should focus on issues tied to school-based practice work.

The report is clear that there are likely to be practical challenges connected to the transition to the new MAs, and points out the same potential issues that discouraged the earlier government in 2009. It suggests that many institutions will find it challenging to meet NOKUT's requirements for the academic competence and staff composition of institutions offering MAs, and that it seems likely that the higher entrance requirements and longer, more challenging course of study will lead to fewer applicants, at least initially. However, it also notes a positive correlation between student grades at admission and graduation rates, suggesting that a student body with higher admission grades (described in the report as 'stronger candidates') will have a lower dropout rate, and that this will partially compensate for the lower application numbers.

In short, Norway's political leadership sees the new MA courses as a way to solve some central issues in PLS teacher education. It hopes that the new courses will:

- Improve both teacher educators' and teachers' research competence and in-depth subject knowledge
- Professionalise teacher education by creating clearer ties between theoretical knowledge and practice work
- Make teacher education more attractive, and more able to retain students.

As the report's description of the new MA theses, with its focus on practice work, suggests, these new educations are not intended solely to academise TE, but to professionalise it.

## **2.2 ProTed: Experiments in professionalising Norwegian teacher education**

The fact that one of the main arenas for innovation in Norwegian teacher education is named the Centre for Professional Learning in Teacher Education (ProTed) underscores that professionalisation is becoming an important goal for Norwegian TE. ProTed is a collaboration between the University of Oslo and the University of Tromsø, and in 2011 it became NOKUT's pilot Centre for Excellence in Education. The Ministry of Education gave NOKUT the task of establishing a pilot centre in teacher education specifically, suggesting that politicians saw teacher education as a vital area for innovation then as now. It's interesting to note that out of the four finalist entries in the competition for Centre status (from HiOA, NTNU, UiA and UiO/UiT respectively), three, including the winning entry, focused on different approaches to what is essentially the same issue: the integration of research and

practice, and of theory- and experience-based knowledge (NOKUT:2011). This could suggest some fairly broad agreement in the Norwegian teacher education community about the central challenges that Norwegian TE faces.

Centre for Excellence in Education status is awarded to academic communities that have already demonstrated excellent quality and innovative practices in education and that have plans in place for further development and innovation. The Centres are meant to disseminate their findings and practices, allowing them to act as experiment banks and resources for other TE environments. For this reason, ProTed's work is one of the factors shaping how Norwegian teacher education will develop in the future.

ProTed is a collaborative effort aimed at the new five-year MA programmes, grades 1-7 and 5-10 at UiT and grades 8-10 at UiO. It intends to bring together theory- and experience-based knowledge, taking advantage of UiT's close interplay with its partner schools and UiO's research community. The aim is to develop 'a profoundly research based education where students are active research participants' (NOKUT:2015).

ProTed works in four main areas, and has several ongoing projects in each:

- *Good subject teaching*: Explores ways of doing good academic and didactic teaching in TE programmes.
- *University schools and professional practice*: Explores ways of integrating the research and the practice field, making use of the university schools model.
- *Digital learning environments*: Creating technology-supported teaching processes in TE, and enabling the student to do the same for their own future pupils.
- *Integrated study designs*: Creating coherent and integrated study designs for TE, based on the centre's other work areas.

In 2015 ProTed published *Veier til fremragende lærerutdanning* ('Paths to excellent teacher education'), an edited collection based on the centre's findings so far.

In its various forms, the centre's work has the same basic aim as the Ministry of Education had in starting the new MA programmes: to make PLS TE both more research-driven and more capable of integrating practice work in schools into its work.

### **2.3 "Pilot i Nord": A first attempt at the new MA**

But before ProTed was launched, UiT was already establishing a pilot project that now gives some early evidence for how the new MAs might work. In 2008, UiT initiated *Pilot i Nord* (PiN), a project to pilot a five-year integrated MA in teacher education for grades 1-7 and 5-10. The first cohort of students entered the programme in 2010 and graduated in 2015.

In their 2016 article '*Masteroppgaven – relevant for grunnskolelæreren?*' ('The MA thesis: relevant for the primary and lower secondary school teacher?'), Rachel Jakhelln, Kristin Emilie W. Bjørndal, and Gerd Stølen discuss some of the pilot's findings. Specifically, they examine the PiN students' views on their MA thesis work, and their understanding of the thesis in relation to their own

professional identity. The article draws on interviews with 22 of the first 61 students, performed shortly after thesis submission but before grading. This is part of a longitudinal study that will follow the new teachers in the five first years of their work. The article aims to determine how students experience the relevance of their MA thesis work to their own competence and skill as teachers.

The study draws out several themes that appear frequently in the material: in-depth knowledge, research and development competence, cooperation skills and independence, and pride. Some broad trends in the responses are as follows:

- **In-depth knowledge:** Almost all students express a sense that their MA work has given them in-depth subject knowledge, and some say that it has strengthened their professional knowledge. Several students said that they expected their MA work to be directly relevant to their profession once they started working. Others were more doubtful, and expressed a sense of being removed from the profession, especially since, in their fifth year, they did not have an ordinary practice period and instead approached their practice work as researchers.
- **Research and development competence:** Students feel that their MA work has helped make them research- and development-minded, teaching them to adapt to new situations and use research methods to evaluate their own and others' practice. However, they also express concern that they will not necessarily be able to use their R&D knowledge in their work in schools - that there will be little time for development work, and that their in-depth knowledge may go to waste. One student states that 'I got the feeling in my job interviews that subject knowledge isn't important; what's important is what you're like as a person and how you relate to others.' Students worry that schools are resistant to change, and want to be agents of change themselves. They hope that their future workplaces are aware of the specific skills their five-year degrees have given them, and that schools will allow for teaching research to take place within the school, for instance by giving teachers research time.
- **Cooperation skills and independence:** Every student discussed the importance of cooperation skills. Several students chose to co-write their MA theses, and believe that this taught them transferable professional skills. Students believe that their education has given them a different perspective on cooperation than the one that traditionally reigns in schools, and consider it vital to work together in order to develop academically and pedagogically in their profession. Students also expressed independence through their desire to contribute to development projects in their future workplaces, and to bring in a R&D perspective.
- **Pride:** Students spontaneously express pride in their independent research, and generally seem excited to bring their new skills to their future workplace.

The authors conclude that this cohort of students represents a new teacher role: the teacher-researcher. In contrast to the commonly perceived divide between theoretical knowledge and actual professional practice in schools, the students seem to perceive clear connections between their research and their future work in schools. However, both for the students and for the authors, a question lingers as to how well these students' research-based knowledge base will hold up once they enter a professional

context that values other forms of knowledge. The students express uncertainty with regard to how their own professional identity relates to the values and norms that they perceive as predominant among today's teachers. The authors underline that this uncertainty will be a factor to take into consideration for the institutions that are currently developing new MA programmes for PLS teacher students.

## **2.4 Teacher education institutions and the transition to five-year MAs**

In 2014, the Union of Education commissioned NIFU to write the report *Lærerutdanningene: Statistiske oversikter og utviklingstrekk* ('Teacher education: Statistical overview and developmental features'). Since this report was written before the five-year MAs became obligatory, its conclusions are only partially relevant here. Nonetheless, coming five years after the red-green government's strengthening of the four-year PLS teacher education and shortly after the present government announced five-year PLS teacher educations, this report gives insight into how the 2009 reform affected TE institutions, and how these institutions viewed the 2014 reform in its earliest stages. The following is a brief recap of some of the report's relevant conclusions.

- In 2014, most informants described the then-existing teacher education MAs as primarily created by the initiative of the academic communities themselves, rather than by top-down institutional strategies. Making the five-year MA obligatory will presumably have changed this.
- Most informants express a sense that MA students are succeeding in their studies and managing to complete on time, which runs contrary to the earlier findings of Hovdhaugen et al. (2010). Recruitment to the MA programmes in 2014 was fairly wide-ranging, with many older students who already have experience working in schools, as well as an increased recruitment of younger students.
- Few informants expressed views on whether the five-year MA should become obligatory (the interviews were undertaken before they actually did), but all believed that the five-year MA was here to stay. Many informants underline the need for MA students to undertake a larger-scale, independent research project (45-60 points rather than 30 points), both for the sake of the quality of the MA research itself, for the sake of the student's potential future Ph.D. research, and because in-depth knowledge will be a necessity in the school of the future. Nonetheless, the size and scope of the MA thesis work remains a topic of discussion.

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### 3 How did we get here? Norwegian teacher traditions from the seminar to academia

*This section gives an account of the historical context of Norwegian teacher education. The section is an abridged and translated version of chapter 3 of Om Lærerrollen. To maintain historical and cultural specificity, Norwegian terms have been used for many Norwegian-specific concepts; see the glossary at the end of the report.*

A characteristic feature of the teacher profession's history in Norway, which in different varieties can be recognized in many other countries, is the persistent socio-cultural and ideological gulf between *grunnskolelærere* and lecturers, who have historically taught what is now called PLS and upper secondary school respectively.

The old *Allmueskolen* and the *høyere skole* were each subordinate to their respective authoritative institution: the Church and the University. The central task of *Allmueskolen* central task until the mid-1800s was to prepare children for Christian confirmation. The teacher in *Allmueskolen* stood under the pastor's supervision and often served as a bell-ringer or cantor alongside being a teacher. From the 1860s they gradually won greater autonomy, but being subordinate to the Church still characterized not only *Allmueskolen* but also its successor, *Folkeskolen* (introduced in 1889). Although the parish priest of that time was no longer chairman of the school board as part of his office, he retained his permanent place there until 1959. Until the late 1800s the priests were also leaders of the teacher seminars, where they practised tight control over all aspects of the prospective teachers' lives. Christianity retained a strong hold on teacher education well into the twentieth century.

#### 3.1 The two teacher cultures in the Liberal Party era

With the school reforms initiated by The Liberal Party in 1889 (*folkeskolen*) and 1896 (*høyere skole*), some important premises were laid for the Norwegian teacher profession's further development. Together these two reforms formed the first basis for a national unified school. All pupils were, in principle, to be a part of the same school until the 5th grade. In this way the teacher education was put on the agenda. In 1902 the teacher seminars changed their name to teacher training colleges and became three-year educations. Content-wise they largely built on the seminars (Hagemann, 1992, 117), but with greater emphasis on pedagogy. School history had a central role, in line with the teacher education's dominant historical-philosophical knowledge regime (Thuen 2012).

The competence of teachers in the *høyere skole* got a boost when the *hovedfagsoppgave* was introduced in 1905 as a mandatory part of the university's linguistic-historical and mathematic-natural scientific degree (*embedseksamen*).

The *hovedfagsoppgave* was initially like a semester paper, but gradually increased in scope and evolved into a small independent piece of research. It helped the lecturers to increasingly perceive themselves as communicators not only of knowledge but also of critical scientific attitudes. *Folkeskole* teachers and *høyere skole* lecturers thereby each represented their distinctive "culture of knowledge".

The teacher seminars were "total institutions", where the students' moral life were subject to constant monitoring and control. The first seminars were often in rural areas, where students were spared too many temptations. The seminars' fusion of knowledge, values and moral standpoints had lasting effects for the *folkeskole* teacher's identity and understanding of their social mandate. The schedule was tight, work pressure high, and all the teaching took place in the classroom, modelled on the type of teaching performed in the *folkeskole* itself. The link between the way students were taught in

teacher seminars, and later teacher colleges, and the way they themselves should teach remained strong well into the 1990s.

The university more or less constituted the opposite extremity from a total institution: in line with the German and Nordic university tradition, studies were open and students enjoyed extensive freedom and absence of institutionalized social control. Students were only clearly oriented towards school during their final semester, when they took a pedagogical seminar, which from 1907 was organized outside the university as a practical introduction to teachers' duties *after* completing their degree.

The historical notion of the heyday of teaching in Norway is primarily based on the male teacher with origins in the farming community who worked in rural schools. But the time from 1860 up to the interwar period was characterized by rapid urbanization and feminization of the teaching profession. The two developments are connected: In 1890 62 % of the teachers in urban schools were female but only 11 % of the teachers in rural schools were female. While a vast majority of the male teachers came from the countryside, the female teachers primarily came from the bourgeoisie or the middle class in the cities. But from the turn of the century, women also began to conquer the seminars. Rural schools received an increasing share of female teachers, many of them with a similar socio-cultural background to their male colleagues.

In the interwar period, teacher education pedagogy was subject to a tug of war between the defenders of the seminary tradition and forces seeking a more modernized scientific basis for teacher training. Both lecturers and teachers from the seminars had, each in their way, stood for a distinct historical, linguistic and literary knowledge form. In contrast, there were now great expectations towards educational science. The hope was that a psychologically oriented pedagogy that identified developmental principles for the child's growth would strengthen teachers' professional status and autonomy and establish a secure knowledge base for future school and curriculum reforms. Hand in hand with the belief in science, a pupil-centered pedagogy emerged that put the child's social development rather than gaining knowledge in the centre. With regard to the management of teacher education, the 1930s heralded a shift as well. Before the election in 1936, the Labour Party had stressed in their election program that the state should take over the private teacher colleges.

### **3.2 The two cultures and the welfare state's "enhetsskole" project**

The Nazi occupation of Norway from 1939-45 helped to strengthen the teachers' self-esteem and status in the population. Hardly any civil resistance action in occupied Europe had provoked greater attention and admiration from the free world than the Norwegian teachers' rejection of the Nazi regime and their attempt to impose Nazism on the school and the public upbringing of children. Teachers and lecturers came closer together in the shared resistance against the occupiers. At the same time, they stood hand in hand with the parents. To defend society against an illegitimate government it was crucial to insist that teachers' duties rested on an ethical code and a mission given from civil society. It was stated in the Norwegian teachers' famous declaration of 9th of April 1942, that teaching was not just to "give children knowledge" but also to "teach them to think and do what is true and right." The statement was not worded as a protest to the Nazi authorities, but as a personal promise the teacher gave their pupils in classrooms around the country.

While resistance against the occupation demonstrated the strength of the Norwegian teachers' historical traditions, the post-war period was marked by an education policy of modernization that stood in an ambiguous relationship with the legacy of the Liberal Party era. The *enhetsskole* project won a definitive breakthrough in the dominant and ruling Labour Party at the beginning 1950s, and could be perceived as a natural continuation of the Liberal Party era's policy. Meanwhile, it is widely

acknowledged that the advocates of *enhetsskolen* in the Labour Party were strongly inspired by the Swedish social democracy and their *enhetsskole* project. However, Norwegian educational history has under-communicated the extent to which the Swedish project in turn was inspired by ideas from the United States.

In particular, Gunnar and Alva Myrdal's school and education policy program for Sweden was characterized by themes strongly visible in inter-war American social sciences (Lyon 2001). The German pedagogue Florian Waldow has claimed that Swedish politicians and planners largely built on US models in the development of the post-war Swedish school system, but that both those involved and Swedish education historians have under-communicated this out of a desire to portray Sweden as the international avant-garde nation on the school field (Waldow 2008, 2009).

The teachers who would become the government's close allies in the implementation of the Norwegian *enhetsskole* project, found themselves in a field of tension between old and new. After the war the teaching profession expanded greatly, and recruitment changed. This laid the foundation for long-term shifts in the profession's self-understanding and values. The teacher profession was feminized, and the gender difference between cities and countryside more or less disappeared. A larger proportion of female teachers were recruited from the countryside, while an increasing number of male teachers came from the cities. The proportion of teachers who were sons of farmers was rapidly decreasing.

But this process was slow, and in many ways slower than the general urbanization and industrialization of society would suggest. As late as the 1950s Norwegian teachers were different from their peers in the rest of Europe with regard to their relatively strong association with the farming community. Surveys of teachers' own assessment of their role and educational values show that for a long time, teachers exhibited a mix of modern and more traditional attitudes. A clear majority said they wanted to win children and youth for a particular belief, faith or cause, and at the top top on the list, especially among the female teacher students, was Christianity.

The modern reform pedagogy seemed in some ways to harmonize with the key elements of the seminar tradition: Both held up the ideal of a "school for life" in contrast to a school that only cared for students' intellectual and reproductive abilities. In their political views, teachers held on to their traditional attitudes for a long time. A survey conducted by the Institute for Social Research in 1953 showed that almost half of the country's male teachers still voted for the Liberal Party, while endorsing the Labour Party was still relatively rare.

Evidence also indicates that the teaching methods in the late 1950s *folkeskole* were mostly traditional and only in small ways influenced by the new reform pedagogy, a form of pedagogy many teachers viewed as distant theory.

The Labour Party's major project in education policy in the post-war era was the introduction of nine years of compulsory schooling, divided into 6 years of *barneskole* from the age of 7 and then 3 years of *ungdomsskole* ending at the age of 16. This appealed to the *folkeskole* teacher's pedagogical beliefs and was in their interest. The *ungdomsskole* as a new school within this system gave *folkeskole* teachers a chance to expand their domain and to create new opportunities for advancement. Meanwhile, *folkeskole* teachers and the Labour Party found each other in a common, ingrained scepticism toward an academic elite culture they perceived as an expression of class arrogance. In the 1950s, lecturers still enjoyed a high social and academic status. Both the teacher and the lecturer profession presented a ladder of social mobility, and its members were recruited from the reserve of intellectual talent that the welfare state saw as the school system's task to bring forth.

### **3.3 The teacher's place in the school's "control regime"**

Part of the development of the welfare state in the post-war period was the centralisation of power and authority within most sectors. This was especially the case for schools. The idea of the *enhetsskole* gave strong legitimacy to this kind of control. Strong national management was perceived as necessary to give everyone the same opportunities. It was taken for granted that planning, analysis and innovation had to take place centrally in the system (Karlsen 1992). School councils were controlled through detailed special legislation, regulations and instructions, a national curriculum with minimum requirements for each stage, earmarked resources, a national system of approval for textbooks, and a regional state administration of school directors with significant power.

The teachers had until now shaped the school not only by their daily efforts in the classroom, but also through their dominant position in school policy arenas, from the local school board to influencing the minister of education. Gradually a clearer division of roles between the teaching profession, pedagogical expertise, and the political leadership of schools was established.

One could imagine that teachers as a profession had a sense of being tightly controlled, but this does not seem to have been the case. Through various corporate arrangements, teachers and their organizations had great influence on the design of the school's scope and content. And the teachers seemed to find their role within the given framework. With an individualized role for each teacher, "one teacher, one class, one classroom," this gave teachers the autonomy that made it possible to close the door to the classroom and manage their own teaching. There was also little focus on reporting of the pupils' performance. Although teachers are municipal employees, their organizations always advocated central control (Lauvdal 1996). They have consistently argued for this based on the idea of the *enhetsskole*.

### **3.4 The 1970s – academisation and ideologisation**

From the late 1960s, radical political movements voiced a critique of the welfare state as distance-creating and alienating. Welfare policy was debated, with a demand for more human closeness, belonging and meaning. The political solution was intimate democracy, and more emphasis on social networks. The school policy quickly caught on to these ideas, and the Law on primary education of 1969 demanded democratic bodies on every school: a student council, a parent council, a teacher council and a council for other employees. The new *Mønsterplan for grunnskolen* or Plan for PLS schools, M 74, was drafted in the same spirit. It was a national curriculum, but it contained no minimum demands for what students were supposed learn. Teachers could base their teaching on the local community, and could adapt their teaching to each pupil's abilities and needs.

Not only the school, but teacher training was subject to the decentralization of decision-making powers from the central to the local level. A new law on teacher education in 1973 upgraded the *lærerskole* to a *pedagogisk lærerhøgskole* with greater autonomy. In the 1960s the *lærerskoler* had conducted extensive research and development work under leadership from *Forsøksrådet*. In the 1970s this development work was increasingly initiated and carried out by the teacher education institutions themselves (Østerud, Sunnanå and Frøysnes 2015). This development may, as Harald Thuen (2015) have pointed out, be perceived as the beginning of a comprehensive and accelerating *academization* of the teacher education. But at the same time the 1970s could with some justification be described as a decade of *ideologisation* in teacher education. Together, students and young teachers partnered in a desire to look at the teacher's role in a critical social perspective, and in using teacher education as a tool to transform the school in a "progressive" direction.

Psychologically oriented pedagogy was marginalized as a basis for school development. Instead, the ruling Labour Party developed a close cooperation with social pedagogues (Helsvig 2005, 302). Radical educators and educational policy makers found each other in the desire to create a school where democratic cooperation across social borders or academic abilities was to be a clear priority over the traditional gaining of knowledge. Through organized student democracy, school work was seen as an exercise arena for democratic participation in society. The traditional view that the school was to convey a common cultural "canon", a high-quality cultural tradition that "every enlightened person" was supposed to know, was definitively left behind and discredited. The notion that there was a distinction between 'high' and 'low' culture - a premise that had been the basis not only for the *gymnas*, but also for the *folkeskole* - was deconstructed as an expression of relations of power in society.

In a more mobile society with declining respect for institutions and authorities, "feeling good in school" became a "remedy for increasing school fatigue and problems with discipline." A new role for the teacher was emerging, a role that relied less on the ingrained cultural authority that school had held. (Hagemann, 1992, 304). But teaching was still predominantly teacher-led, with little opportunity for students to influence form and content (Telhaug and Mediaas 2003 268).

### **3.5 Videregående skole: from an academic to a pupil-centered view of knowledge**

Five years after the nine years of *enhetsskole* was implemented across the country, the *gymnas* and more vocationally oriented programs were organized into a common structure in the *videregående skole* (1974). The background was a widespread recognition that the traditional *gymnas* needed a pedagogical and educational renewal in order to better respond to the challenges of a modern society with rapidly rising levels of education. A democratic incentive, adapting teaching to the individual pupil's needs and interests, and an economic incentive, to train flexible individuals for a constantly changing knowledge society, combined to change the approach to knowledge which had formed the basis of the old *gymnas*. Students were to acquire scientific attitudes and reasoning abilities, and simultaneously be acquainted with key national and European cultural traditions. The new approach to knowledge was pupil-centered and process-oriented. Tuition should as far as possible meet the needs of the individual pupil. Based on their own interests and experiences, pupils were primarily expected to "learn how to learn". The teacher was less a source of information than a facilitator and "learning consultant."

### **3.6 Disruption in the 1990s: from welfare state to "knowledge society"**

From the latter half of the 1970s, there were increasingly clear signs that the Western social, economic and political order formed under American leadership after the war was under pressure or dissolving. Concepts such as *globalization* and the *knowledge society* rapidly became widespread. The notion of the knowledge society put education on the very top of the political agenda.

Under the Labour Party's reign in the 1990s, education policy was given a new impetus and a new direction based on this view. Gudmund Hernes was given the task, in contrast to the party's tradition: he was neither an experienced politician nor a "neutral" expert, but a professor of sociology and a well known high-profile intellectual. Hernes' reforms of the *videregående skole* (Reform 94) and *grunnskole* (Reform 97) were then, and now, subject to varying assessments, both in terms of content and consequence. There are still good reasons to see these reforms as turning points. To simplify somewhat, one could say that while the government sought to transform the educational system to meet what were perceived as the requirements of an emerging "knowledge society", teachers and their

organisations identified themselves with a pedagogy and education policy formed in the late stages of the welfare state, reflecting its humanistic views and political objectives.

### **3.7 Education as economic factor – disruption and continuity**

“The challenge for Norwegian knowledge policy is that the country does not get enough expertise out of the people's talent. The results achieved are not on par with the skills that could be developed. This is not just a matter of raising the achievements of those who have higher education, but to make better use of everyone's abilities.”

The Hernes Committee's definition of "the challenge for Norwegian knowledge policy" expressed a new way of thinking about the relationship between economy and education. But it also returned to a mind-set central to the design of the Nordic welfare states since the 1930s and 1940s: the broad strata of the population contained a "talent reserve" which the state, both for democratic and economic reasons, had to exploit. For this reason, it needed an education system that to the greatest possible extent gave equal opportunities for all. Hernes, like Alva and Gunnar Myrdal half a century earlier, was inspired both by American sociology and by an American education system offering higher education for the many, while at the same time cultivating international excellence.

The school was now "dragged out of its sanctuary": It was no longer allowed to define itself as a protective "school for life", but was given a stronger responsibility to qualify pupils for working life. However, for the policy makers working with education in the 1990s, it looked as if teachers were not only unprepared to undertake a mission that responded to the challenges of the "knowledge society", but in fact openly opposed to this reorientation of the responsibilities of the school. This resistance was voiced not only by teachers and their organisations, but was also implied in much of the pedagogy in teacher education and at universities.

One of Hernes's most important objectives was to disband the corporate governance arrangements in schools, reducing teacher organizations' influence and dethroning the teachers and educators as authoritative experts in the school field. This project was prompted by the fact that he seems to have regarded pedagogy more as a producer of ideology than as a science.

### **3.8 Professionalisation from above - a new contract for the knowledge society?**

One way to interpret the recent strong demand for a more professional teacher's role is to look at professionalisation from above and from within as an answer to this question. It is about designing a new contract between teachers and educational authorities in the "knowledge society".

It has been claimed that the political and social legacy of the welfare state has given the Nordic countries a comparative advantage in the globalized "knowledge society", that the competitive market based state has incorporated key elements of the welfare state, and that the strength of the Nordic social democracy has been its ability to (apparently) create continuity between old and new ways of thinking and defining goals (Andersson 2009, Pedersen 2011).

The school policy poses a striking example: While the school has been confronted with far greater demands for efficiency, usefulness and measurable results, incarnated in terms like “competence”, “learning outcomes” and “learning pressure”, the 1970s goal of inclusive education for all has not only been retained but actually considerably extended, in terms of legal rights for all to study at *videregående skole* and to individualised training.

This combination is not only in tune with central aspects of Norwegian political culture, but completely in accordance with the OECD's international education policy. This can be seen as a Nordic translation of the American success model: an education system that is able to unite "mass and class." While the American combination of mass and class was created by a pluralistic education system with a diversity of public and private actors, however, Norwegian education reformers sought to produce this synthesis by strong government control.

This is also the key to understanding how the government stages the professionalisation of teachers: In a school where "everyone is to be included", but the aim still is to assert itself among the top in PISA surveys and other international rankings of students' skills, it perhaps becomes necessary to hold the teachers accountable for student learning outcomes. But in this way the highest authorities also delegate the very real problems of combining "mass and class", issues that are potentially uncomfortable to discuss, to the teacher in the classroom and the management at each school.

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## 4 The institutional landscape

This section discusses the main organisational changes in the landscape of Norwegian higher education institutions that affect the new 5 year TED programs, before giving a brief description of each of the institutions that offer the new programs.

### 4.1 *Teacher education and the structural reform of 2015*

Parallel to and in interaction with the reform of primary and lower secondary TE, the institutional landscape of Norwegian higher education has gone through a major restructuring. With the structural reform of 2015 (“Consolidation for Quality”),<sup>3</sup> the government initiated a scheme of mergers between higher education institutions in Norway. The reform is based on the belief that mergers are the first step to developing more “robust” institutions, and that this will enhance quality in research and education. This is considered particularly important in a period of increasing international competition, where knowledge production is regarded as one of the keys to secure a sustainable welfare state in the future.

The reform was especially targeted at smaller institutions offering general subjects and professional studies, and to a lesser extent at existing universities and specialised universities. Before the reform, Norway had eight universities, about 10 specialised universities (everything from business schools to music conservatories), and some 20 university colleges/universities of applied sciences.<sup>4</sup> After the latest mergers in 2017, 33 institutions have been reduced to 21.<sup>5</sup> The government has encouraged institutions to merge through a number of means, but has never used direct compulsion, and institutions were given a relatively high degree of freedom to choose merger partners or whether to merge at all. Most of the smaller institutions chose to merge with existing universities or with similar institutions in the same region, and the ambition was often to become a university. As of 2017, the number of university colleges/universities of applied sciences is reduced to 10, and three of these aim to apply for university status in 2017.<sup>6</sup>

Although the reform met some protests, especially from the smallest institutions, the government has reached its original objective without the use of forced mergers, and most institutions have been able to find fitting partners. One of the reasons for the success of the structural reform – at least seen from the government’s perspective – is the simultaneous reform of primary and lower secondary teacher education, initiated by the same government. At the time of the launch of the structural reform, it became clear that it would be difficult for some of the smaller institutions to offer the new five-year master’s programs in primary and lower secondary teacher education, mostly due to the size and competence level of the academic staff at the existing four-year programs. Several university colleges realised that they did not have enough staff members holding PhDs or professorships to fulfil NOKUT regulations’ staff composition criteria for master’s degrees. Thus, in order to be able to offer the new master’s degrees, these university colleges would have to merge with other university colleges or with one of the “old” universities. The government used this logic actively to foster mergers, especially for the smaller university colleges in the sparsely populated northern, western and south-eastern regions.

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<sup>3</sup> <https://www.regjeringen.no/en/topics/education/higher-education/innsikt/struktur-i-hoyere-utdanning/need-for-reform/id2415316/>

<sup>4</sup> The terms university colleges and universities of applied sciences are used about the same type of institution in Norway.

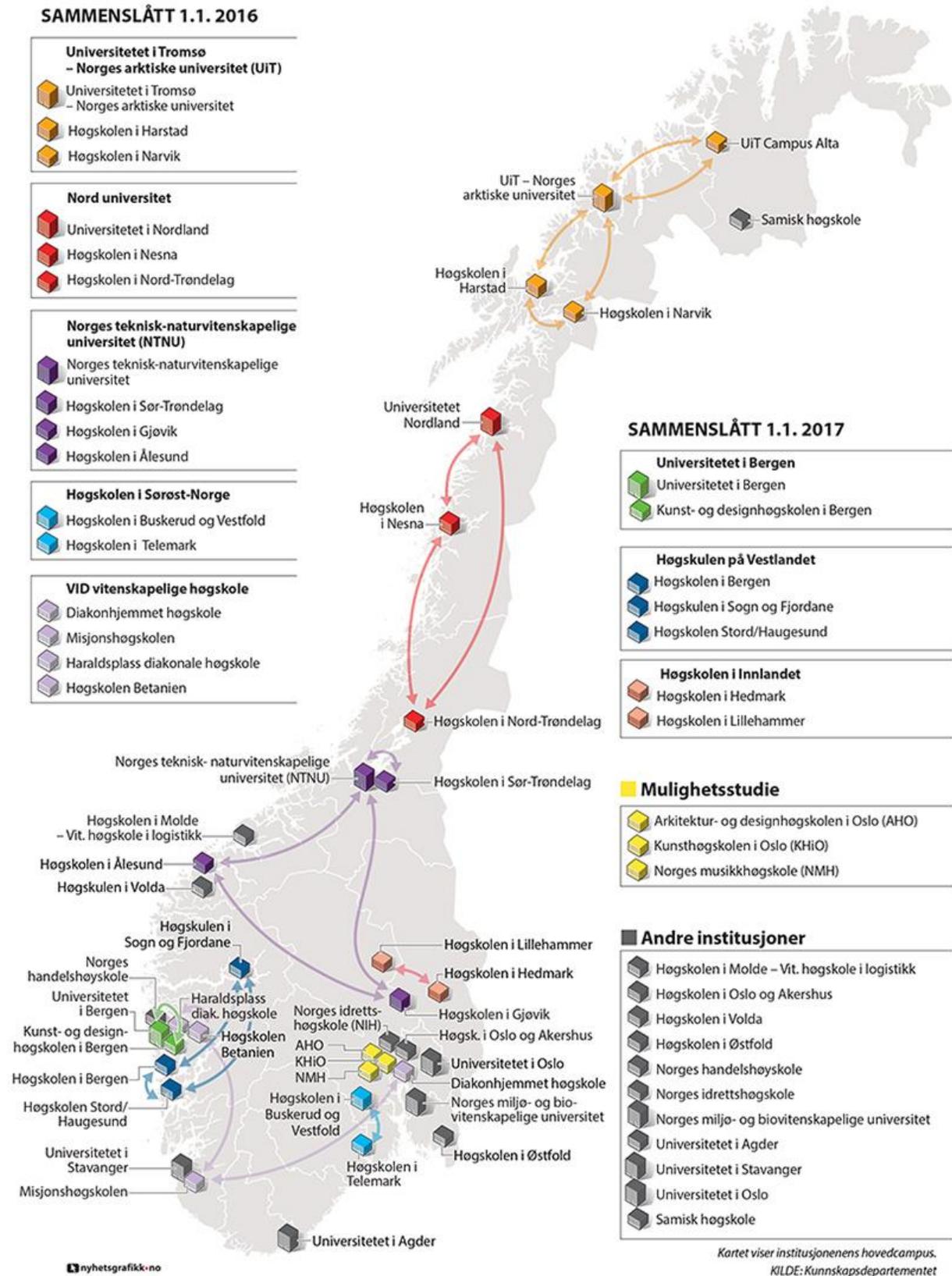
<sup>5</sup> <https://www.regjeringen.no/en/aktuelt/fra-33-til-21-statlige-universiteter-og-hoyskoler/id2515995/>

<sup>6</sup> Oslo and Akershus University College of Applied Sciences, University College of Southeast Norway, Western Norway University of Applied Sciences and Inland Norway University of Applied Sciences.

Although the merged institutions can be said to be reinforced and more “robust”, the main challenge is yet to come. In order to enhance research and teaching quality, it is not sufficient to merge the institutions’ legal, administrative and economical structures. The greater and more complicated challenge is to combine existing study programs and research communities from different institutions into new, coherent academic structures. This particularly affects teacher education, where some of the newly merged institutions will be offering 5-year masters’ programs that are more or less based on the same academic structures as before the reform, with separate programs at different campuses. In many cases, it is uncertain how much interaction and teacher and student exchange will take place between the campuses (ie. former institutions).

The map on the next page shows which institutions have merged in 2016 and 2017. Institutions in grey have not been affected by the reform.

## 4.2 Mergers from 2017 (all institutions) with principal campuses



### 4.3 Profiles of TE institutions

The following review of institutional profiles does not form a comprehensive or systematic study, and does not assess academic quality. It rather aims to describe the historical and current political contexts that distinguish institutions, their relation to political authorities and NOKUT, organisational aspects after the structural reform, location and geography. Included are also an overview of other TE programs (continuing education and vocational TE programs not included) and the new 5-year programs' master specialisations.

Institutional profiles also contain key figures about size and competence level of the teaching staff, number of students and student/staff ratio at existing primary and lower secondary TE programs, as well as the total number of students at the institution. Please note that teaching staff figures reflects the situation in the academic year 2015/2016, and these figures are likely to have changed with the transition to 5-year programs.



#### 4.4 UiT – The Arctic University of Norway (UiT – Norges arktiske universitet)

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
n.a.	n.a.	n.a.	n.a.	400	15 500

Other TE programs: Kindergarten, Upper secondary school, Postgraduate Certificate in Education and PhD in pedagogics.

Master specialisations:

- 1–7: English, Physical Education, Arts and Crafts, Maths, Natural Science, Norwegian, Social Studies, Initial Education.
- 5–10: English, Physical Education, Arts and Crafts, Maths, Natural Science, Norwegian, Social Studies.

Website: <https://en.uit.no/>

The country's northernmost primary and lower secondary teacher education programs are found at this university's Tromsø and Alta (Finnmark) campuses. The present university was formed after the merger of the University of Tromsø (UiT) with Tromsø University College (2009) and the regional university colleges of Finnmark (2013), Harstad (2015) and Narvik (2015).

The University of Tromsø was formed as a full-fledged university with a radical program in the late 1960s in order to provide university studies in most disciplines in the northernmost regions. The university has also the country's oldest continuous primary and lower secondary education, as the country's first teacher seminary was established in Trondenes in 1826 and moved to Tromsø in 1848. Teacher education at all levels still constitutes a major part of the university, and the university was awarded a Centre for Excellence in Education in 2011, ProTed. The year before, UiT became the first Norwegian HEI to offer a five-year integrated primary and lower secondary teacher education program, as part of the project 'Pilot i Nord'. In conjunction with ProTed, this pilot project has made it possible to experiment, test and develop concepts and principles for future TE master's programs. (See the chapter "Where are we going?" for more on this.)

Most of the university's TE programs are offered at the Tromsø main campus just outside Tromsø city centre (population: 75 000), and there is a considerable geographical distance to the other campus offering primary and lower secondary teacher education (Alta, pop.: 20 000, 2000 students). This may pose an obstacle for integrating academic communities, especially since the campus in Alta has decentralized courses/components offered as far away as in Kirkenes on the Russian border, a 10 hour drive or an hour's flight from Tromsø (30° east, which is further east than Istanbul).

#### 4.5 Sámi University of Applied Sciences (*Sámi allaskuvla/Samisk høgskole*)

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
n.a.	n.a.	n.a.	n.a.	14	120–150

Other TE programs: Kindergarten.

Master specialisation: Sámi language.

Website: <http://samas.no/en>

The institution was established in 1989 in Kautokeino (pop. 3000) order to offer university level degrees in the Sámi language, and has a national responsibility for higher education among the Sámi indigenous minority. In addition to indigenous studies, Sámi languages, arts and crafts, the institution offer degrees in journalism and Sámi TE. In addition to Norwegian Sámi students, the institution also recruits Sámi students from Sweden and Finland; however, due to the low number of applicants, TE programs do not admit students every year. The criteria for offering five-year master's degrees are not yet fulfilled, mainly because of the limited size and academic competence of the teaching staff. Since NOKUT has not been able to accredit the new programs, it is still uncertain whether the new primary and lower secondary teacher education programs will start up in 2017.

#### 4.6 Nord University (*Nord universitet – NORD*)

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
68,8	37 %	12 %	10,2	702	12 000

Other TE programs: Kindergarten, High School, Postgraduate Certificate in Education for grades 8–13, (PhD in the study of professional praxis).

Master specialisations:

- 1–7 Bodø: Norwegian, Maths, CREE, Special needs pedagogics.
- 1–7 Levanger: Norwegian, Maths, Music, Special needs pedagogics.
- 1–7 Nesna: Norwegian, Maths, Music.

- 5–10 Bodø: Norwegian, Maths, English, Natural Science, Special Needs Pedagogics.
- 5–10 Levanger: Norwegian, Maths, English, Natural Science, Social Studies, Special Needs Pedagogics.
- 5–10 Nesna: Norwegian, Maths, Natural Science, Social Studies.

Website: <http://www.nord.no/en/>

When the relatively newly accredited University of Nordland merged with the equally sized university colleges of Nesna and Nord-Trøndelag in 2016, concerns were raised about the academic quality of the new structure, and whether the institution after mergers still fulfils the formal criteria for university accreditation. The results of NOKUT’s preliminary supervision process suggest that the competence level of the academic staff of the three former institutions combined is below accreditation criteria for universities in Norway, however, the university has been given time until 2018 to strengthen its academic quality.

Due to vast distances between the three main campuses, Nord University also faces challenges of integrating academic communities at the three main campuses in Bodø (pop. 40 000), Nesna (pop. 1800) and Levanger (pop. 20 000) respectively, with more than 300 kilometres between Bodø and Nesna and another 300 km between Nesna and Levanger. This is further complicated by the university board’s decision to place the leadership of the new Faculty for Teacher Education at the southernmost campus in Levanger. However, the reorganization of the three former TED faculties into one faculty suggests that there is a strong will to integrate academic communities across campuses, and in a recent interview, the new dean states that she spends time on all three campuses every week. The Nesna campus is under constant pressure due to its remote location and size, but also the Bodø campus offers decentralized studies in remote areas (Vesterålen) where the linkage to the academic community in Bodø is of uncertain degree.

#### **4.7 Norwegian University of Science and Technology (Norges teknisk-naturvitenskapelige universitet – NTNU)**

Teaching staff (FTE) 2015/16 <sup>7</sup>	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
104,5	56 %	8 %	6,6	691	40 000

Other TE programs: upper secondary school, Postgraduate Certificate in Education, PhD in Education, PhD in research with focus on Teacher Education and School Practice.

<sup>7</sup> Teaching staff numbers relates only to the former University College of Sør-Trøndelag.

Master specialisations:

- 1–7: Norwegian, Maths, English, Natural Science, Social Science, Christian and other religious and ethical education (CREE), Physical Science, Music, Special Needs Pedagogics, General Pedagogics.
- 5–10: Norwegian, Maths, English, Natural Science, Social Science, Christian and other religious and ethical education (CREE), Physical Science, Music, Special Needs Pedagogics, General Pedagogics.

Website: <http://www.ntnu.edu>

After NTNU's merger (technically a takeover) with the university colleges of Gjøvik (in eastern Norway), Ålesund (in western Norway) and Sør-Trøndelag (in Trondheim) in 2016, NTNU is now Norway's largest university, with its focus still mainly within science and technology. With the inclusion of former Sør-Trøndelag University College, NTNU now offers teacher education on all levels, except kindergarten. The university has made a great effort to integrate the organisation of former primary and lower secondary TE programs at Sør-Trøndelag University College with the existing higher secondary TE programs at NTNU, and a single department is now responsible for all TE programs. The fact that both institutions had TE programs at campuses in Trondheim, Norway third largest city (pop. 187 000), has undoubtedly made the transition easier than with other institutions. However, there has still been some protest against the organisation of the new programs, and the different types of TE programs are still taught at different campuses in Trondheim.

#### 4.8 Volda University College (*Høgskulen i Volda – HVO*)

Teaching staff (FTE) 2015/16 <sup>8</sup>	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
33,6	51 %	8 %	7,1	238	4000

Other TE programs: Kindergarten, upper secondary school, Postgraduate Certificate in Education.

Master specialisations:

- 1–7: Norwegian, Maths and Special Needs Pedagogics
- 5–10: Norwegian, Maths, Social Studies, English and Special Needs Pedagogics.

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<sup>8</sup> Teaching staff numbers relates only to the former University College of Sør-Trøndelag.

Website: <http://www.hivolda.no/index.php?&lang=eng>

Despite heavy political pressure, Volda University College has remain unaffected by the structure reform so far. This single campus university college in Volda (pop. 9000), with long traditions as a TE institution, has insisted on its autonomy and has been unable to find fitting merger partners in the region. The lack of PhD programs in teacher education means that Volda was obliged to apply to NOKUT for accreditation for its new five-year programs. Accreditation was granted in early 2017 after the institution had documented that it had reinforced its teaching staff by hiring more professors in mathematics didactics. In addition to teacher education, the university college offers degrees in journalism, health and social services, as well as more traditional university disciplines in humanities and social sciences.

#### **4.9 Western University of Applied Sciences (Høgskulen på Vestlandet – HVL)**

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
162,9	51 %	12 %	11,8	1883	16 000

Other TE programs: Kindergarten, upper secondary school, Postgraduate Certificate in Education, PhD in the study of education and didactic processes.

Master specialisations:

- 1–7 Bergen: Norwegian, Maths, English, Food and Health, Music, Natural Science, Christian and other religious and ethical education (CREE), Physical Science, Arts and Crafts, Social Studies.
- 1–7 Sogndal: Norwegian, Maths, English, General Pedagogics.
- 1–7 Stord: Norwegian, Maths, Music, Arts and Crafts, General Pedagogics.
- 5–10 Bergen: Norwegian, Maths, English, Food and Health, Music, Natural Science, Christian and other religious and ethical education (CREE), Physical Science, Arts and Crafts, Social Studies, Special Needs Pedagogics, General Pedagogics.
- 5–10 Sogndal: Norwegian, Maths, Physical Science, English.
- 5 – 10 Stord: Norwegian, Maths, Music, Arts and Crafts, General Pedagogics.

Website: <https://www.hvl.no/en/>

The three regional university colleges of Sogn & Fjordane, Bergen and Stord/Haugesund merged on 1 January 2017 to form HVL. Alongside the new Inland University of Applied Sciences, HVL is the newest of the merged institutions offering TE. All three merged institutions have been providing primary and lower secondary TE for decades, but it was uncertain whether Sogn & Fjordane and Stord/Haugesund would have been able to establish five-year master's degrees on their own. Bergen, on the other hand, had both master's and PhD degrees in teacher education, and this enabled the merged structure to accredit all its new primary and lower secondary masters regardless of campus. There are long travel distances between the campuses: both the two smaller campuses at Stord (pop. 14 000) and Sogndal (pop. 8000) are more than three hours by car from Bergen. This means that it is still uncertain to what extent the two smaller campuses are able to benefit from the larger academic community in Bergen, Norway's second largest city (277 000 inhabitants). HVL has also a number of decentralised course offerings in remote parts of Norway's western region, and collaborates on distance studies with NLA University College, offering courses to students all over the country with classes at Oslo airport.

#### 4.10 NLA University College (NLA Høgskolen)

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
38,5	39 %	3 %	11,8	296	1600

Other TE-programs: Kindergarten.

Master specialisations:

- 1–7: Christian and other religious and ethical education (CREE), Norwegian, General Pedagogics.
- 5–10: Maths, Social Studies, Christian and other religious and ethical education (CREE), General Pedagogics.

Website: <https://www.nla.no/eng/english-frontpage?lang=eng>

NLA is the result of the merger of three private Christian university colleges in 2013, where the former teacher academy in Bergen (the original *Norsk Lærerakademi* (NLA)) has been educating primary and lower secondary teachers since the late 1960s, as well as kindergarten teaches. Since the institution does not offer PhDs in teacher education, NLA was one of four smaller TE institutions that had to apply to NOKUT for accreditation for its new five-year programs. After some effort, accreditation was granted in December 2016.

#### 4.11 University of Stavanger (Universitetet i Stavanger – UiS)

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
51	49 %	14 %	10,8	550	9500

Other TE programs: Kindergarten, upper secondary school, Postgraduate Certificate in Education, PhD in Education.

Master specialisations:

- 1–7: Norwegian, Maths, English, Physical Science, Social Studies, General Pedagogics, Special Needs Pedagogics.
- 5–10: Norwegian, Maths, English, Physical Science, Social Studies, General Pedagogics, Special Needs Pedagogics.

Website: [https://www.uis.no/?lang=en\\_GB](https://www.uis.no/?lang=en_GB)

This is a one-campus general university located in Norway's third largest urban area. As well as a number of professional studies and technology, the university offers TE on all levels, from kindergarten to upper secondary school. UiS is also host to the Norwegian Reading Centre, researching reading skills in school. The institution attained its accreditation as a university in 2004, and has not been involved in the most recent wave of mergers.

#### 4.12 University of Agder (Universitetet i Agder – UiA)

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
59,7	59 %	22 %	13,5	807	12 000

Other TE programs: Kindergarten, upper secondary school, Postgraduate Certificate in Education, PhD in Pedagogics.

Master specialisations:

- 1–7: Norwegian, Maths, Food and Health, Physical Science, Initial Education.
- 5–10: Norwegian, Maths, Social Studies, Food and Health, Physical Science, English.

Website: <http://www.uia.no/en>

The University of Agder offers primary and lower secondary TE at two campuses in the neighbouring cities of Grimstad (pop. 12 000) and Kristiansand (pop. 87 000). It resembles the University of Stavanger both in size and composition of study programs. The institution was accredited as a university in 2007, but has one of the country's longest tradition for teacher education, dating back to 1839. Today, it offers teacher education at all levels. Together with UiT, Agder is the only university that already offers five-year master programs in primary and lower secondary teacher education. Unlike most primary and lower secondary programs at other institutions, UiA's TE faculty (or unit) does not have its own teaching staff, and staff from other faculties are brought in to teach. Like Stavanger, Agder has not been involved in mergers recently. Teacher education at UiA is also involved in a Centre for Excellence in Education: MatRIC, the Centre for Research, Innovation and Coordination of Mathematics Teaching, which focuses on the teaching and learning of mathematics in engineering, science, economics and teacher education.

#### **4.13 University College of Southeast Norway (Høgskolen i sørøst-Norge – HSN)**

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
101,6	34 %	8 %	14,1	1427	17 000

Other TE programs: Kindergarten, upper secondary school, PGCE, PhD in pedagogical resources and learning processes in kindergarten and school.

Master specialisations:

- 1–7:
- 5–10:

Website: <https://www.usn.no/english/>

This university college is the result of the merger of the university colleges of Telemark and Buskerud-Vestfold in 2016, the latter being the result of an earlier merger in 2014. Adding the decentralised multi-campus structure of the former Telemark University College, this institution is still a fragile and fragmented structure, and is currently undergoing comprehensive structural and organisational changes. Thus, the newly erected Faculty of Teacher Education and Pedagogics offers teacher education on all levels at five campuses scattered around the vast and not easily accessible counties of Buskerud and Telemark, as well as in the more densely populated Vestfold County. Primary and lower secondary teacher education is taught at four campuses, Porsgrunn (pop. 36 000), Notodden (pop. 12 700), Horten (pop. 27 000) and Drammen (pop. 68 000). Due to the merged institution's considerable size and diverse academic communities, a crucial object for the latest merger has been to obtain university status, and an accreditation process has been initiated. Although not a

university yet, the former University College of Vestfold’s PhD in “pedagogical resources and learning processes in kindergarten and school” allows the new institution to self-accredit all its new five-year TE programs, irrespective of campus.

#### **4.14 Oslo and Akershus University College of Applied Science (*Høgskolen i Oslo og Akershus – HiOA*)**

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
119,4	52 %	11 %	11,5	1372	18 000

Other TE programs: Kindergarten, PhD in in Educational Sciences for Teacher Education.

Masters specialisations:

- 1–7: all teaching subjects, Initial Education, General Pedagogics, Digital Pedagogics, Special Needs Pedagogics.
- 5–10: all teaching subjects, General Pedagogics, Digital Pedagogics, Special Needs Pedagogics.

Website: <http://www.hioa.no/eng/>

This urban university college, with its main campus situated in Oslo city centre, is not only the country’s largest university college, but also larger than some of the existing universities. HiOA offers a wide range of studies, mainly in professional fields, such as nursing, engineering and teaching, as well as design and technology. The institution has newly merged with a number of formerly independent social science research institutes, and also has its own research institute within the study of professions (*Senter for profesjonsstudier – SPS*). In teacher education, the institution focuses on its primary and lower secondary TE programs, which are all taught at the main campus in Oslo. Like Southeast, HiOA is eager to obtain university status – according to its leadership, the institution is already a university in all other respects, and should therefore be conceded university status.

#### **4.15 Inland Norway University of Applied Sciences (*Høgskolen i Innlandet – INN*)**

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
96,8	61 %	20 %	5,6	540	14 000

Other TE programs: Kindergarten, PGCE, upper secondary school (Languages), PhD in Teaching and Teacher Education.

Master specialisations:

- 1–7: Norwegian, Maths, English, CREE, Music, Natural Sciences, General Pedagogics.
- 5–10: Norwegian, Maths, English, CREE, Music, Natural Sciences, General Pedagogics, Social Studies.

Website: <https://eng.inn.no/>

The merger of Lillehammer University College with Hedmark University College is effective from 1 January 2017. However, the merger has not affected primary and lower secondary teacher education directly, since the former Hedmark University College was the only one of the two to offer these programs. At its Hamar (pop 30 000) campus, teachers have been educated for 150 years this year! In addition, the institution offers TE at master's and PhD level. With its broad and advanced TE portfolio, Inland Norway University of Applied Sciences has the right to accredit its own study programs within this field, despite not being a university. However, the new institution has already signalled that it will apply for university accreditation in 2017.

#### 4.16 Østfold University College

Teaching staff (FTE) 2015/16	Staff with doctoral degree 2015/16	Staff that are professors 2015/16	Student/staff ratio	Number of TE students (2016)	Total number of students
69,1	64 %	14 %	5,8	402	7000

Other TE programs: Kindergarten, PGCE, upper secondary school (Languages).

Master specialisations:

- 1–7: Norwegian, Maths, English, General Pedagogics.
- 5–10: Norwegian, Maths, English, German, General Pedagogics.

Website: <http://www.hiof.no/frontpage?lang=eng>

Together with Volda University College, Østfold is the only regional university college that has not been part of any of the recent mergers. Teacher education programs on all levels except PhD are offered at the main campus in Halden (pop. 30 500), close to the Swedish border. The lack of any TE PhD program means that the institution had to apply for accreditation for its new five-year programs, which was granted by NOKUT in autumn 2016.

## 5 Who is the Norwegian teacher student?

Norwegian teacher education is continuously changing, and since many teachers in Norway stay in the profession for much or all of their working lives, the body of teachers in Norway at any time consists of people who have been through very different educations. But there are still some commonalities in the people who enter higher education to become teachers in Norway. This section discusses some trends in recruitment to Norwegian teacher education, attempting to answer the question: when we talk about the student in this text, who are we referring to?

### 5.1 How do students become teachers?

There are currently several ways to qualify to become a teacher in Norway, but two main paths: you can take a teacher education degree, or take a non-teacher education degree and add on a year of PPU (literally ‘practical-pedagogical education’, a postgraduate certificate of education). Different teacher education degrees can qualify you to teach at different levels, but the one-year PPU can only qualify you to teach grades above grade 5.

Studies of Norwegian teacher education currently tend to divide qualified teachers into three main categories based on their level of education:

- Allmenn/grunnskolelærere (general/PLS school teachers, who have three years of teacher education)
- Adjunker (adjuncts, who have four years of education)
- Lektorer (lectors, who have an MA-level education)

From 2017, all students in primary and lower secondary school education will be studying for an integrated five-year MA degree. This means that the divisions and differences that have traditionally existed between allmenn/grunnskolelærere, adjuncts and lectors will not apply in the same way to the teacher students and teachers of the future.

### 5.2 Who goes into teacher education?

Gender: Traditionally, the most highly educated teachers (lectors) have been men: in the cohort of lectors born in 1920, 90% were male, though there were higher percentages of women among the less highly educated teachers. This has changed considerably in recent years: in the cohort of lectors born in 1985, the gender balance is 50-50. In the 1985 cohort, there are more women than men in both the adjunct and the allmenn/grunnskolelærer group. Some research interprets the growing predominance of women among those who become qualified teachers as a drop in status for the profession, but Om Lærerrollen questions this, pointing out that the share of women is growing both in Norwegian higher education overall and in traditional professions like medicine.

Social background: Studies (like Breen and Jonsson, 2005) tend to show a fairly strong connection in Norway between parents’ occupations, education level and income, and their children’s educational choices and achievements. This is no less the case for students who enter teacher education. Om Lærerrollen has a study of the parental backgrounds of students who started teacher education between 1975 and 2014. Among its findings are that throughout this time period, students who attended lector programmes were more likely than students in other teacher programmes to have parents who held

MA degrees. Students in all kinds of teacher education had parents with incomes above the national median, but teacher students attending universities tended to have parents with higher incomes than teacher students attending university colleges.

Overall, the study suggests that Norwegian teacher educations have so far tended to recruit students with very similar social backgrounds to students at other higher educations of similar scope. This state of affairs has not changed dramatically over the last four decades. However, teacher education students do differ from students studying for what are sometimes called the «traditional» professions (described in this study as medicine, law, civil engineering, economics, architecture, odontology, veterinary medicine and psychology). Students in these fields generally have parents with higher incomes and higher levels of education than teacher students do.

Grades from upper secondary school: Om Lærerrollen has a study of students entering teacher education from 2003-2014, comparing the final upper secondary school grades of lector, adjunct, and allmenn/grunnskolelærer students, as well as students in the first of the new 5-year integrated MA programmes. The study shows that overall, students in teacher education have high school grades that are as high as or higher than those of students in educations of similar scope. Lector programmes attract students with higher grades than do most other educations apart from the traditional professional educations, and allmenn/grunnskolelærer and adjunct students have similar grades to students in educations of similar scope. As Næss et al (2014) point out, the relatively low number of applicants per place in teacher educations does not necessarily lead to low intake grades.

Changes in intake policy have not had a drastic effect on intake grades in teacher education. In 2005 the grade requirement for allmenn/grunnskolelærer education was raised, and the average grades of teacher education students rose in general, although only slightly. This increase stabilized in the years leading up to 2014.

If the intake goal for teacher education is to attract the students with the highest grades from upper secondary school, there is still some way to go in Norway. Students in the traditional professional educations still have distinctly higher grades. In lector educations, between 30 and 40 % of students were in the top fifth of their year on graduating upper secondary school; in allmenn/grunnskolelærer educations between 10 and 15%, and in the traditional professions, between 60 and 70%. In general, teacher educations at universities attract students with higher grades than teacher educations at university colleges.

### **5.3 How attractive is teacher education to students in Norway?**

Statistics Norway predicts that Norway will not be able to fill its need for primary and lower secondary school teachers in the years leading up to 2040 (Gunnes and Knudsen 2015), so attracting more candidates to these educations is important. Over the last two decades, the supply of teacher education places has largely matched the demand, and applicant reserves have been low. From 1996 to 2015 allmenn/grunnskolelærer educations have offered places to the vast majority of qualified applicants (With and Mastekaasa 2014), and since 2000 it has been one of the educations with the lowest number of qualified first-choice applicants per place. (First-choice applicants are applicants who select this education as their top priority when applying through Samordna opptak, The Norwegian Universities and Colleges Admission Service.) A factor that affects the popularity of all teacher educations is Norway's economic situation: in periods of economic upturn applicant numbers

go down and in periods of downturn they go up, suggesting, perhaps, that the teacher profession is perceived as a safe harbour in bad economic times.

It is still too early to say for sure how the new five-year MAs in primary and lower secondary education, and the new increase in grade requirements, will affect who chooses to become a teacher education student tomorrow.

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## 6 How do students and program teachers perceive the teacher education programs?

Since 2013, NOKUT has conducted annual student surveys (“*Studiebarometeret*”) that are sent to all second year bachelor students and to all second year master students, around 60 000 students in total, with a response rate of about 45 %. In the survey, students are asked about their views on different aspects of education quality in their study program, as well as their own motivation, level of engagement, and time spent on organised learning activities and individual work.

In 2016, NOKUT also piloted a teacher survey that was sent to about 6000 faculty members teaching in a selection of study programs (response rate 40 %), among them the existing 4-year bachelor programs in PLS teacher education. The teachers were asked about their views on different quality aspects in their own study program. Both surveys cover many of the same topics, such as use of and satisfaction with different teaching and learning methods, program design, internationalisation, training in methodology and research skills, relevance to professional life, etc., and respondents rate questions on a 5-point scale. For the student survey, questionnaires, results and analyses are available in English at NOKUT’s website.<sup>9</sup>

For PLS teacher education programs, the response rate is consistently high in both surveys. In total, 466 people working with teacher education answered the teacher questionnaire.<sup>10</sup> In the student survey, the average response rate is about 60 % for the teacher programs. Thus, data from NOKUT’s student and teacher surveys give substantial insights in different qualities of the existing 4-year bachelor teacher education programs, although they might not tell us the whole truth about the programs’ *study quality* as such. The surveys contain both questions that reveal how students and teachers themselves assess different dimensions of program study quality (“perceived study quality”), as well as questions that are not concerned with quality in the sense of “good or bad”, but rather about the existence or degree of different qualities. For instances, when students are asked whether English is used as a teaching language, we may assume that their answers relate to the reality, irrespective of their opinion of having English as a teaching language. Still, results from these questions must also be treated carefully – for instance, do teacher students count English didactics courses as courses taught in English, or not? Another weakness of the student survey with respect to 4-year teacher programs is that respondents are commenting at a relatively early point in their studies.

Nevertheless, in what follows, results from a number of different themes that appear in both surveys are presented on a national level: time usage (organised learning activities and individual work), research and development work, internationalisation, working life relevance, practice training and program design and program content. In the spreadsheet in the appendix, results are also presented for every single program.

In order to give the reader an idea of the results’ significance, scores from existing 4-year bachelor teacher education programs are compared with the national average, as well as results from existing comparable 5-year master’s programs such as high school teacher (the lector program), theology, psychology (only student survey), engineering, and economics (both surveys). Respondents from these 5-year programs include both students at second and fifth year (master’s level). It may seem unfair to

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<sup>9</sup> <http://www.nokut.no/en/About-Studiebarometeret/>

<sup>10</sup> It is not possible to compute response rates on program level in the teacher survey, and the distribution of respondents between 1–7 and 5–10 program teachers is unknown.

compare 4-year bachelor programs to 5-year master's programs, especially with respect to the role of research and development work, but results from these programs should rather be considered as a relevant ambition level for the new 5-year teacher education programs.

Both surveys use Likert scales (1–5), where 1 is the lowest score and 5 is the highest score. In addition, most questions have “Do not know” as an alternative. We have not calculated if differences between groups (i.e. programs) are significant. In cases with many respondents, even small differences will be statistically significant, but often substantially insignificant. On the other hand, relatively large differences (i.e. 0,5) between groups with few respondents can be statistically insignificant.

## 6.1 Research and development work

Most of the questions in this category are found in the teacher survey, where teachers are asked about the relation between their research and development work and their teaching. Do they draw upon their own R&D work when teaching, and how does teaching affect their own R&D work? Both teachers and students are asked about the role of research skills in the curriculum. The 4-year teacher education programs score well above average, and scores from the teacher survey's questions about the utility of research competence for teaching are comparable to engineering programs. Results are also comparable to engineering when teacher educators are asked if they include research-like activities in their students' learning activities. Perhaps less surprisingly, teacher educators respond to a high extent that their teaching experience supports their R&D work.

However, scores are below national average when teachers are asked about to what extent students are involved in their own R&D work. The explanation for this is most likely that students are in their second year, and have not had extensive exposure to research methodology yet. Even if some research training is already included in the 4-year programs, these programs also score below national average on students' research skills both in the teacher survey and in the student survey, but still comparably to scores from engineering and economics programs.

<b>Questions from teacher survey:</b>	TED <sup>11</sup> n=466	ALL n=2169	Econ. n=59	Eng. n=498
To what extent does your research competence support your teaching?	4,2	3,3	4,1	4,3
To what extent does your teaching experience support your R&D work?	4,3	2,7	3,0	3,3
How often do you include research-like tasks in your students' work?	3,3	3,0	2,9	3,4
How often do you involve students in your own R&D work?	2,6	2,9	2,1	3,0
Students' knowledge about scientific work methods and research	2,9	3,4	3,1	3,2
Students' skills related to research or development work	2,8	3,1	2,7	3,1
<b>Questions from student survey:</b>	TED n=1549	ALL n= 29 900	HS TED n=507	Eng. n=1361
Satisfaction with knowledge of scientific work methods and research	3,2	3,5	3,4	3,5
Satisfaction with knowledge of scientific work methods and research	3,0	3,9	3,1	3,2

## 6.2 Internationalisation

The 4-year teacher programs generally score low on internationalisation, and results are generally reliable given that questions are mostly concerned with the degree of various aspects of

<sup>11</sup> Abbreviations in tables: TED: primary and lower secondary teacher education, ALL: national average, Econ.: economics, Eng.: engineering, HS TED: High school teacher education, Psy.: Psychology.

internationalisation, and do not indicate perceived quality. However, since students are asked at a stage in their studies where they cannot be expected to have experienced much internationalisation, there is reason to believe that many have responded with low scores where they in fact should have responded “do not know”. For instance, after 1,5 years of study, students cannot be expected to have opinions about exchange students’ enrichment of the learning environment. Still, most other questions from the student survey give relevant indications of the influence of internationalisation during the first 1,5 years of the study program.

The teacher survey results, on the other hand, concern all years of the program, and we should rely more on teacher opinions on whether exchange students enrich the learning environment. For this question, the score is lower than the national average and for engineering and economics, but not decisively negative. The same goes for teachers’ knowledge of exchange agreements, and the utility of student exchange abroad, though students seem to be less aware of exchange possibilities than their teachers are. Teacher students are also less aware of exchange possibilities than the national average, and well behind economics and engineering. For the questions about exchange abroad, there are big variations between study programs (cf. spreadsheet).

For the other questions on internationalisation, the 4-year programs generally score very low, and results from both surveys are relatively coherent. Both surveys indicate that English textbooks are not commonly used, and English as a teaching language even less, especially compared to engineering (which scores well above the national average), but also compared to high school teacher education (student survey only) and economics.

Scores are also low with respect to teacher exchange, especially for the use of international guest lecturers, where both surveys suggest that this is not commonly used in teacher education.

<b>Questions from teacher survey:</b>	TED n=466	ALL n=2169	Econ. n=59	Eng. n=498
My study programme has exchange agreements with foreign programmes	3,1	3,5	3,9	3,9
Exchange students profit from study periods abroad	3,6	3,9	3,8	4,0
I use English as a teaching language	1,8	2,6	3,0	3,8
Teachers on the programme have acted as exchange teachers abroad	2,2	2,5	2,8	2,8
The study programme has often had exchange teachers from abroad	1,7	2,1	2,2	2,3
International students enrich the programme's learning environment	3,1	3,4	3,4	3,7
Making adjustments for foreign students hampers the teaching process	2,0	2,2	2,0	2,4
<b>Questions from student survey:</b>	TED n=1549	ALL n= 29 900	HS TED n=507	Eng. n=1361
I am well informed about options for study exchanges abroad	2,3	2,8	2,7	3,1
English is often used as the language of instruction	1,9	2,5	2,8	3,9
The syllabus is largely in English (or other non-Scandinavian languages)	1,6	2,6	3,0	4,2
The study programme has often had (guest) lecturers from abroad	1,5	2,1	2,3	2,9
International students enrich the study programme's academic environment	1,6	2,3	2,5	3,1
I often participate in academic activities with international students	1,2	1,7	1,6	2,2

### 6.3 Working life relevance

The 4-year teacher education programs generally score high on relevance to working life, which is perhaps not surprising, given the high demand for teachers in Norway and the fact that teacher education is a professional program. Compared to high school teacher education, PLS education scores somewhat lower on most questions in the student survey. Students also seem to be somewhat more pessimistic about the relevance of their education than their teachers are; however, students’

viewpoint on this should not be given too much weight, since they cannot be expected to have complete insight into the relevance of their studies before they have entered working life themselves. Although scores are generally high, there are some remarkable exceptions on the institutional level (cf. spreadsheet), which it would be relevant to study more closely.

<b>Questions from teacher survey:</b>	TED	ALL	Econ.	Eng.
To what extent do you agree that this programme:	n=466	n=2169	n=59	n=498
is relevant for occupational life	4,6	4,4	4,2	4,5
offers good job opportunities	4,7	4,2	4,2	4,4
gives knowledge that is important in working life	4,6	4,4	4,2	4,4
gives skills that are important in working life	4,5	4,4	4,2	4,4
<b>Questions from student survey:</b>	TED	ALL n=	HS TED	Eng.
The study programme:	n=1549	29 900	n=507	n=1361
is relevant to 'natural' occupational fields	4,4	4,3	4,5	4,3
provides good career opportunities	4,6	4,2	4,8	4,2
provides competence that is generally useful in occupational life	4,3	4,3	4,4	4,2
cooperates well with workplaces in the labour market	4,0	3,7	4,4	3,6

## 6.4 Program design and content

Results are on a national average, and close to scores from 5-year engineering programs. Teachers seem to perceive a higher degree of study program coherence than students do, and the discrepancy between students' and teachers' opinion on this issue are greater than for most other integrated programs, for instance engineering. This is also the question where scores differ the most from the national average, and there are also some remarkable differences between programs in the teacher survey (cf. spreadsheet).

However, the most remarkable result is perhaps the teacher survey's relatively low score on cooperation between teachers on teaching. Although results are in line with the national average, one would expect teacher educators to cooperate more on planning and developing their teaching than teachers in other programs would, such as engineering and economics.

<b>Questions from teacher survey:</b>	TED	ALL	Econ.	Eng.
To what extent:	n=466	n=2169	n=59	n=498
do you plan your teaching in cooperation with colleagues?	3,8	3,6	3,2	3,5
do you conduct your teaching in cooperation with colleagues?	3,2	3,2	3,2	3,3
do you think your module(s) is/are well integrated in the program's design?	4,3	4,3	4,2	4,2
do you think that practice/placement training is well integrated?	3,8	3,5	3,1	3,2
<b>Questions from student survey:</b>	TED	ALL n=	HS TED	Eng.
The study programme:	n=1549	29 900	n=507	n=1361
consists of courses that are well connected and integrated	3,6	3,9	4,1	3,8

## 6.5 Practice

Scores for 4-year teacher programs are generally close to national average scores. However, on some questions these programs score lower than the national average and lower than 5-year psychology programs (but not high school teacher programs), for instance on students' views on how well they are prepared for practice, and on communication between the practice site and the institution of study. Students seem to be content with the practice work itself, but give lower scores on questions that concern the relationship between practice work and their institution of study. In the same vein, teacher students (including high school) give fairly low scores to the theoretical courses' relevance to practice

work. One would also expect teacher education programs to get higher scores than the national average on satisfaction with the use of practice training experience as a basis for theoretical reflection, although there are big differences between programs.

In sum, survey results seem to confirm evidence from previous evaluations and research on Norwegian teacher education that practice work functions well at the practice schools, but that the links between practice schools and institutions and between practice work and the theoretical curriculum are weak.

<b>Questions from teacher survey:</b>	TED	ALL	Econ.	Eng.
To what extent:	n=466	n=2169	n=59	n=498
do you think that practice/placement training is well integrated?	3,8	3,5	3,1	3,2
<b>Questions from student survey:</b>	TED	ALL n=	HS TED	Psy.
How satisfied are you with:	n=1549	29 900	n=507	n=253
How well your institution prepares you for practice training?	3,3	3,4	2,9	3,6
Communication between the practice site and your institution?	3,0	3,2	2,7	3,4
Feedback received during practice training?	3,9	3,7	3,5	3,7
The level of profession-specific challenges you met during practice training?	4,1	3,9	3,6	3,9
The relevance of the programme's theory content to your practice training?	3,3	3,6	2,8	3,6
How experience from practice training is used as a basis for discussion/reflection in non-practice teaching?	3,7	3,7	3,4	3,7
Practice training in general	4,1	4,0	3,4	4,1

## 6.6 Concluding remarks

Data from the teacher and student survey do not offer any big surprises; on the contrary, they seem to confirm statements made about PLS teacher education in previous evaluations and research. For instance, the comprehensive NOKUT evaluation of 2006 identified the integration of practice and teaching in theoretical subjects as one of the main challenges for PLS teacher education.<sup>12</sup> Although there might have been large improvements, this appears still to be a weak point. Similarly, weak relations between the different actors contributing to the study programs (teachers in pedagogics, subject didactics, practice teachers etc.) were highlighted as a point for improvement in 2006. However, compared to the 2006 evaluation, the programs' R&D basis seems to be less of an issue ten years later. On the other hand, the international orientation of study programs, teaching staff and students appear from the surveys to be the point that needs most improvement in 2017, even though this was hardly an issue in the 2006 evaluation.

<sup>12</sup> *Evaluering av allmennlærerutdanningen i Norge 2006. Del 1: Hovedrapport. NOKUT 2006.*

## 7 Glossary

Many Norwegian educational terms do not have direct translations in English, and in many cases, usages have changed over time. This glossary explains the Norwegian terms used in this report.

**Allmennlærer:** ‘General teacher’: an older term for a teacher in primary and/or lower secondary school.

**Allmueskole:** ‘Populace school’: a historical term for primary and lower secondary school.

**Barneskole:** ‘Children’s school’: Primary school.

**Enhets-skole:** ‘The unified school’: A historical term for a school system that gives the same education to all students, regardless of social standing or academic ability.

**Folkeskole:** ‘The people’s school’: a historical term for primary and lower secondary school.

**Forsøksrådet:** A governmental body that existed from 1954-1984, and conducted experimental trials in school teaching and teacher education.

**Grunnskolelærer:** Teacher in primary and/or lower secondary school.

**Gymnas:** An older term for upper secondary school.

**Hovedfagsoppgave:** ‘Main subject thesis’: An extended piece of independent research roughly equivalent to an MA thesis, now replaced by the MA thesis.

**Høyere skole:** ‘Higher school’: a historical term for schools at the upper secondary and, sometimes, lower secondary level.

**Lektor:** ‘Lector’: Teacher in upper secondary school.

**Pedagogisk lærerhøgskole:** Teacher training college.

**Ungdomsskole:** ‘Youth school’: Lower secondary school.

**Videregående skole:** ‘Advanced school’: The current term for upper secondary school.

