

Making a success of integrating immigrants into the labour market

Norwegian Directorate of Integration and Diversity (IMDi)
Norwegian Agency for Lifelong Learning (VOX)

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Detailed information about the policy

Which problems it is addressing

Norway's integration and inclusion policy outlines that immigrants should be able to participate in the labour market and society as quickly as possible after arrival in Norway. A main goal is that immigrants and their children should be able to achieve equal living conditions and opportunities at the same level as the Norwegian born population. The labour market integration of immigrants has to be seen in the context of Norway's high GDP per capita, low unemployment and high labour market participation of both genders. It also has to be viewed against the backdrop of a Nordic-type of welfare state. The labour market and social security system is characterized by a rather high degree of wage compression with wages largely determined by centralized bargaining, high net replacement rates in particular for low earners with many children, a large public sector and a relatively active labour market policy. In Norway there is limited availability of low-skilled jobs compared to other European countries. In the context of longstanding differences between the labour market outcomes of the native-born and immigrants, the labour market integration of immigrants has been a key policy issue in Norway and much effort to enhance the labour market integration of immigrants has been made, in particular of recent arrivals.

One characteristic of immigration to Norway is that the overwhelming majority of immigrants do not speak or understand the host country language upon arrival. While this situation is similar to that of the other Scandinavian countries and the Netherlands, it distinguishes Norway from other European countries such as France and the United Kingdom. The Norwegian labour market also places much emphasis on complete mastery of the Norwegian language. There are many reasons for this, and we would like to highlight the fact that the labour market in Norway is highly regulated and transparent.

Immigrants and Norwegian born with immigrant parents

In spite of the increasing immigration to Norway, the immigrant population at the beginning of 2009 was still relatively small in relation to the total population, and average in an OECD context. As of 1 January 2009:

- 508,000 persons were resident in Norway who have either immigrated or been born in Norway with immigrant parents.
- The number of immigrants was 423,000.
- The number of Norwegian-born with immigrant parents was 86,000.
- In total, these groups made up 10.6 per cent of the population.
- Around half had backgrounds from Asia, Africa or Latin America.
- 186,000 persons had a background from Asia, 61,000 had a background from Africa and 17,000 had a background from South and Central America.

Source: Statistics Norway

Legislation

There are three statutory provisions that regulate adult education in Norway, the Act on Adult Education, the Education Act and the Introductory Act. The regulating principle between these three acts is defined by statutory provisions that give individual rights, and statutory provisions that do not give such rights but allocate public grants to independent education organizations that are providers of adult education.

The target group for this review is immigrants who are given statutory provisions under the Introductory Act.

The Introductory Act was implemented in September 2003 (mandatory from September 2004). It states that refugees and persons granted residence on political and humanitarian grounds are to be offered a 2 years Introductory Programme.

This arrangement also applies to persons who immigrate in order to be reunited with family members.

In 2005 the Introductory Act was amended. A number of none-EU immigrants who got their residence permit after 1 September 2005 have a right as well as an obligation to take courses in Norwegian language and social/cultural studies. The Act states that immigrants have to participate for 300 hours if they intend to get a permanent residence status, and later on citizenship. 50 of the 300 hours are set aside for Norwegian social/cultural studies, taught in a language the participants can understand. The participants can apply for further training up to 3000 hours if they need more time to reach a final level.

Immigrants who enter the country for purpose of family reunification with a Norwegian or Nordic citizen are given classes free of charge. EU citizens, students and au pairs have to pay for their tuition. The same applies for labour immigrants outside the EU-area.

Three schemes are central in this context:

- A. The right and obligation to participate in Norwegian language and social studies
- B. The Introductory Programme for refugees
- C. The Second Chance project

A. The right and obligation to participate in Norwegian language and social studies

There is little doubt that mastery of the host country language is an important factor for integration – not only for labour market integration or participation in further education, but also for integration into society. Because of this, language training is generally the single most important policy measure that is directly targeted at immigrants and Norway invests significant amounts in providing language training.

B. The Introductory Programme for refugees

Since September 2005 refugees who have been granted a residence permit in Norway have a right and an obligation to complete the Introductory Programme. The Introductory Programme is intended to contribute to easier and speedier integration of newly-arrived refugees into Norwegian society, to prevent long term dependence of social welfare, and the production and reproduction of poverty. The main objective is for the refugees to enter the labour market or to start studying directly after completing the programme. All municipalities that settle refugees are obliged to offer the programme. The programme involves tuition in the Norwegian language and social studies.

- The Introductory Programme runs on a full-time basis and shall at least comprise
- Norwegian language training
- social studies
- measures that prepare the participant for further education or access to the labour market

The scheme combines the Introductory Programme with an economic benefit paid to the participant. Upon completion or interruption of a programme, a certificate of participation is issued. The programme may run for up to two years, with additional periods for approved leaves of absence. When special reasons so warrant, the programme may run for up to three years. An individually adapted plan is drawn up for every participant and formulated on the basis of an identification of training needs and useful measures.

The plan shall at a minimum specify the dates of the commencement and various stages of the programme and measures. The plan is to be drawn up in consultation with the participant and reassessed at regular intervals and in the event of significant changes in the life situation of the participant.

C. The Second Chance project

Second chance is a pilot qualification programme for persons with an immigrant background, who, after several years in Norway, are without a permanent link to the labour market. Unemployed immigrants joining the project can attend a two-year qualification in order to enter the labour market or start studying. Documented successful qualifying methods for immigrants are spread (best practices) to national qualifying schemes. In 2010 we are in particular focused on three areas: : successful recruitment schemes for immigrant stay-at-home moms, different types of coaching techniques, and the use of professional recruiting agencies in getting our target group into the labour market.

New proposals – policy development

In June 2009, the Norwegian Ministry of Labour and Social Inclusion circulated draft amendments to the Introduction Act and Regulations to introduce mandatory final Norwegian language tests, and suggested increasing the compulsory 300 hours of language training to 600 hours. In addi-

tion a citizenship test is suggested introduced. The proposal points out that the public society, the individual, and the employers need more complete documentation of results.

Obligatory final tests may contribute to this. Such a claim will emphasise the expectations from society that immigrants should learn Norwegian and that Norwegian language skills are an important requirement for further participation in working life and social life.

A survey that mapped the implementation in municipalities of the right and/or obligation to participate in the training of Norwegian language and social studies¹ revealed that the majority of participants needed training beyond 300 hours to achieve a basic language level. By increasing the number of obligatory hours to 600, it is assumed that more people can pass the final Norwegian language test.

The key objectives

Goals for social inclusion of the immigrant population

In 2006 the Norwegian government introduced a set of goals with corresponding indicators of progress as a measure for actively monitoring and steering its integration and inclusion policies.

Establishing the goals – Why

The work towards creating the existing goals started with a Report to the Parliament on Diversity in the 2003-2004 sessions. One of the main findings of the report was the need to gauge the extent to which government policies and measures have had a positive effect on the integration and inclusion of immigrants and their children. To do this it was necessary to establish concrete and clear goals with accompanying indicators in order to determine whether government policy, measures and resource allocation are working effectively. Mainstreaming of the policy measures was also identified as necessary.

Establishing the goals – How

Determining the goals presented several challenges. Firstly, if the goals were to cover all the most important areas of social inclusion there would simply be too many or they would be too general. Access to reliable and renewable data was a prerequisite for determining the goals. In addition, it was important to measure results rather than activities or money spent. Thus, it is important to bear in mind that the set of goals finally decided upon does not necessarily cover all the important areas of social inclusion. They do, however, contribute to paint a picture of the direction of development, as is their intended function.

An internal working group in the ministry responsible for coordinating policy on inclusion and integration was established to initiate the process of developing the goals. The group identified the most important sectors and areas. Available data covering the proposed goals was identified in close dialogue with Statistics Norway. A proposal was then presented to the sector ministries responsible for different issues related to inclusion and integration. When consensus was reached, the goals and indicators were subsequently approved by the cabinet and responsibility for implementation was handed over to the responsible ministries.

¹ Rambøll Management (2007): Evaluering av tilskudd til opplæring i norsk og samfunnskunnskap for voksne innvandrere og implementering av rett og/eller plikt til slik opplæring

Accompanying the goals an *Action Plan* for integration and social inclusion of the immigrant population came into force in 2007.

The Action Plan addresses four fields that are decisive for success in social inclusion activities:

- Employment
- Childhood
- Education and language
- Gender equality
- Participation

When the plan was launched, it included both new measures and continued and reinforced previously implemented measures. The action plan was intended to function on a more short term basis, to provide an impetus for implementing the goals in the sector ministries. The underlying assumption however, is that sustainable process for achieving the goals for social inclusion require that they be mainstreamed into the normal work of the relevant sector ministries.

Responsibilities and coordination

The Department of Integration and Diversity, currently sorting under The Ministry of Children, Equality and Social Inclusion is responsible for the overarching policy regarding social inclusion, and as such for coordinating the Government's work towards realising the goals.

However, each sector ministry is responsible for ensuring that the goals that fall under their area of responsibility are achieved, following a principle of mainstreaming and sector responsibility for social inclusion of the immigrant population. All in all, the goals cover the areas of responsibility of eight ministries.

The sector responsibility principle means that the ministry responsible for the sector in question has a responsibility to work towards realising a goal set by the government. In order to follow developments and identify the results of the policy, the sector ministries must report annually on the attainment of the goals in accordance with the sector responsibility principle. These reports are coordinated into a single report by the coordinating ministry in the yearly budget proposal presented to Parliament.

The goals – an overview

As mentioned above, there are 17 goals for social inclusion. Eight ministries are responsible for working towards achieving these goals. Each goal has one or more indicators attached to it. The indicators are chosen in order to measure long term progress of the goals. The goals and the

indicators must be considered within the context of the *Action Plan* for integration and social inclusion of the immigrant population. Reports on the goals for inclusion show the results in relation to the challenges we are facing in the inclusion field, while the action plan puts forward the Government's strategy and measures to deal with these challenges. The goals will express what the Government specifically wishes to attain through its policy for diversity and inclusion. The indicators will help determine whether government measures and resource allocations are working effectively. A clear indication of success measured through the indicators relies on clear and measurable goals.

(See annex 1: *Action plan* for integration and social inclusion of the immigrant population).

Key objectives related to the integration of Newcomers

Given to IMDi and u by the ministry in the annual allotment letters (2010)

The Introductory Programme:

- 65 % of all the refugees that finish the introductory programme shall directly after completion enter the labour market and/or further education.
- The percentage of women entering the job market and/or further education The percentage of women entering the job market and/or further education shall increase with 5 percent each year.

The right and obligation to participate in Norwegian language and social studies:

- The proportion of those with a right and an obligation who sit for and pass a test: The requirement is 65 percent passing the written test and 90 percent passing the oral exam.
- 90 percent of those with a right and obligation should fulfil their obligation, 300 hours or a passed test, within 3 years.
- 50 percent of those with a right and duty should start language training within 6 months, and 90 percent within one year.

See annex 3 for more details about key objectives and measures given from the ministry to Vox.

Second Chance:

The trial qualification projects' main aim is to qualify unemployed immigrants into the labor market and document successful methods in the process.

The target groups

Right and obligation to participate in Norwegian language and social studies:

The right and obligation to participate in free Norwegian language and social studies education for a total of 300 hours applies to foreign nationals between 16 and 55 years of age who have been granted a residence or work permit pursuant to the Immigration Act which forms the basis for a settlement permit.

The Introductory Programme:

The right and obligation to participate in an Introductory Programme applies to newly arrived immigrants between 18 and 55 years of age who need to obtain basic qualifications and who belong to one of the following groups:

- persons with asylum status
- resettlement refugees
- persons granted residence on humanitarian grounds
- persons with collective protection
- family members reunited with persons with the above status.

The programme applies only to persons who are resident in a municipality pursuant to a special agreement between the immigration authorities and the municipality and who has been resident in a municipality for less than two years. Nordic citizens and foreign nationals covered by the EEA Agreement are excluded from the target group.

Second Chance:

Is a pilot qualification programme for persons with an immigrant background who, after several years in Norway, are without a permanent link to the labour market. In 2010 the target groups are immigrant women and youths (between the ages of 18-25). IMDi administers and allocates project grants for municipalities who run Second Chance programme.

The scope and financing

The state budget

The government has for 2010 budgeted NOK: 1.679.686.000 (211.915.672 EUR) for integration (social studies) courses and Norwegian language courses.

In addition, NOK 14.450.000 (1.808.963 EUR) is budgeted for language tests in 2010, and NOK 16.180.000 (2.025.538 EUR) for development efforts within pedagogy.

And NOK: 4.226.450.000,- (529.099.900) is budgeted for integration grants to municipalities for the settlement of refugees.

Second chance is financed through the State budget from and varies from approximately NOK 20-35 million a year (2.520.479 / 4.410.838 EUR).

Financing –local level

Governmental grants to municipalities for offering integration and language courses (2010):

NOK 40.300 (5.079 EUR) per person (The total amount given during a period of 5 years) for persons from countries in Western Europe, North-America, Australia and New Zealand.

NOK: 107.400 (13.535 EUR) per person (The total amount given during a period of 5 years) for persons from countries in Africa, Asia, Oceania (excluded New Zealand and Australia), Eastern Europe (Excluding EU), Central and South America.

Integration grants to municipalities for the settlement of refugees (2010):

In addition to governmental grants for integration and language courses, the state transfers integration grants to municipalities for the settlement of refugees: NOK 574.300 (72.376 EUR) per person during a period of 5 years.

Second Chance:

Second chance is financed through the State budget from and varies from approximately NOK 20-35 million a year. The amount of financial support each projects receives is dependent on the number of participants, number of employees and the target group of the individual projects. In 2010 there is a total of NOK 26 million distributed amongst 31 projects.

Financing – individual level

Free tuition

Norwegian language training and social studies are free of charge for all immigrants between 16 and 67 years of age who have been granted a residence or work permit that constitutes grounds for a settlement permit. Labour migrants and their family members are not entitled to free tuition.

Individual Introduction benefit

During participation in the Introductory Programme, the participant is entitled to an introduction benefit. The annual benefit is equivalent to twice the Basic amount from the National Insurance Scheme. Participants under 25 years of age receive 2/3 of the benefit. If absent which is not due to illness or other compelling welfare reasons the participants benefit is reduced correspondingly hour per hour. The benefit is not reduced on account of income or child support received. If paid work is part of the programme, the benefit is reduced correspondingly for the duration of such work. Family allowance and cash benefit for families with small children is not deducted from the benefit. The introduction benefit is reduced if a participant is entitled to daily cash benefits during unemployment, sickness benefit, maternity benefit, rehabilitation benefit, disability pension or benefits during occupational rehabilitation. If, as part of the Introductory Programme, the person participates in training that entitles him or her to a subsistence benefit from the Public Employment Service, such benefit shall accrue to the municipality.

How the implementation is organised

Integration and inclusion is a shared responsibility and many actors work together to develop good policies and outcomes. The strategy for integration efforts in Norway has focused on: a) High quality on advisory services and language training provided to immigrants, b) Systematic research and policy evaluation that informs policy makers based on facts and data, and disseminates knowledge c) Establishment of standards for managing results, d) Professional development for teachers and advisors. e) Measures to include user-feedback (immigrant) in programme provision and policy development.

Governmental and local partners

About Vox, The Norwegian Agency for Lifelong Learning

Vox is in charge of all curricular and pedagogical issues relating to the teaching of Norwegian and social studies to adult refugees and immigrants through the Introduction Act. The Agency monitors the implementation of the curricula and the national tests, initiates research and development, and disseminates information to all relevant stakeholders. Vox works to enhance the quality of educational provision in this field by contributing to the development of pedagogical resources and providing systematic professional development for teachers and facilitators.

About IMDi, The Norwegian Directorate of Integration and Diversity

IMDi's goal is to contribute to equality in living conditions and diversity through employment, integration and participation. IMDi was established on 1 January 2006 to act as a competence centre and a driving force for integration and diversity. The directorate cooperates with immigrant organizations/groups, municipalities, government agencies and the private sector. IMDi provides advice and implements government policy. IMDi administers grants and other measures aimed at qualification for the labour market and for ordinary education.

About NAV, The Norwegian Labour and Welfare Service

The Norwegian Labour and Welfare Service is the state-owned part of the Norwegian Labour and Welfare Administration and have a staff of around 14,000. The Norwegian Labour and Welfare Administration also includes local authority staff working at the NAV offices. NAV administers one third of the national budget through schemes such as unemployment benefit, rehabilitation, pensions, child benefit and cash benefit, and counts the entire population as its users. The Norwegian Labour and Welfare Service plays a broad participatory role in the world of work and society, and contributes to the financial security of the individual. NAV has a sharp focus on people with special needs in relation to the labour market and others in a challenging life situation.

About the municipalities

There are 430 municipalities in Norway and they have a crucial role in providing services in all three schemes. The municipalities have a high degree of autonomy. The size of the municipalities and how they choose to administer their integration politics differs a lot.

About the county governor

The County Governor is the chief representative of King and Government in the county, and works for the implementation of Stortinget (the Parliament) and central government decisions. The County Governor explains central policy documents in the local context, being aware of each municipality's local jurisdiction. Experts from the County Governor's office supervise local activities, advise and instruct – with due respect to the politics of the local government.

Implementation

The Norwegian language training and social studies:

The municipalities are obligated to provide an opportunity for training no more than three months after an application has been submitted or an entitlement to training has been declared, and the 300 hours must be completed within a period of three years. In addition, the municipalities are obligated to provide up to 2,700 hours of further instruction where needed, and these must be completed within five years.

The Introductory programme:

All municipalities that settle refugees are obliged to offer the Introductory Programme. The programme involves tuition in the Norwegian language and social studies. IMDi is responsible for grant management and payment to municipalities. In addition, IMDi also guides municipalities in their provision of the programme. Norway tries to disperse humanitarian migrants across the country, and the distribution is based on negotiations between the state and municipalities. The process is lengthy, and small municipalities are not always able to provide integration programmes to the refugees which are tailored to the refugees needs.

Each year the municipalities are asked to accept a certain number of refugees according to the estimated number of people that will need resettlement the following year. Most municipalities give a positive reply to the requests made by IMDi concerning this issue. More than 250 municipalities have received a letter from IMDi concerning the resettlement for 2010.

An effective transition to working life is dependent on close cooperation between the relevant municipal services and the local Labour and Welfare Service (NAV). A circular describes the minimum elements that such cooperation should involve. NAV provides labour market measures which aim at improving the individual's chances of finding employment through qualification and work training. The measures can be divided into the following categories: follow-up measures, job-finding measures, work experience, training, temporary jobs and work permanently adapted to the individual needs.

Second Chance:

Municipalities apply to IMDi for funding of Second Chance projects. Factors such as the number of unemployed immigrants in the municipality, the use of qualifying methods and earlier results, are all factors that play an important role when IMDi considers which projects to support and not. The municipalities are free to decide how they organize their projects, as long as they follow the main elements of Second Chance:

- The main aim is employment/education
- Full time qualification
- One contact person
- Maximum of 15 participants per employee
- Detailed mapping of background
- Close, individual follow-up of the participants

What are the results and lessons learnt so far, what does the evaluation of the policy demonstrate

The right and obligation to participate in Norwegian language and social studies

Methods for effective language training, including illiterates

We have chosen to present a method which has been tried out in different situations during the last three years. It is very flexible and can be adapted to different contexts and different learning situations and learners, both learners with little prior formal learning and learners at a high educational level.

Portfolio for the workplace

During the last three years the Norwegian Government has focused on a programme for improved quality in Norwegian lessons given to foreigners. Among the various initiatives there has been an emphasis on both formative and summative assessment. As a practical tool for the formative approach called "assessment for learning" various portfolios have been produced and presented, European Language Portfolio adapted for second language speakers and also Language Portfolio for track 1 and 2 adapted for learners with little prior schooling.

As the focus has changed towards language learning at the workplace or in connection with work, Vox has developed and piloted two Portfolios for the workplace, of which one, "*Portfolio for the age care assistant*", is adapted for second language learners and based on the curriculum "Norwegian and social studies for adult migrants". It was finished in May 2010 and was published on Vox's website, www.vox.no

This portfolio is a framework which can be applied to many workplaces and it gives examples of how the teacher can embed the teaching of basic skills into the specific workplace context and to address the linguistic needs of the learner/assistant/worker.

The portfolio method is based on theories of Jean Piaget, John Dewey and Lev Vygotsky. The practical approach in this specific portfolio is based on the work with job profiles in New Zealand², Canada³ and from a Swedish project on the use of writing in different jobs, i.e. different types of written texts⁴.

² <http://www.workbase.org.nz/Article.aspx?ID=462>

³ http://www.hrsdc.gc.ca/eng/workplaceskills/essential_skills/general/home.shtml

⁴ <http://www.nordiska.su.se/skriftbruk/engindex.htm>

Portfolio for the age care assistant has a mapping function and emphasises on:

- the learner's present competence and qualifications
- the learner's learning needs
- clarifies current goals for training
- invites the learner to reflect upon what he has learnt and how the process has been

The portfolio can be used as assessment and:

- Highlights the learning that has occurred
- Documents what level has been achieved

Portfolio for the age care assistant is divided into eight parts:

1. Job profile – description of task related literacy and second language skills
2. Competence goals: Examples of individual plans, course curriculum, framework for basic skills
3. Competencies and work experience (learning strategies)
4. Pictures from the workplace - emphasizing the need for basic skills and language skills in the workplace
5. Authentic texts from the workplace – emphasizing the variation of texts
6. Check lists - evaluation forms for self-assessment
7. Workplace culture – written and non- written rules
8. Documentation

All the pictures, the described situations and the texts are authentic and collected in various nursing homes.⁵ Qualified staffs from the nursing homes have revised the material to secure the quality and making sure it shows the real work situation.

Eight different providers of Norwegian courses are testing the material in different Nursing homes or equivalent contexts in 2010.

⁵ Hovseterhjemmet, Oslo (Carema Norway), Carema, Bergan Sykehjem Kristiansund og Abildsø Undervisningssykehjem, Oslo.

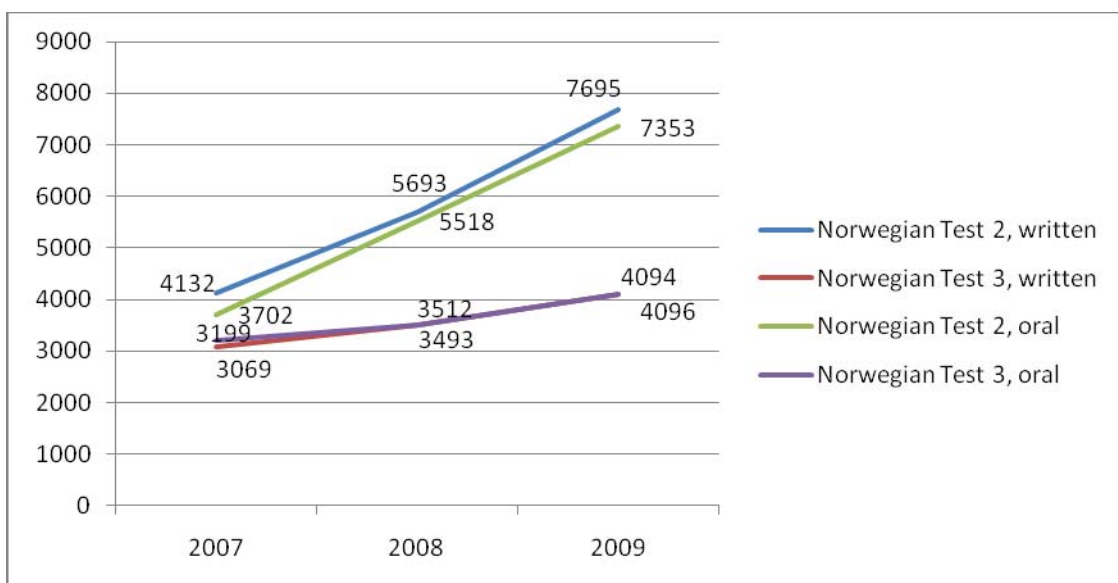
Trial arrangement

The current trial arrangement was initiated September 1st 2005. Two tests are provided, Norwegian Test 2 and Norwegian Test 3.

Norwegian Test 2 measures the Norwegian language skills at level A2 according to the European Framework of Reference⁶, and Norwegian Test 3 measures the Norwegian language skills at level B1. The candidates' exam papers are assessed by marks "passed" or "failed". The results of the tests can be used as an assistive tool in connection with admission to further education, job-related training courses or for job applications, but a pass degree gives no rights in relation to employment and education. The Norwegian Tests can also be used as documentation in connection with an application for a residence permit or citizenship. Presenting oneself for the Norwegian Tests is today voluntary. Vox has the overall responsibility for the Norwegian Tests and has delegated to Norwegian Language Test (Norsk språktest)⁷ the development, quality assurance and administration of the Norwegian Tests.

The development of the number of tests taken and their results⁸

Figure 1: The number of tests taken from 2007 to 2009



There has been an obvious increase in the number of test candidates in recent years. Slightly more than 4000 written tests of Norwegian Test 2 were taken in 2007, whereas the number nearly doubled in 2009. The same trend can be seen also in written Norwegian Test 3, but here the increase has been somewhat more moderate. The increase in the number of tests taken can

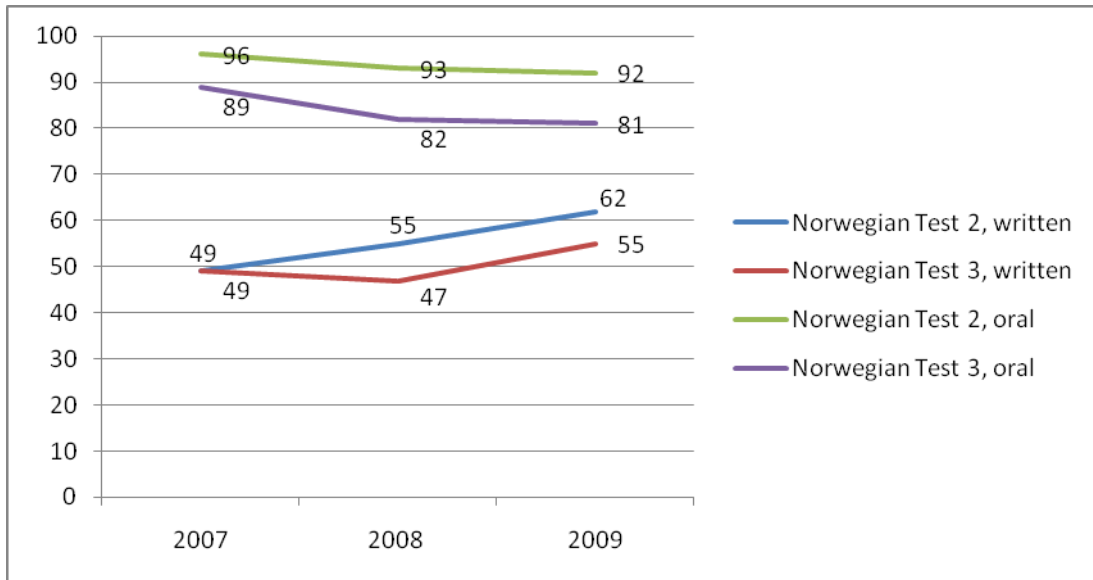
⁶ The European Framework of Reference. Learning, Teaching, Assessment

⁷ Norsk språktest is a cooperation between the Popular University Study Association and the University of Bergen.

⁸ Figures for the number of tests taken and the results are available in the publication The Vox Mirror - Key figures on adult participation in education and training in Norway. Vox.

be partly explained by the fact that there has been an increase in the number of immigrants participating in Norwegian language training, and at the same time there has been focus on making most participants present themselves for a final Norwegian test.

Figure 2: Results of final tests 2007 to 2009



Most candidates pass the oral Norwegian tests. Somewhat higher percentages fail Norwegian Test 3, however, but also this test is passed by more than 80 per cent of the candidates. The results of the written Norwegian exams are weaker although the development seems to go in a positive direction. 62 per cent of the candidates passed written Norwegian Test 2 and 55 per cent written Norwegian Test 3 in 2009.

Advantages and disadvantages of the present regulations

There are several advantages of the current regulation of the Norwegian tests. The tests are of a good academic standard and the test administration is reliable. The tests have been calibrated and standardised according to the goals of the present curriculum and in accordance with the criteria of the Common European Framework of Reference for Languages (CEFR). The tests are valid, i.e. they measure what they say they will measure. Those who develop the tests have good competence and are linked to a recognised network of test professionals. The examiners that assess the test papers undergo regular additional training. All the skills described in the curriculum are tried, either through the oral or the written test. This implies that all skills will be emphasised in the training. The organisers of tests are well spread out geographically. The result is ample test opportunities and good knowledge of test administration throughout the country. The tests are well known among training providers and among the participants. This is one of the requirements a good test has to meet.

The current system also has certain weaknesses. As the test is voluntary there is no overview of results achieved. This can lead to uncertain statistics and a weaker basis for political and profes-

sional decisions. As things are today, a pass degree gives no rights in relation to employment and education and important stakeholders of society are not familiar with the test.

Reports:

- "The Vox mirror", Key figures on adult participation in education and training in Norway. See annex 2.
- Report: Challenges for leaders in adult education: On being responsible in the education sector. See annex 4.

Introductory programme

Results from register data

Reports from Statistics Norway show that 63 percent of the participants who participated in the Introductory Programme in 2007 were employed or participated in education in November 2008, compared to 65 per cent in 2007 and 58 per cent in 2006. More men than woman were employed or participated in education after leaving the Introductory Programme. Young people were more likely to be employed or participate in education than older people. 70 per cent of the participants between 18-25 years were employed or participated in education after leaving the Introductory Programme. Statistics also show that immigrant women from certain groups of refugees have particularly poor results in terms of lacking transition to employment and/or education. Due to the recession, we expect the results for most refugee groups to be weaker in the years to come.

The National Introduction Register (NIR) gives a knowledgebase for national and local authorities as it stores data on attendance, absentee, content, progress test-results and outcomes of the participants in the introductory programme and language and social studies. The register provides a performance management tool. NIR also links micro data from other relevant national registers. In addition to the overall purpose of monitoring, the register gives municipalities information about target groups and test results, as well as helping local caseworkers administrate the complex legal framework. National authorities receive relevant information on participation and test results in order to grant subsidies to municipalities and give applicants permanent residency and citizenship.

According to NIR 53 percent of the participants who completed or ended the programme in 2008 subsequently obtained regular employment or further education. An additional 20% participated in some further labour market training.

During 2008, 8 700 persons participated in the Introductory Programme for new immigrants, an increase of 5 per cent from 2007. More than half of the participants were women. Nearly 60 per cent of the participants came from Somalia, Iraq, Burma, Afghanistan or Russia.

Results from evaluation

Because of the recent nature of the Introductory Programme, there has been no long-term evaluation of its effects. Evaluation conducted in 2007 documents that the main elements in the Introductory Act to a large extent have been implemented in the municipalities. However, the formal implementation of key elements of the programme does not necessarily mean that the quality of implementation is high, nor the absence of future challenges.

Implementation –positive results and effects but room for improvement

FAFO research Institute evaluated in 2003 the labour market effects of the trial Introductory Programme and found a positive correlation between work practice-measures and labour market outcomes.

This is also reported as a finding in the evaluation of the programme by the same research institute in 2007. There are also indications that close follow-up and the individual benefit improve labour market outcomes. However evaluation shows that the number of hours of programme participation had neither an effect on proficiency in Norwegian nor on the probability to have a job. However, this could also be due to the prior literacy of the participant. Most participants started their training within 3 months after settling in a municipality, as stipulated by the act. A significant number, however, experienced temporary disruptions to their participation in the programme, mostly due to childbirth, illness, lack of labour market measures or lack of appropriate childcare.

A need for fast tracks and incentives to take up employment early

Looking at the Norwegian Introductory Programme in “Jobs for Immigrants: Labour Market Integration in Norway”, OECD concludes that the programme seems adequately targeted, but it discourages early labour market entry. They point out that there may be a “lock-in effects” arising from the programme.

FAFO research Institute analyzed the short-term effects of the first cohort of participants (2004-2006) and find that some participants seem to be labour-market ready in less than two years.

OECD states that there evidently are some participants in need of a faster track than the regular two-year period, but that it is not clear to which degree this is currently being applied by municipalities. In addition OECD claims that there are few incentives to take up employment early, since the introduction benefit is relatively high - for larger families in particular, also receiving other out-of-work benefits, the total benefit level can easily exceed typical entry wages for the lesser-skilled (see Djuve 2003). The benefit combined with fulltime participation, the programme is generally seen as the participant's “first job” and leaving little time to look for a job.

Men better results

Women participate in the programme on equal footing as men. We also find a 50-50 gender balance in terms of participants. By comparison with previous migrant cohorts before introducing

The Introduction Act (2002), Kavli, Hagelund and Bråthen (2007) also find some tentative evidence that the programme has increased the labour market prospects of immigrant men. They do not find similar evidence for women, however. Women and men used the allocated time in the programme to the same extent, but men left more often than women in response to a job offer. In other words, women quit the programme more often than men, and 32 per cent of former female participants are registered as having quit, compared to 19 per cent of the male ex-participants. The most common reason for women quitting the programme was illness or leave of absence. It is reasonable to assume, however, that a part of these women will return to the programme when their leave of absence is finished.

The future challenges mentioned above concerning female participation and the effects, are met with a new study with focus on immigrant women in the Introductory Programme. The study will be carried out by FAFO Institute for Labour and Social Research in 2010 on behalf of IMDi. Findings will be presented at the Peer Review seminar in Oslo, 18-19 November 2010.

Reports, articles and documents:

- OECD: Jobs for Immigrants: Labour Market Integration in Norway (Social, Employment and Migration Working Papers No. 94)
- <http://www.oecdilibrary.org/docserver/download/fulltext/5ksb2zwdhr3.pdf?expires=1277912015&id=0000&accname=freeContent&checksum=96BE91699C863DED3CA904A8A48940C4>
- SOPEMI report on Norway 2009 and 2007-2008 International Migration: http://www.regjeringen.no/upload/AD/publikasjoner/rapporter/2010/SOPEMI_Report_2009.pdf
- http://www.regjeringen.no/upload/AID/publikasjoner/rapporter_og_planer/2008/R2008_migration_on_sopemi.doc
- Strategy for the Introductory Programme 2010-2013, includes analysis of the present situation. Annex 5
- Article: "Empowerment – ideology and practice in the introductory programme, Annex 6
- Article: Introductory Programme for new immigrants, 2008: http://www.ssb.no/introinnv_en/
- Summary: An evaluation of the Introductory Programme, Fafo-rapport 2007:34, Hanne Kavli, Anniken Hagelund, og Magne Bråthen <http://www.faf.no/pub/rapp/20034/Summary-pdf.pdf>

The Second Chance Project

The results for New Chance continue to be good and stable. In 2009, 42 per cent of those who completed New Chance made the transition to work or education, according to the IMDi report *Results for New Chance 2009*.

In 2009, there were 626 New Chance participants divided between 40 projects in 26 municipalities/city districts. Of those who completed New Chance, 42 per cent made the transition to work or education.

That is just one percentage point lower than in 2008, which means that the good results in New Chance remain at a stable level.

There are three main target groups:

- Long-term unemployed immigrants who are dependent on social welfare benefits;
- Youth from minority backgrounds;
- Stay-at-home women who do not receive public benefits and who are very marginalised in relation to the employment market. This group was new in 2009.

The participants were from 60 different countries, more than half of them were from Somalia or Iraq and 445 of them (71 per cent) were women.

Fewer dropouts

On average, participants who completed New Chance in 2009 had taken part in New Chance for nine months. Those who were transferred to NAV's qualification programme had, on average, attended for eight months. The proportion of dropouts from New Chance decreased from 47 per cent during the period 2005-2007 to 42 per cent in 2008, dropping further to 32 per cent in 2009 (not counting those who were transferred to NAV's qualification programme). This is clearly a positive development.

Participants taking responsibility for their own qualification

In connection with the reporting for 2009, IMDI asked the programme advisors to assess participants' skill development in nine different areas.

In the advisors' opinion, there has been clear and positive progress in all of the areas that were mapped. Progress is most apparent in relation to participants' taking responsibility for their own qualification.

Word of mouth

Stay-at-home women are a new target group in 2009. Several projects used the first six months of the year to recruit stay-at-home women to the projects. Information about New Chance was provided at public health clinics and libraries, by voluntary organisations and in other relevant arenas. The projects report that, when rumours about New Chance are spread through women's networks, many women contact the projects and wish to participate. Close to one in four women who have participated contacted the project themselves.

Much of the focus of the youth projects is on setting boundaries, coping with life situations and the consequences of actions. Many of these young people live alone and lack role models. The projects report that one of the most important success factors when working with youth is to thoroughly clarify expectations.

Systematic use of methods

In 2009, there was greater focus on the use of methods in New Chance, and the projects have been challenged to be more systematic in their use of methods and documentation. Many state, for example, that they use the LØFT method (the solution-focused approach). In 2010, the goal is to see whether this and other methods can be adapted so that they work better for New Chance's target group.

Reports, articles and documents:

Report – The Second Chance project, 2009, annex 7.

How to use language tests /social science tests / citizenship tests in order to promote social and labour inclusion?

Norway is interested in learning from the participating countries about their experiences on mandatory final language tests and citizenship tests.

Background

The Ministry of Labour and Social Inclusion in June 2009 circulated for wide consultation draft amendments to the Introduction Act and Regulations and The Norwegian Nationality Act proposing:

- mandatory final Norwegian language tests, and increasing the compulsory hours of language training from 300 to 600 hours and making this conditions for receiving a settlement permit and Norwegian citizenship. In addition a citizenship is proposed.

This is currently under deliberation in the Ministry of Children, Equality and Social Inclusion.

Discussion topics - Obligatory tests

Researchers and test developers express concern about the development of test regimes in Europe. They question whether the tests and test results are good tools in the integration processes. Tests can be useful in other ways, according to the researchers and test developers, such as providing knowledge about the progress and the level of the individual learner as feedback to teachers and to some extent as documentation to authorities and policy makers.

Making the tests compulsory makes it even more important to focus on the validity and reliability of the test. A valid language test must be professionally indisputable, it must have a relevant content and it must be designed in such a way that it measures skills in relation to the goals set for the training.

Reliability reflects how stable and consistent the test is over time. It should have the same level of difficulty each time it is used and the examiners must agree on the criteria and must assess the results in a commonly agreed manner.

The introduction of obligatory tests and a citizenship test could have unintended consequences for certain groups. Among other things, it might have negative effects for women. Globally, it is mostly girls and women who do not have the opportunity to begin or complete schooling in countries where education is a scarce commodity. Women who come to Norway from countries where education is reserved for the few on average have a lower educational background than men from the same country. With the introduction of obligatory tests, everybody will have to take the test, including those with the lowest education.

The way the present proposal is drafted those who pass the compulsory Norwegian test will be granted exemption from the citizenship test. According to figures from 2008⁹, only 30 per cent of the candidates who reported not having completed schooling passed Norwegian test 2. It would be unfortunate if the introduction of obligatory Norwegian tests were to result in women losing out in relation to men, for example as regards the rights connected with citizenship.

There were several motives behind the proposal to change the Introduction Act by introducing obligatory tests. Among other things a final test might help establish whether a candidate has reached the competence goals and possible requirements defined by the curriculum. It is discussed whether obligatory tests could contribute towards giving employers, the education system and the providers of social services the necessary knowledge to assess whether a person has sufficient knowledge of Norwegian to be employed or to complete an education.

Test results can also provide information when it comes to considering possible measures that should be taken to make it possible for persons with weak Norwegian language skills to find work or to complete an education. The one who is responsible for the training will gain knowledge of the results that are needed to assess whether the goals of the training have been reached. The individual will have a documentation of knowledge that has legitimacy in society. The final test will also be a goal for the individual, and it may motivate participants during the training.

Documentation: Reports, articles and documents

Annexes (See back compartment of the folder)

1. *Action plan* for integration and social inclusion of the immigrant population, Annex 1.
2. "The Vox mirror", Key figures on adult participation in education and training in Norway. See Annex 2.
3. Key objectives related to the integration of Newcomers given to VOX by the ministry in the annual allotment letters (2010), See Annex 3.
4. Report: Challenges for leaders in adult education, See Annex 4.
5. Document: Strategy for the Introductory Programme 2010-2013, includes analysis of the present situation. Annex 5.
6. Article: Empowerment – ideology and practice in the introductory programme, Annex 6.
7. Report – The Second chance project, 2009, Annex 7.

⁹ Vox' statistics bank.

Web sites:

- Report: OECD: Jobs for Immigrants: Labour Market Integration in Norway (Social, Employment and Migration Working Papers No. 94).
- <http://www.oecdilibrary.org/docserver/download/fulltext/5ksb2zwwgdhr3.pdf?expires=1277912015&id=0000&accname=freeContent&checksum=96BE91699C863DED3CA904A8A48940C4>.
- SOPEMI report on Norway 2009 and 2007-2008 International Migration: http://www.regjeringen.no/upload/AD/publikasjoner/rapporter/2010/SOPEMI_Report_2009.pdf
- http://www.regjeringen.no/upload/AID/publikasjoner/rapporter_og_planer/2008/R2008_migrati_on_sopemi.doc.

The Introductory Programme:

- Article: Introductory Programme for new immigrants, 2008: http://www.ssb.no/introinnv_en/.
- Summary: An evaluation of the Introductory Programme, Fafo-report 2007:34, Hanne Kavli, Anniken Hagelund, og Magne Bråthen <http://www.faf.no/pub/rapp/20034/Summary-pdf.pdf>.

Language training:

<http://www.workbase.org.nz/Article.aspx?ID=462>.

http://www.hrsdc.gc.ca/eng/workplaceskills/essential_skills/general/home.shtml.

<http://www.nordiska.su.se/skriftbruk/engindex.htm>.

The website of the Government, www.government.no contains all the budget proposals and other relevant background material. In particular documents under the Ministry of Children, Equality and Social Inclusion may be of interest.

The report to the Parliament on diversity can be found here, though only in Norwegian: <http://www.regjeringen.no/Rpub/STM/20032004/049/PDFS/STM200320040049000DDDPDFS.pdf>.

Statistics and analyses are available (in English) on www.ssb.no/en. Data for migration in particular is available on www.ssb.no/english/subjects/00/00/10/innvandring_en/.

Aggregate data can be obtained from the Statistics Bank www.ssb.no/english/statbank where most of the core tables on the immigrant population and living conditions among immigrants are published. In addition, tables are published for each topic under the title 'Daily statistics'. More detailed tables or distributions might be produced upon request.

IMDi's website www.imdi.no/en/Spark/English/ contains some information in English. All the published monitors are available in Norwegian on the website