CURRENT DEVELOPMENTS IN THE
TEACHER EDUCATION OF
NORWAY

by
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President Emeritus of
Winona State College
Winona, Minnesota

1972
This report provides a background on Norwegian teacher education programs, policies, and requirements in 19 educational institutions. The basic 2-4 year teacher preparation programs are described. The 1961 law covering the teaching requirements and qualifications for these programs was investigated with the emphasis on the ferment involving the pattern of teacher education in Norway in recent years. Sixteen colleges offering further training for teachers in specialized subject areas are listed. The effect of the Basic School Law of 1969 on Norwegian educational standards is cited. These effects focus on the urgency of examining and revising the teacher education programs offered in the teachers' colleges. Implications for further teacher education programs are made, focusing on the development of the New Law for Teacher Education which is expected to be passed in 1972-73. With the coordination of the proposed Teacher Training Council under the New Law and teacher education programs, it was hoped that the needs and demands of qualified teachers in Norway would be met. A glossary of terms and a 32-item bibliography are included. (BRB)
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This study was carried on under a research grant in 1970-1971 from the United States Educational Foundation in Norway. Valuable assistance has been given to the writer by teachers, students, college and university staff members, as well as administrators involved in teacher education in Norway. Conferences with many persons have helped to provide an understanding of the developments taking place currently.

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Lektor Sigmund Sunnanå, Secretary,
Teacher Training Council, Oslo

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I. Introduction

Teacher education in Norway is carried on in a number of institutions of various types. However that carried on in "Lærerskolene," or teachers colleges is the main concern of this present article. Among the many studies which have dealt with Norwegian education and with the teachers colleges, those of Hove (1) Lange (2) and Huns (3) published in English are of special interest.

Present programs for preparing teachers for the nine year "basic school" (grunnskolen, law of 1969) (4) are carried on in 17 teachers colleges located at: Bergen, Bodø, Eik (Tønsberg), Elverum, Halden, Hamar, Kristiansand, Levanger, Nesna, Notodden, Oslo, Sagene (Oslo) Stavanger, Stord, Tromsø, Trondheim, Volda. Sogndal is now designated a teachers college in 1972 and Alta has special classes of 4-year line at the gymnasium on a temporary basis, with possibly teachers college status in 1973.

The programs of preparation are 2 years or 4 years in duration. The 4 year line requires that applicants be at least 17 years of age, have completed elementary school and continuation school or "folk high school" and be able to pass an entrance examination conducted by the college. The required curriculum includes religion I (Old Testament) and religion II (New Testament and dogmatics), Norwegian, English, social studies, (integrated with pedagogy) science, mathematics, music, art, physical education, practice teaching, with a total from 30 to 37 class periods per week. The teacher
examination (on leaving college) includes written tests in mathematics, Norwegian (two forms) and in pedagogy. Oral examinations are held in some of the subjects completed each year and grades are assigned by teachers in the skill subjects. All grades appear on the testimonial or certificate given by the college when the student's work is concluded.

The 2-year or student "line" requires that the applicant be 19 years of age by July of the year he is to enter college, and he must have successfully passed the "examen artium" concluding the academic gymnasium or secondary school. As an alternative the applicant may present evidence of equivalent training from other domestic or foreign schools. All applications are made to The Teacher Training Council which has rules regarding special "points" allowed up to 14 for relevant experience and other training in addition to points allowed for "examen artium". The Council assigns applicants to each college in groups or classes of 30 each, and the number of such classes is determined by the department (KUD) based on staff, resources, space, etc. available at each college. The Teacher Training Council may advise the department in relation to admission and other matters affecting the colleges.

Competition for admission to the 2-year "line" of the teachers college has been and continues to be keen, there

*The total of new classes to be admitted annually nationwide is fixed by parliament based on teacher demand as well as budgetary factors.
having been two to three times as many applicants as there were places available. There have been a number of studies (5) (6) relating to those admitted, showing the interest there is in determining if the academic qualifications, the maturity, the professional inclination, the personal qualities of the applicants are optimal for those who are to be teachers in the elementary schools. It has been pointed out by Sandven (6) that the high ratio of applicants in relation to numbers admitted "makes it possible to secure well qualified people for teaching service, provided the students are selected in a proper way and given an adequate training." It has been said that most of the teachers "seem to be ideally motivated" for their career choice, though some may fail in their service and withdraw from the profession.

There are two curriculums offered in the 2-year line, one being the ordinary and the other the English line. The English line with 6 hours weekly in each year in English, has less hours in science, music, art, and pedagogy than the ordinary line. Both lines have 34-37 class hours per week for two years with instruction in these subjects: religion, Norwegian, social studies, science, mathematics, music, art, physical education, pedagogy, practice teaching. Written teacher examinations (finals) are held in Norwegian and pedagogy plus English for that "line". Oral examinations may be given at the end of the first year in religion I, natural sciences or writing (penmanship). At the end of the second year there is an oral examination in at least one
of: religion II or pedagogy, one of the natural sciences, music, art, or physical education. In the English line there may be an oral English test. In those subjects in which there is no oral test, the student receives a grade on his "testimonial" based on classwork taken.
II. Present Programs and Requirements

The 1961 law covering training requirements for teachers in schools (7) provides in PP 3:

1. "Teachers" (lærere) must have passed the teacher examination according to the law of 11 February 1938 (8)

2. "Adjunkt" shall have a/, b/, or c/
   a) history / philosophy or mathematics / science examination for the degree "cand. mag."
   (this usually requires 4-5 years university study after "examen artium") Following the "adjunkt" and "lektor" degree, the candidate is required to take a ½ year course at the Pedagogical Seminary in order to qualify for teaching.
   b) teacher examination plus 2 years further training at a teachers college or teacher examination and examination in two subjects with 1 year of study for each subject, either special training at a teachers college, special subject training college, university or state college for teachers. (Trondheim)
   c) equivalent training in institutions, domestic or foreign

3. "Lektor" shall have a) or b)
   a) history / philosophy or mathematics / science examination for the higher degree "cand. philol., cand. real., or cand. mag."
   (this usually requires 7 years university study after
"examen artium". Following the "adjunkt" and "lektor" degree, the candidate is required to take a 1½ year course at the Pedagogical Seminary in order to qualify for teaching.

b) equivalent preparation at institutions, domestic or foreign, if the special study is at the same level as the degrees in 3 a).

4. Teachers in special subjects or groups of subjects must have a good general education and special training in the subject. The total training should equal that required of a "teacher".

There has been an active and extended discussion regarding the preparation which teachers of youth school level (ungdoms skole), grades 7, 8, 9, should be required to have completed. This controversy is related to the question of teachers' preparation by the universities (at adjunkt or bachelor's degree level) for teaching in grades 7, 8, 9 or the alternative preparation of teachers for this school level by the teachers colleges. As of 1972 it appears that the alternatives will be written into the new law which will cover teacher training, so that both possibilities will be open.

The 1961 law (7) set the qualifications for teachers in these school types:

1. a) primary level of the 9-year basic school and the 7-year elementary school

b) youth school or youth level of the 9-year basic school
2. special school
3. continuation school
4. folk high school
5. secondary modern school (realskole)
6. secondary school (gymnas)
7. business "gymnas"
   3 year business "gymnas"
   1 year course after "gymnas"
8. vocational school

Under this law, teachers in I a) level (above) are to have completed a teachers college curriculum (with teacher examination) or to have equivalent training from Denmark, Finland, Iceland, Sweden or other country. They must be able to use Norwegian language, oral and written. Teachers with "adjunkt", "lektor" or subject training but without the "teacher examination" may teach in foreign language, domestic science, arts, crafts, physical education, music. Teachers in I b) level (above) shall have "teacher examination", "adjunkt" or "lektor" qualification. Individual subjects may be taught by a "subject teacher", at the youth school level.

It is to be noted that there are institutions in addition to the teachers colleges, which prepare teachers in subjects or fields. Some teachers with this preparation may teach a subject e.g. school economics or physical education, in the basic school, probably at youth level. Currently, schools for preparing teachers in various fields as listed (9)
are:

1. State Teacher School in Arts and Crafts - Blaker
2. Norway's Higher School in Sports (Physical Education) - Oslo
3. Pedagogical Seminary for Teachers in Trade and Vocational Schools - Oslo
4. Kindergarten Teacher Schools (five in number)
5. State Teacher School in Household Arts - Stabekk
6. State Teacher School in Arts and Crafts - Notodden
7. State Teacher School in Arts and Crafts - Oslo
8. State Teacher School in Mercantile and Business Subjects - Oslo
9. State Special Teacher School - Oslo
10. State Teachers Higher School - Trondheim (University of Trondheim)

There is also available at the vocational teachers colleges, further training of one year's duration. These colleges are:

Bergen - State Teachers College - Household Arts (heimkunnskap)  
(From 1972 merged with Bergen Teachers College)

Notodden - State Teachers College - Applied Arts**  
(forming+)

Oslo - State Teachers College - Applied Art***  
(forming+)

Oslo - State Teachers College - Business Subjects

**with major emphasis on metal, drawing, textiles, wood

***with major emphasis on drawing, textiles

"Forming" as now used refers to fine and applied arts with emphasis on skills and materials.
In addition to the above, there is a Pedagogical Seminary for vocational teachers which prepares for teaching in schools of trades and industry, etc. is, agricultural schools, schools for fishery, and the like. Further training in various subject matter areas is also available in the appropriate department at Universities located at Oslo, Bergen, Trondheim, Tromsø. Summer term offerings for teachers are available at these universities. Further training in special education for teachers of retarded and handicapped is offered by the State Special Teachers' College in Oslo (Statens special laererskole).

Other offerings available if the demand is sufficient can be had through University of Newcastle (English) and Goethe Institute, Luneburg, Germany (German). Certain private school offerings in music can be taken at conservatories at Bergen, Oslo (two), Stavanger, Kristiansand. In Bergen the Norwegian Teacher Academy offers courses in religion for teachers. For physical education teachers there is a state higher school in sports, established in 1968, which has absorbed the state gymnastic school in Oslo. Regular curriculums are 1 year and 2 years in length, and there will be offerings of further training toward the "lektor" degree for teachers studying in this field.

Post - or in service teacher education (etterutdanning) will soon have more emphasis. A brief reference is made to state teacher courses and to the offerings of short courses arranged by the Norwegian teachers association.
in ... brochure of the Teacher Training Council. (9) Some of the participants in special courses at the teachers colleges are teachers-in-service, especially those now wishing additional training which will qualify for "adjunkt" competence which is required for a salary level above that of "teacher" (lærer).

In general those who wish to become teachers in specialized areas, must have 4 years of training after the 9 year schooling, or 2 years of training after "examen artium". Those who become vocational school teachers must have completed 9 years of schooling, have a trade school certificate, 2 years practical experience in the subject, one year of general education and a half year of pedagogical training. Those who seek admission to the schools for preparing teachers in arts and crafts must generally have had 9 years in basic school or secondary school plus 2-3 years in vocational or art-handwork school. The curriculums vary with the special skill areas but are generally 2 years in duration. The school for preparing teachers of business subjects must have had secondary schooling with "examen artium", Secretarial training or a 2-year business secondary schooling which carry added "points" toward admission to teacher training. Practical business experience in the subjects to be taught is required. The curriculum is two years in length and includes a half year in pedagogy.

The State Special Teacher Training School offers a one year and a two year curriculum for teachers, kindergarten
teachers and others who have completed an approved teacher training program. The specializations offered are for the
A. Hearing-handicapped
B. Sight - handicapped
C. Speech, reading, writing handicapped
D. Mentally retarded
E. Behaviorally handicapped

The State College for Teachers (formerly Laererhøgskole, NLaT) now University of Trondheim, offers an opportunity for teachers who have completed programs at the teachers colleges to take advanced study, in regular year or summer courses. Currently (1970-71) subject area offerings at the University of Trondheim are: Nordic and other languages, history, pedagogy, psychology, philosophy, religious studies, social studies, mathematics, biology, chemistry, physics. Offerings in various subject areas are also available at the universities.

Teaching in single subjects or subject groups in the upper level of the basic 9-year school (youth level), and in the lower secondary school as well as in the folk high schools calls for the qualification of "adjunkt", or 2 to 2½ years beyond the regular 2 year line of the teachers colleges.
III. The Setting for Change

There has been considerable ferment involving the pattern of teacher education in Norway in recent years. The 1938 law (8) dealing with teachers colleges had set up the pattern for admission of students, subjects to be taught with goals to be achieved, examinations to be administered and other provisions for the structuring of teacher education in these colleges. This was followed by detailed regulations set up by the department (Ministry of Church and Education) covering admission tests and teacher examinations established by Royal resolution of 20 May 1939 and revised 16 September 1963. (10)

During the period of World War II until 1945, when Norway was occupied by Germany, there was no formal change in the law governing teacher training and the teachers colleges. The next period of ten to fifteen years was one of readjustment and recovery after the war years with few substantive changes being made in the program of teacher education.

However there were many influences at work, such as contacts with foreign schools, foreign educators and school systems which lead to an increasing awareness of internal as well as external problems in education. A significant influence toward change in teacher preparation has been the activity of educational leaders in the schools, in teachers colleges, the department. (Müller) Proposals, discussions,
comments, appeared on programs of teachers' group meetings and in their journals. Added impetus was given by research relating to teaching and teacher preparation, spearheaded by the Institute for Educational Research at the University of Oslo whose publications in this field are extensive, and only a few of which can be listed. (11) (12) (13) (14)

By 1954, interest in problems of education was evident when a new law (8 July 1954) relating to experimentation and reform in schools of many types, was enacted by the parliament. Previously there had been a study by a group set up under the Ministry of Church and Education reporting in 1950 (15) that teacher education should be extended from a 2 year to a 3 year program offered in colleges spread over the entire nation plus a few higher level teachers colleges with advanced 2-year programs. The report stressed the need for a broad academic background and an appropriate subject matter depth. The students' academic load should be lightened, and newer, freer, up-dated instructional methods and materials should be introduced. It was also emphasized that there should be a sound basis for evaluating the students' fitness for the teaching profession. A minority of the group felt that the time was not appropriate for a radical change in the program of teacher education and limited their recommendations to a proposal that standards of student admission to teacher training be strengthened.

As early as 1952 the teachers colleges faculty organization (Lærerskolelaget) had in a national meeting
adopted a proposal for a revised plan of teacher education. This proposal included a lengthening of the 2-year line based on "examen artium" to a 3-year program and to strengthening the existing 4-year program based on entrance examinations, by requiring more preparation in secondary school subjects. The faculty organization proposal was fully examined by the Ministry of Church and Education in a publication of 1954 (16) which concluded that admission standards for the "4-year line" should be strengthened and that the "2-year line" should have a broader framework, but that extensive changes should not be made at that time. The department did however agree with the recommendation of the Teacher Training Council (Laererutdanningsrådet) that experimental programs of various kinds should be set up.

Accordingly in the period 1954-1961, there were some experimental programs set in motion at Oslo, Sagene, Volda, and Hamar teachers colleges. These and subsequent experimental programs were staff-initiated at the teachers colleges, after which the proposed programs were examined by both the Teacher Training Council and the Council on Experimentation in Schools (Forsøksradet for Skoleverket). When approved by both of these councils the proposals were forwarded to the department (KUD) which would generally approve if the financial budget allowed.

In (1970-71) a number of "experimental lines" were under way at the colleges as detailed in the brochure, "Teacher Education" (Laererutdanning) published by the
Teacher Training Council. (9) Colleges at Bodø, Eiverum, Levanger, Sagene, Trondheim have been conducting experimental programs within the framework of the existing "2-year line". Some features of these programs include a period of study in core subjects followed by a free choice by students of certain subjects which they will study further. The required number of class periods has been reduced and the student works individually or in groups on topics or projects selected with advice of the instructor. The traditional class group of 30 has been divided under modified instructional plans. In certain subjects a small unit of 5 students works together on an assignment or project. These units may come together in groups of 10, 15, or 30 students for special topic study and for summation. Another variation has been to assemble larger lecture groups of 60 or 120 students for certain types of presentation such as staff or guest lectures.

Another series of experiments is in progress relating to a new "3-year line", since it is generally accepted that the "2-year line" will be extended to 3 years. Colleges at Bergen, Hamar, Kristiansand, Oslo, Tromsø have programs involving the "3-year line." In addition, at Notodden and Volda beginning 1970, new "3-year lines" with specialization in one subject matter area have been set up. The pattern of experiments varies from the 2-1 model where the specialization comes in the final year to a pattern like that at Oslo where specialization is spread over the last two years.
Subject areas included are Norwegian, mathematics, English, with a view toward preparing teachers for the whole 9 year school. Certain colleges offer specialization in different subject matter areas depending on staff interest and training. These experimental programs have been described in a publication by the Council on Experimentation (Forsøksradet) of June 1969. (17)

Another type of experimentation was under way in a number of colleges in 1968-69. This was one year of further training (videreutdanning) in a subject or subject matter area following completion of the conventional "line" and the successful passing of the "teacher examination". Some of the offerings in the education field were special education, counseling and guidance, primary education, practice teaching supervision. In academic areas there were offerings in Norwegian, English, German, religion, social studies, physical science, physical education, music, and household arts. (18) This further training has now developed to a point where all teachers colleges will have offerings for 1972-73 as listed. In all, 43 classes (30 students each) will be enrolled for further training.

<table>
<thead>
<tr>
<th>College</th>
<th>No. of classes (30 students per)</th>
<th>Subjects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bergen</td>
<td>1 each</td>
<td>Social Science; Music; Drama; Instructional Aids</td>
</tr>
<tr>
<td>Bodø</td>
<td>1 each</td>
<td>Special Education; Norwegian</td>
</tr>
<tr>
<td>Eik</td>
<td>1 each</td>
<td>Norwegian; Special Education; English; Physical Education</td>
</tr>
<tr>
<td>College</td>
<td>No. of classes</td>
<td>Subjects</td>
</tr>
<tr>
<td>-----------</td>
<td>----------------</td>
<td>--------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Elverum</td>
<td>2</td>
<td>Physical Education</td>
</tr>
<tr>
<td>Halden</td>
<td>1</td>
<td>Special Education</td>
</tr>
<tr>
<td>Hamar</td>
<td>1</td>
<td>Primary School Pedagogy</td>
</tr>
<tr>
<td>Kristianand</td>
<td>1 each</td>
<td>Chemistry; Physics; Christianity; English; Household Arts; Primary School Pedagogy; Special Education Practice teaching supervision</td>
</tr>
<tr>
<td>Levanger</td>
<td>2</td>
<td>Physical Education</td>
</tr>
<tr>
<td></td>
<td>1</td>
<td>Biology</td>
</tr>
<tr>
<td>Nesna</td>
<td>1</td>
<td>Music</td>
</tr>
<tr>
<td>Notodden</td>
<td>1</td>
<td>Physics-Mathematics</td>
</tr>
<tr>
<td>Oslo</td>
<td>1</td>
<td>Norwegian</td>
</tr>
<tr>
<td>Sagene</td>
<td>1</td>
<td>German; Primary School Pedagogy; English</td>
</tr>
<tr>
<td>Stavanger</td>
<td>1 each</td>
<td>English; Special Education; Music; Norwegian; Christianity</td>
</tr>
<tr>
<td></td>
<td>1 half year class</td>
<td>Physical Education - Norwegian</td>
</tr>
<tr>
<td>Stord</td>
<td>1 each</td>
<td>Arts; Norwegian</td>
</tr>
<tr>
<td>Tromsø</td>
<td>1 each</td>
<td>Special Education; Mathematics; English (Probably Lapp language)</td>
</tr>
<tr>
<td>Volda</td>
<td>1 each</td>
<td>Social Science; Norwegian; Physical Education</td>
</tr>
</tbody>
</table>
The present state of activity (1970-71) relating to Norway's teacher education in the teachers colleges has been associated with other educational developments as noted, but the thrust evident now is closely related to the new law (1969) for the basic school. (4) The more obvious features of this law are the extension of the compulsory school attendance to 9 years (age 16) with two levels:

1) Primary levels 1-6 grades
2) Youth levels 7-9 grades with an optional year of preschool and an optional 10th year under arrangements to be subject to approval of the department (KUD).

Another noteworthy feature is the change in the paragraph setting forth the objective of the law. (4 - paragraph one.) The prior laws dealing with elementary schools adopted 1739, 1827, 1848, 1860, 1889, 1936, 1959, had formulated the paragraph on the objective of elementary education generally in language such as this: "the school shall help to give children a Christian and moral upbringing and to make them good members of society." The 1959 law added that "the school should develop their talents and abilities and give them good general knowledge." Also new in the 1959 law was the concept that the school has a "task together with the home." The words "good general knowledge" are also new in 1959 to the objective formulation. (19) But the words "good members of society" has been changed in the 1969 law to
"self reliant person." An entirely new note was introduced into the paragraph with these words: "the school shall promote intellectual freedom and tolerance and place stress on good cooperation between teacher and pupils and between the school and the home." It is of interest to note that there was considerable discussion in parliament regarding the objective as stated in the law but it was adopted with only one negative vote, reflecting the popular will that the school shall be oriented toward ethical and moral values which are associated with the Christian religion. This has implications for the curriculum of teachers colleges especially in regard to the religion courses required, the content and the topic emphasis therein.

The law provides that children of parents not members of the state church may be partly or completely exempt from the instruction in religion. It also states that teachers who teach religion shall do so in conformity with the teachings of the Evangelical Lutheran Church. However the law also provides that a teacher who is not a member of the state church or the Evangelical-Lutheran Free Church is not required to teach religion even though he may have the necessary training to do so. A paragraph in the law stipulates that the state church bishop and parish pastor or a pastor designated by the bishop has a right to listen to the instruction in religion and give advice regarding this instruction. With regard to other views of teachers, the law provides that neither in the notice of vacancy nor in other
ways shall the applicant be required by the school boards to give opinions on political or cultural questions.

A significant background study preceding the adoption of the basic school law of 1969 (4) was that of a committee on the elementary school (Folkeskolekomiteen av 1963). The committee report (20, Chapter V) treats rather fully such topics as objectives and resources for the elementary school. The problem of differentiated instruction is examined, as the school is now to become comprehensive (enhetsskole), taking on functions previously assigned to the continuation school as well as the first years, grades 8 and 9, of the secondary school.

The main points in the committee's report (20) with regard to objectives are:

a) The school shall prepare pupils for life in work or occupation, for life in society and for family life. It shall equip the pupil for living.

b) The school shall transmit the cultural heritage, by which is meant the sum total of experience and insights accumulated in the past with respect to faith, tradition, custom, art, literature, knowledge, skills and institutions.

c) The school shall assist the pupils in their growth and development. One of its foremost goals must be to stimulate the pupils' interests and talents.

The formulation of these objectives and their approval by
The parliamentary committee on the school legislation which submitted the school law enacted in 1969 has certain direct implications for the ongoing development in teacher education.

The basic school law of 1969 (4) has been called a "full-authority law." In a number of its paragraphs it gives the department full authority to establish appropriate rules and regulations. These will be wider in range and more extensive than before. At the same time the department has stated that regulations and instructions should lead to decentralization so that local school authorities, the individual school and its divisions may have a greater influence than formerly (21) on instruction and administration. The department circulated to the schools (1970) a new "Normalized" or curriculum outline for instruction in the basic school for the various grades and subjects. Reactions and comments were solicited from school officials and teachers so that a plan could be issued for use by fall of 1971. Instruction in foreign language is required under the new 1969 law in all 9 year schools. The new plan called "Model Plan For the Basic School" (provisional edition 1971) (22) was issued by the department (KUD) for temporary use, pending final action on it by the parliament probably in spring or fall 1972.

Under the new basic school law the individual teacher will have more freedom than formerly to set up his own schedule of instruction and plans. He may choose topics, materials, methods appropriate to school subjects. One educator's comment may be typical. (Nordland 13)
"Teaching staffs will need greater freedom within wide curricular and well-defined financial limits to set up a more flexible and adaptable type of teaching suited to the local school situation." There will be need for cooperative planning by teachers of the same grade level and by teachers of middle grades with those of the early and subsequent grade levels. In larger schools the possibilities for team teaching exist, as well as the possibility for teaching at several grade levels in a subject for which a teacher is specially prepared. An example would be foreign language instruction now to be provided.

Another feature of the 1969 law is the provision for councils to represent various groups: pupils, parents, teachers, and other school employees. For example, every school is to have a pupil council for grades 7, 8, 9 in which each class is represented by a pupil elected by the class. In primary level schools there may be a pupil council elected from and by grades 4, 5, 6 if there is a need for such a council. Each class is to have a "class council" composed of all pupils in the class. The department has issued instructions on guidelines (21) for the composition, operation, and responsibility of the various councils. It is notable that the parents' council embraces all parents with children in the school. There is a school council for each community composed of school administrators and teachers. A teachers' council in each school is composed of principal and teachers, and there is also a council for other employees of the school.
There is a select committee (samarbeidsutval) composed of elected representatives from teachers council, employees council, pupils council, parents council, community school board, plus the school director. This committee with approval of the school board sets rules or guidelines for the operation of the other councils named. An operational structure for democratic participation in all school affairs is thus written into the 1969 law for the basic school (grunnskolen) and the machinery is described in regulations (21) issued September 1970.

Perhaps the most significant aspect of the basic school law of 1969 is the implied change in educational philosophy. Formerly the obligatory period of schooling was seven years in the elementary school (folkeskolen). Thereafter there were four main types of schooling available:

1) academic gymnasium leading to "examen artium" and higher types of institutions.
2) modern secondary schools of 2 or 3 years leading to special schools for occupational training.
3) continuation schools for some pupils, often associated with part-time work, and with practical training.
4) practical-vocational or trade schools for others.

Under the new law, the obligatory school attendance is to be 9 years with a possible withdrawal after 8 years in special cases. The continuation school is to be dropped, and the first two years of secondary schools, modern and "gymnas" will be included in the new basic school. It thus becomes
a comprehensive school for all children, with limited election of subjects available in grades 7, 8, 9. It is planned that there will be differentiated teaching provided for the varying abilities of pupils, and more intensive subject matter preparation will be needed by teachers in the 7, 8, 9 grades than that needed by teachers in the 7 year elementary school. This will have a pronounced effect on the assignment and future education of teachers. In the past it was common for a teacher to start with a class of pupils in grade one and move with the class year by year. Women were often assigned grades 1, 2, 3, while men preferred the upper grades. In schools where the upper grades were segregated by sex, women teachers were commonly assigned to classes of girls, and men teachers to classes of boys. Now mixed classes are usual for upper as well as the lower grades.

Not yet resolved is the problem connected with instruction in smaller rural schools where teachers have pupils of two or more age levels in a class. Schools of this type will likely be continued because of local conditions such as difficulty in providing bus transportation and housing for pupils whose homes are distant or seasonally inaccessible from school. The teachers for these schools will require a preparation differing from that needed by the teacher of a single grade at primary level.

The transition to the 9 year basic school is not yet complete (1972). The change from the former rigid time table and instructional outlines to the more flexible program being
developed in the new "model plan" will call for considerable modification and accommodation by the schools and their teaching staffs.
V. Implications for Teacher Education

There is a general awareness in Norwegian education circles that the basic school law and the changes that it calls for in the schools has pin-pointed the urgency of re-examining and revising the teacher education programs offered in the teachers colleges (teacher education is used here with reference to the colleges under the 1938 law). Some of the needs are apparent from the foregoing discussion of the basic school law. While there is by no means agreement on all the specifics of a new program for preparing teachers, it has become evident that a 2-year program does not provide time or framework needed to prepare teachers for the new responsibilities.

The supply of teachers is now coming closer to meeting the demands of the nation for new teachers, though shortages are apparent in some rural and isolated areas especially in the north. It seems therefore that the older 4-year program will be phased out and that admission to teacher training will require the "examen artium" or graduation from "gymnas". The minimum teacher education program will then be 3 years with further training of 1 to 1½ years available for those who specialize at primary level, and for those who prepare in subject matter or special instructional areas.

Among the implications for future teacher education programs these are typical:
1) Strengthened professional preparation of the pre-school level teacher is an indicated need.

2) Specialization for teachers at primary level grades 1, 2, 3, especially in testing, differentiated and remedial teaching, instructional materials and methods will become necessary.

3) Teachers of middle grade level will need subject matter depth, guidance and counseling training.

4) Teachers of youth grades 7, 8, 9 optimally should have subject specialization preferably in two areas. New techniques and team teaching will come into use.

5) The common core of general education will be strengthened especially in the national and global as well as science areas of study.

6) The new avenues of group activity and participation call for emphasis in the teacher training.

7) The opportunity for teachers now in service to intensify and extend their training by summer courses and evening or part-time study will call for expanded offerings in the teachers colleges.

8) It may be expected that the individual schools may be so reorganized as to provide a greater degree of freedom and responsibility for the teaching staff in connection with the teacher-learner relationship.

An indication of some effects on teacher education of the new "Model Plan" (22) is noted in a publication by Teacher Training Council (23) which has the subtitle:
"What consequences should the model plan for the basic school have for the education of teachers?" It contains comments and reactions of 13 persons representing many levels of Norwegian education. Some highlights of the "Model Plan" are: an emphasis on individualized instruction, less emphasis on homework, reduction of class hours per week from 36 to 30 with five day week permissible, some freedom for pupils to choose subjects, especially at youth level, elimination of split classes and equality of sexes especially with regard to vocational training. To implement such changes as these will require a revision of those aspects of teacher education which have to do with e.g. materials, methods and with the practice teaching programs of the colleges.

A significant development in connection with the teacher preparing programs is seen in paragraph 15 of the law of 16 June 1961. (7) This paragraph provides for a "Teacher Training Council" to help the department (KUD) in matters relating to training for instructional service in schools covered by this law, the members of which are named by the Kings Council to terms of 4 years. There are 9 members plus chairman and vice chairman and a permanent secretary with office staff has been provided. The law states that the Teacher Training Council shall be so constituted as to have knowledge in matters relating to:

a) universities and higher schools
b) teachers colleges
c) educational research
d) vocational teacher schools
e) the comprehensive school
f) general training schools
g) folk high schools
h) vocational and trade schools

In general this Teacher Training Council’s function is to advise the department on matters relating to examinations and training at teachers colleges, vocational teacher schools and other schools preparing teachers, excluding the universities and higher schools. The law also provides that rules for the council may be set up as to its duties, operation, naming of select committees and consultants. In practice this council works closely with the Council for Experimentation in Schools through a joint select committee, which after study of a matter, refers its recommendations back to the two councils for action, followed by final disposition of the matter in the department (KUD).
VI. Toward a New Law for Teacher Education

The developments in the school system of Norway had in 1971 reached the stage of legislative proposal for a new law to cover teacher education in the various types of institutions outside of the universities and higher schools. The coalition cabinet's legislative plan set forth in the "Speech from the Throne" before the 1970 session of the parliament had placed the matter of a new law for teacher education on its agenda. However a labor cabinet gained ascendancy 12 March 1971 during the parliamentary session so the consideration of the legislation on teacher education was deferred.

The department (KUD) prepared for parliament a background study "Concerning Teacher Training" (24) which pointed toward recommendations such as the following:

1) Within a 10 year future period teachers shall have a 3 year minimum training following "examen artium".

2) There should be a common core and a differentiated training according to the subject or field or the grade level in which the teacher is to serve.

3) The training period for "adjunkt" and "lektor" should be extended by a year within the next ten years. The pedagogical phase of this training should be lengthened and strengthened especially with respect to supervised practice teaching. (Pedagogy as used in the teacher preparing curriculums in Norway embraces several areas
such as educational psychology, didactics and methods,
educational philosophy, comparative education, educational
sociology, history of education, tests and measurement.)

4) Teachers for the applied vocational and trade schools
should have a lengthened training period (after examen
artium) and there should be more emphasis on the
pedagogical - methodical phase of the training. The
problems in this field of teacher training present
special factors because of the diverse backgrounds of
experience these teachers have had and the lack of a
common general education or prior academic foundation.
The solution will seem to be in setting up principles
with the details to be worked out in guidelines from
the department (KUD).

In formulating the objectives for teacher training,
the parliamentary report (24) of 1964 had the view that in
all teacher education the individual child in the school
situation is central to the task. This view was supported
by such studies as that by A. Hove (14) in 1956-57 of
opinions expressed by teachers recently graduated from
teachers colleges, which led him to conclude that the train-
ing was not adequately aimed toward preparation for the
tasks a teacher would later be confronted with in the class-
room.

The council on Experimentation in Schools in its
treatise on "Teacher Education" (25) has summarized the task,
responsibility, and focus of teacher training in the colleges
as follows:

1) The teachers college shall provide students with a theoretical and practical education in the understanding of each child so as to help him acquire more of the cultural heritage and knowledge of our society.

2) The teachers college shall provide students familiarity with Norway's schools, instructional tasks, plans, methods, materials. Students shall be given orientation as to developments and trends in schools at home and abroad.

3) Teaching in the teachers colleges shall have in view the subjects to be taught in schools. Therefore a subject-method approach should be used with main emphasis on method but with a greater insight into the subject.

4) The teachers college shall prepare the students for independent work. Instruction shall include lectures, seminars, work in small groups, individual and independent study. There should be a mix of theory and practice.

5) The teachers college shall seek to make the college setting a cultural milieu. Ethical subjects, social studies, literature and arts should contribute to this.

The statement of objectives stresses the point that teacher education should be oriented toward the job of the teacher in the classroom and to the discovery of what this implies for the different aspects, both theoretical and practical, of the teacher education program.
A comprehensive report was made by the Teacher Training Council in 1968 (26) on trends, developments, and needs in teacher education, which summarizes and comments on discussions which have taken place in recent years. This report included a proposition for a new law on teacher education. While the report bears the names of the eleven member Teacher Training Council, there were notations of dissent by a minority from certain sections of the proposed law.

Under date of 24 March 1972 the Norwegian government's cabinet presented a proposal for a new "Law Relating to Teacher Education". The proposal was published by the Ministry of Church and Education (KUD) in its treatise (27) of the same date. The treatise also gives extended background information on the existing teacher education programs and presents a rationale for the various sections of the proposed law. A listing of the chapters of the law with brief explanation of contents follows:

Chapter 1 - Scope of the Law
a) requirements for teaching, for administrative positions, and for special responsibilities in schools
b) organization and function of public colleges of education (offentleg pedagogisk høgskole)

Chapter 2 - Educational Requirements for Teaching Positions
The requirements for titles of "teacher", "adjunkt", "lektor" are set forth. Minimum training for title of "teacher" is set at three years.
Chapter 3 - Educational Requirements - Schools.

The requirements are given for teaching positions, administrative positions, and positions with special tasks in various school types: a) basic schools, b) continuation schools, c) special schools for handicapped, d) folk high schools, e) colleges of education (pedagogisk høgskole)

Chapter 4 - Function of the College of Education (Den Pedagogiske Høgskolen)

Colleges of education are to offer one or more of these programs for
a) pre-school teachers
b) basic school teachers
c) teachers of subjects e.g. art, household art
d) specialization in certain subjects or applied fields
e) educational theory and practice

The colleges may also offer inservice and other courses. It is specified that a, b, c, above shall include theory and practice.

Admission-retention of students, testing, certificates or records are included in this chapter.

Chapter 5 - Governing Board for the College of Education

The make-up of the board, its duties and responsibilities are set forth.

Chapter 6 - Regulations

The authority for establishing needed rules and regulations is delegated to the department (KUD).
Chapter 7 - Advisory Body

The Teacher Training Council is reaffirmed as the body which shall advise the department (KUD) on matters relating to the colleges of education and their programs.

Chapter 8 - Effective Date

The date the law takes effect and other superseded laws and sections are detailed.

Some of the significant features of the new law, especially those which alter the existing or previous practices should be noted. Titles such as "teacher", "special teacher", "adjunkt", and "lektor" are defined and requirements specified. Three years of training at a college of education will be minimal for teachers. There may be provision for the acceptance of equivalent training and that received in other countries as qualifying. It seems likely that "adjunkt" competence may be gained by further study at a college of 1 year's length. To qualify as "lektor" requires 6 years of training or "adjunkt" plus 2 years of specialization in a major subject. Under prevailing practice the department (KUD) sets forth rules governing the approval of content in subject matter and pedagogy which must have been completed by those who would qualify for teaching the various types of schools, and this may continue.

Under the 1969 law the basic school (grunnskolen) obligatory attendance has been set at nine years. Teachers for the pre-school must be trained for that level. For the
primary level (1-6 grades) "teachers" must have the 3 year training. However it is probable that "adjunkt" and "lektor" will be allowed to teach in certain subjects. For the youth level (7-9 grades) the teaching positions may be filled by a "teacher", "adjunkt" and "lektor". In the past those teaching in "gymnas" or advanced secondary level schools have been required to be "adjunkt" or "lektor".

The scope of teacher education is to be broader under the new law proposed than under the laws of 1938 and 1961. As an example, the preparation of pre-school teachers is assigned to the colleges of education where before they were prepared in separate schools. The need for such teachers has been estimated to increase sharply in the period, 1971-1981 when there may be ten times as many pre-school children enrolled as at present. (28) Other areas of teacher education will undoubtedly in the future be served by the colleges of education as projected.

The proposed law delegates to the department (KUD) authority to set requirements for those who are to fill school administrative positions.

The function of the existing teacher's colleges is broadened under the new law by assigning to them the task of preparing students for teaching, administrative and other educational responsibilities in the schools. The colleges are to carry on activities which will "advance teacher education and further the pedagogical and curricular development of the schools for which they prepare teachers".

(27-p. 88)
In a special section of the law (27-p. 88) there is provision for practice teaching which may be provided at a campus school attached to the college or at a public community school or at a private school for pre-school children.

A new departure in the law is the provision for a governing body or board which will have jurisdiction over a college of education and other institutions such as the "distrikt hogskole" or "regional college". This board shall consist of 5-7 members named by the KUD. One member is to be a student with one year term while the others have 3 year terms. The rector of the college of education and the principal of the campus school may attend meetings of the board and may express opinions but have no vote. The rector prepares the agenda for meetings and the KUD is to establish regulations for the operation of the board.

Each college of education is to have a representative council of faculty, other employees, practice teaching supervisors and students. The council elects its chairman. The rector and campus school principal may attend meetings of the council, speak, and have their remarks recorded. In addition each college has a faculty organization, a student organization and an organization for other employees.

The law of 1961 (7) PP 15 referred to earlier, established the "Teacher Training Council" of 9 members with 4-year terms, plus chairman, vice-chairman and secretary. The new law reaffirms the establishment of this council,
adds one member who is to be a student in teacher education (2-year term) and defines council responsibilities. The council is to provide supervision of curricular plans and of evaluation at the colleges of education as well as furnish information to the department (KUD) on request or on their own initiative.

The new law to govern teacher education departs markedly from that presently in effect. While it is specific in setting educational requirements for teachers and in defining the training required for various positions, it is broader and less specific with respect to the authorized programs at the colleges of education. Administrative powers will be less concentrated in the department (KUD). There is much delegation of responsibility to the Teacher Training Council and eventually to the new type of governing board to be set up under the law.
VII. Some Future Developments,
Needs, and Trends

Of the eighteen teachers colleges, two are in the capital Oslo, while 16 are geographically distributed over the country from Tromsø in the north to Kristiansand in the south. There has been some expression of need to place one in the district of north Norway, and a college in Alta may meet that need. As to size, the average expected will be of 350-400 students with a few larger schools of 600-700 students, but larger sized institutions are not now contemplated.

There is a new type of post-secondary school emerging, the regional college (distrikt høgskole) for those wishing to take post-"gymnas" schooling. This school type has a strong local appeal and could in some places be fused with a college of education. In fact it has been suggested that the colleges of education should offer a "core" of studies within a system of regional colleges. The development of these regional colleges will likely affect the growth of colleges of education but as yet the influence cannot be predicted, although some steps toward coordination are under way and will be accelerated under the new law. These regional colleges are not under the office for Teacher Training in the department, but under the cultural division of the department (KUD), so a new administrative plan will likely evolve.

One of the obvious needs is for the improvement of the physical plant of existing teachers colleges. While
there has been limited new building occurring in the last 10 years, some colleges are operating under severe handicaps as to space and equipment. The state budget 1971 (29) proposed new buildings for colleges at Stavanger, Elverum, Levanger, Hamar, Halden, Bodø, but none for Oslo inasmuch as a site for the Oslo college had at that date (1971) not been determined. Total proposed construction was Kr. 21,000,000 ($3,000,000) for major projects at the six colleges named. Building plans in some cases will provide for an elementary school of 5-6 grades (practice school) to facilitate the observation and practice teaching phase of the program. The need for an on-campus practice school has been expressed for more than 20 years and the need will become more critical as teacher education is to be professionally strengthened and lengthened. Practice teaching under supervision as an aspect of the teacher education will receive emphasis under the law. Discussions like that at a conference April 1970 show the interest of those concerned with this aspect of teacher training in developing and improving it. (30)

Closely related to the practice school is the development of "pedagogical centers" at certain schools. In addition to practice teaching, such centers will provide for the opportunity to observe good teaching, new materials and new methods in use. This is significant for the pre-service program as well as for the in-service program that is soon to be emphasized for teachers who have been trained earlier. It may serve a useful purpose in stimulating experimentation
with those instructional methods, materials, and subjects appropriate to the basic school grades. It can also provide a means for better integration between theory and practice, a need for which has been and continues to be of concern to teacher educators. An example of the interest in this aspect of teacher education is seen in the discussions which took place August 1970 at a meeting of college faculty who lead experimental activity in their institutions. (31)

A hoped for improvement for the near future is the lightening of teaching load of faculty in the teachers colleges. While a class size of thirty is not excessive, the number of teaching hours, conference group and committee meetings, places a high time demand on the faculty. To this is often added a crowded space condition, lack of secretarial or student assistance with clerical routine, so that it makes for a heavy work load. The trend toward autonomy for the individual colleges may make possible the allocation of available funds to the lightening of teaching load and other needs of high priority.

Another emerging possibility in the developing colleges of education is that of specialization. As the opportunity for more autonomy becomes evident, one school may acquire a staff with strength in a special field. Students from another college may then choose to go for the third year to a school which is staffed and equipped for this specialty. The trend is well under way as represented by the listing of special offerings of the teachers colleges. (9)
But as specialization or more intensive subject matter emphasis becomes strong, especially for teachers in the upper grades of youth level, there may be a stress on the subject at the expense of the learner and his problems. A fear has been expressed that a movement to set up standardized tests with norms for 9th grade achievement may go counter to the philosophy of the comprehensive school with equal opportunity for every child to obtain the education suited best to his abilities and interests.

The possibility for a "teacher" with "teacher examination" to pursue studies in subjects of sufficient length to attain the "adjunkt" competence will be welcomed by many teachers and will serve to increase the supply of teachers for youth level. However a result can be that teaching in the primary grades 1, 2, 3 will be de-emphasized and become less prestigious or attractive. It has therefore been pointed out that a specialty in primary education and in preschool education is necessary to maintain a balance and to prepare for these levels of teaching those who have the capability and interest.

The inservice program of the teachers colleges has now become operative, through an allotment of Kr. 1½ million in January 1972. Each college was assigned an area or district whose schools it should serve with its offerings of inservice courses for teachers. Each college assigned a coordinator, whose regular teaching load was reduced, to the task of organizing the college's inservice program in
cooperation with school administrators and teachers of the area. Teachers interested in such courses may seek to enroll for a variety of reasons such as a wish to: be updated in use of newer methods and materials, study one subject more intensively, prepare for another level of teaching, acquire training to qualify for the "adjunkt" degree etc. Some of the course offerings planned at one of the teachers colleges may be considered typical of an inservice program:

1) group dynamics - 16-20 class hours
2) the new "open school" 5 day course of 30 hours total
3) Pedagogical implications of the new "normal plan" - 35 hours
4) Dress and grooming for young people - 18 hours
5) Music and dance for the young - 18-20 hours
6) Christianity and orientation toward life - 30 hours
7) Modern mathematics for teachers - 40 hours
8) Visual aids - films - 36 hours

Courses may be offered during the day or evening hours, one day per week or intensively for a short period. Teachers may have time released from regular duty in order to attend these courses.

While the program is so new that no evaluation of outcomes is possible, there has been much interest and enthusiasm for the program, and it can have a significant effect on teacher performance in the next few years, especially in connection with the new "model plan" to be used in the basic school program. (22)
Another problem area which under the proposed law would likely come within the purview of the Teacher Training Council, involves the training of teachers for the vocational, trade and related types of schools. It is desirable if not imperative that these teachers shall have relevant experience in the practical field of the occupation or trade. To this should be added general education, pedagogical study, and subject specialization so that the total teacher training period would be too long to be realistic. The future developments in this field of teacher training take on great meaning for the vocational and trade schools which have long been a strong aspect of the Norwegian educational system.

The scope of the teachers colleges will be defined more liberally than before and will allow wider range of teacher education services under the new law. For example, a 3 year training period will be the norm for pre-school teachers, basic school teachers and subject teachers. Those who have university degrees may take a year of pedagogical training to qualify for service in the basic school. Teachers who are to serve in adult education may be given practical - pedagogical training. Offerings may include further training in subjects or fields.

The noticeable trend in the discussions concerning the new law is that it shall provide a framework for the development of teacher education which will allow for change in the years ahead. An orderly development will be the
responsibility of the department (KUD) which will give final approval to instructional plans submitted by the institutions for subjects or subject fields. These plans will be reviewed by the Teacher Training Council which advises the department. There appears to be a greater opportunity for the faculties in the teachers colleges to innovate and to experiment with subject matter content, instructional methods and materials, and with new programs than heretofore.

A new concept receiving consideration is that of evaluating programs for teacher education. The details and mechanics have not been developed but will probably come from the department after consultation with the Teacher Training Council and will be a means of emphasizing quality programs without strict conformity to models set up under previous rules and regulations.

The foregoing are not the only areas of concern in the new law covering teacher training, but represent some ideas which have been explored in discussions and legislative proposals by various groups. The new law may come up for final parliamentary action in the fall of 1972 or the spring of 1973. In the meantime, the department (KUD) will be active in drawing the rules, regulations and instructions for the guidance of the colleges of education so that these may be available when the law takes effect.

The opportunity seems now at hand to unify some of the disparate elements of teacher education through a new approach to the education of all teachers for Norwegian schools.
Such an ambitious and demanding prospect was undoubtedly in the minds of those who have studied the problem of teacher education in the last ten years in Norway and who are in the forefront of the movement to restructure programs for preparing teachers in the light of present and future needs.

The next ten year period in Norwegian teacher education generally will likely be one of marked change and development, especially in the colleges of education where this will be a significant time for thorough-going program restudy and modification. The basic school law of 1969 has highlighted the need for improved teacher preparing programs. The new law for teacher education, expected in 1972-73 will coordinate teacher education under the Teacher Training Council (32) and may provide the milieu in which proposals for strengthening all teacher education will find the desired implementation in the years ahead.
VIII. Appendix

Terms used:

"Lærerutdanning" has sometimes been translated as "teacher training", though the term "teacher education" could as well be used in this context.

"Lærerskolen" has been called "teachers college" since the program based on "examen artium" from gymnasium plus 2 and now 3 years of study would equate with college graduation.

"Kirke og Undervisningsdepartementet", or Ministry of Church and Education has been referred to as the "department" and in some places abbreviated to "KUD".

"Grunnskolen" as defined in the 1969 law is referred to as "basic school". It has also been called the "comprehensive" school but this connotes secondary level as well.

"Videreutdanning" is translated as "further training".

"Etterutdanning" is translated as "post-graduation" or "inservice training" depending on the situation where the courses are offered.

"Rad" is translated as "council" in "Student rad" - "Student Council" and "Lærerutdanningsrad" as "Teacher Training Council".

"Pedagogisk Høgskole" is a designation in the new law for teacher education of the former "Lærerskole" which has been called "teachers college". It seems that "Pedagogisk Høgskole" may be translated as "College of Education".

"Distrikt Høgskole" a designation of an evolving type of higher education, may be translated as "Regional College".
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