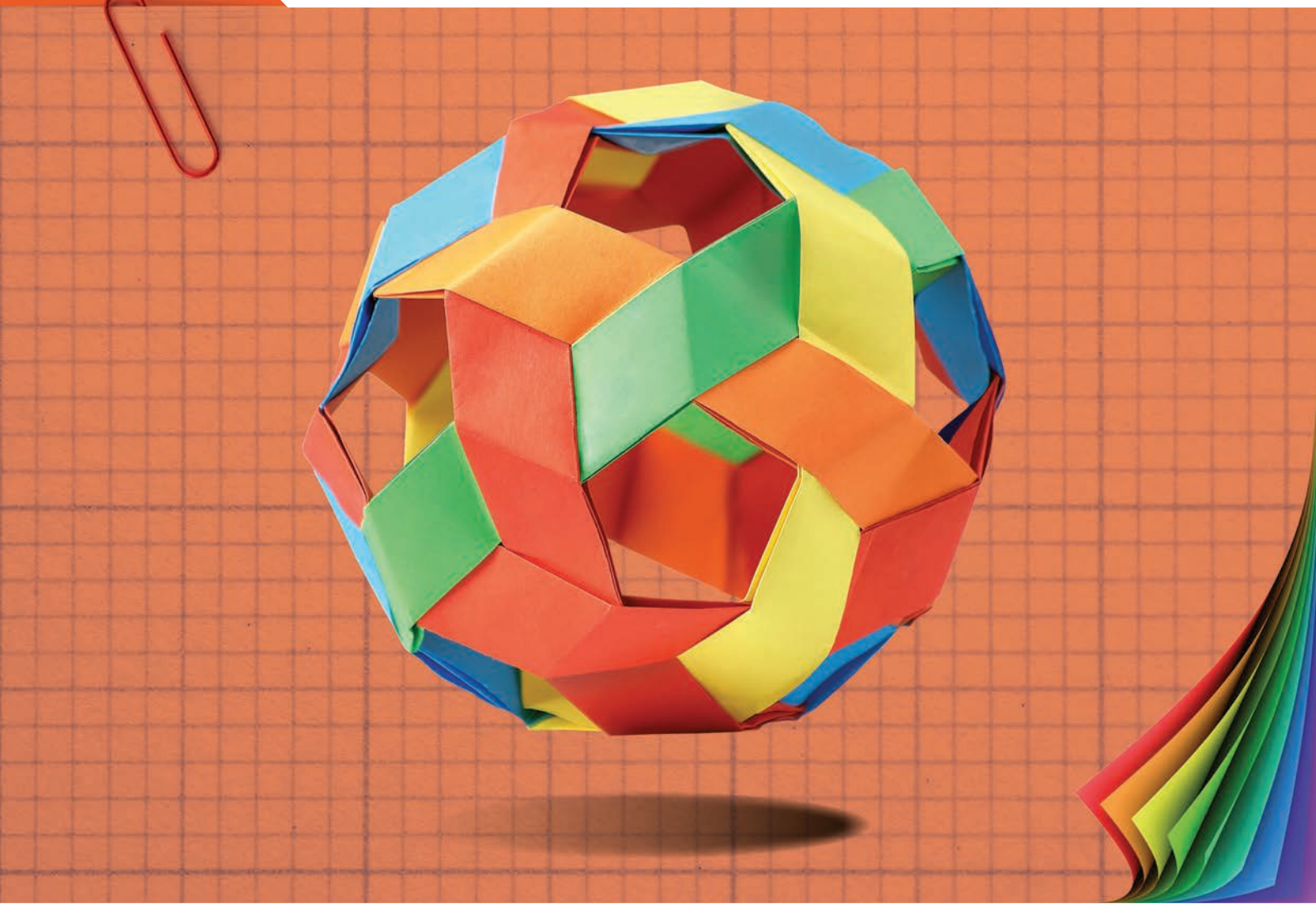
Implementing Education Policies

Improving School Quality in Norway

THE NEW COMPETENCE DEVELOPMENT MODEL



OECD

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BETTER POLICIES FOR BETTER LIVES

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Foreword

Norway is deeply committed to education, as demonstrated by its high level of public expenditure and the dynamic policy activity targeting education quality in the country. This has been translated into noteworthy successes. For example, the Programme for International Student Assessment (PISA) that gauges how well the students master key subjects in order to be prepared for real-life situations in the adult world, has shown a positive development in the average performance of Norwegian students, which is now above the OECD average in all three disciplines (science, mathematics, and reading).

Norway is set on continuing this positive development, but recognises there still are challenges and great differences between schools in municipalities and between municipalities and regions. The role of the Norwegian Directorate for Education and Training is being remodelled, with the current devolution of competences to local authorities. In particular, strategies for professional development are questioned, as they may be inadequate for local contexts and fail to engage teachers.

This is why in its White Paper n.21 "Desire to learn - early intervention and quality in schools", the Government of Norway aims to provide municipalities and schools with greater freedom of action and empower them to carry out systematic school improvements at the local level. It introduces a new competence development model for schools to develop collaborative professionalism at every layer of the education system, and consists in in-service professional development.

The OECD has engaged with Norway to support the implementation of this new competence development model for schools, as part of its new strand of work centred on education policy implementation. It builds on evidence that policy reforms do not always translate into concrete actions and results in schools. This is partly due to the gap between the attention given to the policy design and the lack of support once it has to be implemented. Moreover, as education policy is taking shape in increasingly complex environments, moving from top-down structures to more horizontal interactions between many actors, the nature of policy implementation is changing with much more negotiation and co-construction with stakeholders.

As countries aim to achieve excellence, equity and efficiency in education, one of the aims for the OECD Directorate for Education and Skills is to provide implementation support to close the gap between educational aspirations and performance by providing strategic advice, and ensuring the integration of different stakeholders at different stages of the policy implementation process.

This tailored support with Norway brings together two teams from the Implementing Education Policies and Strategic Education Governance projects (Annex A). The OECD team undertook two assessment visits to Norway (June 2018 and February 2019, Annex B), and organised a stakeholder implementation seminar (October 2018, Annex C) during which Norwegian education stakeholders discussed and proposed options on how to most effectively implement this new competence development model.

This report, grounded on evidence, and highly contextualised with Norwegian education stakeholders, through visits and an implementation seminar, presents OECD's assessment and proposes suggestions for the implementation strategy of the new competence development model. Looking at strengths and weaknesses of the current implementation strategy of the new model, it offers actions to consider to foster the adoption and the development of the new model.

Acknowledgments

This report assessing the implementation strategy of the new competence development model for schools in Norway is informed by international experience and best practices from OECD countries. The assessment process involved three country visits, three reference group meetings, a stakeholder seminar, and has engaged and benefited from contributions from a large number of Norwegian education stakeholders, including students, teachers, school leaders, parents, representatives from municipalities, from teacher unions, school leader representatives, universities, from the Directorate for Education and Training, from the Ministry of Education, and other institutions. The OECD review team authors of the report are grateful for their time and contributions.

The review team is indebted to the Norwegian Directorate for Education and Training, partner in this implementation support, under the leadership of the Ministry of Education and Research. Sidsel Sparre, Director of the Department of Kindergarten and School Development, Anne-Berit Kavli, Project Coordinator, Beate Tislevoll, and Vivi Bjelke, senior advisors at the Directorate for Education and Training have provided invaluable contributions and support throughout the project. We are also grateful to Siv Hilde Lindstrøm, Education Counsellor at the Norwegian Permanent Delegation at the OECD, and Håvard Lunnan former national coordinator and now senior advisor at the Ministry of Education and Research, who provided constructive feedback.

This report was prepared as part of OECD's *Implementing Policies: Supporting Effective Change in Education* programme undertaken by the Policy Advice and Implementation division within the Directorate for Education and Skills. Yet, it brings together authors from both the Policy Advice and Implementation and from the Innovation and Measuring Progress divisions. More concretely, the OECD team is composed of Beatriz Pont, who leads the project and edited the report, Pierre Gouëdard, who co-ordinated the report and organised the publication process (author of Chapters 1, 2, and 5 with Beatriz), Marinus Rouw (author of Chapter 3), and Claire Shewbridge (author of Chapter 4).

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Executive Summary

Introduction

Norway, as part of the White Paper n.21 "Desire to learn - early intervention and quality in schools" (2017), introduced a new competence development model for schools in which national funding for sustainable capacity and continuous professional development at all levels of the system is based on local analysis and decision making in networks of municipalities. OECD has engaged with Norway to support the implementation of this new model, as part of its Implementing Policies: Supporting Effective Change in Education programme. This report presents OECD's main findings and recommendations to support Norway towards the further development of its implementation strategy for the new competence development model. It has been developed based on research and a number of visits and exchanges with a range of education stakeholders in Norway.

The new competence development model for schools

In Norway, teachers participate less in professional development than their TALIS counterparts, and express a higher than average unsatisfied demand for development. According to the Ministry of Education, individual professional development strategies do not provide for enough local adaptation, and municipalities and county authorities have varying capacity and expertise to engage in quality development for schools.

To improve school quality, the Norwegian government has introduced a new collective competence development model for schools with the objective of establishing a sustainable approach for schools improvement that would respond to local context and the diversity of needs between Norwegian schools. The new model relies on three complementary pillars that cater to any school needs:

- A decentralised scheme: that aims to ensure that all municipalities (school owners) implement competence-raising measures, by channelling state funds to the municipalities.
- A follow-up scheme: in which municipalities and county authorities that report weak results in key education and training areas over time, are offered state support and guidance.
- An innovation scheme: that is intended to result in more research-based knowledge about the school system.

The decentralised scheme is the main pillar, where the local analysis of needs drives the competence development. National funding is intertwined with local ownership to adapt to the large diversity of contexts in Norway. The two other schemes are designed to ensure that the system is responsive to all schools, and caters to equity: municipalities lagging behind will be supported by the follow-up scheme, while co-operation with universities will promote innovation and emulation among all schools.

Moving towards successful implementation of the model

Following an analysis of the new competence development model and exchanges with education stakeholders in Norway, the OECD team analysis suggests that if the implementation is not re-examined in detail, this is likely, at best, to result in no change to the current situation and, at worst, an increase in inequalities. In particular, a number of pitfalls could jeopardise the success of the new model:

- the policy needs a clear vision that brings together the different elements, including the follow-up scheme;
- the role of different stakeholders needs to be clear and meaningful;
- the policy needs to build around existing policies, such as the individual credit giving competence development (Competence for Quality programme), the curriculum reform and the national assessment strategy; and
- there is a need for a more concretely developed implementation strategy that brings together the actions, resources, and communicates it clearly.

To address these issues, the OECD team has built on its implementation framework to identify recommendations relative to the pillars underpinning a coherent implementation strategy:

1. **Designing a smart policy:** the new model has to be strategically prioritised and a vision developed. Clear incentives should be communicated to the different stakeholders, and a systematic assessment and monitoring of the implementation and realisation of objectives has to be established.
2. **Ensuring inclusive stakeholder engagement:** the roles of the different stakeholders need to be clarified and communicated clearly, while developing capacity at every level so key players can act as intended. Transparency about the available resources and their deployment should be integrant to the communication strategy.
3. **Shaping an environment conducive to the new model:** the conditions for long term planning require that universities broaden their offer to meet identified local priorities. A whole of a system approach would help position the new model vis à vis complementary policies, and should be mainstreamed in collaboration forums. The responsiveness to schools and municipalities with identified capacity needs to be strengthened.

Adapting the implementation strategy for impact

Focusing the implementation strategy and aligning its components coherently can help ensure it will be effective over the long run. This requires taking concrete actions with a clear calendar and pace. Concrete actions to enhance the implementation strategy of the competence development for schools and improve its local anchoring include:

- **Refining the objectives of the new model:** by defining a clear vision and associated operational objectives with all the stakeholders, while clarifying the position of the new model compared to other professional development strategies and the new curriculum.

- **Reviewing policy tools and aligning with the broader policy context:** Review incentives to maximise the take-up and impact of the new model, such as embedding the new model in the assessment framework. Communicate the expectation that the prioritisation of school-based competence development flows naturally from regular school evaluation and planning processes.
- **Clarifying roles and responsibilities:** Clearly define task allocation and enhance transparency at every layer on the actions undertook by the different stakeholders as an accountability mechanism. Focus in the county forum on how to safeguard the full participation of municipalities with limited capacity.
- **Gathering data for improvement:** Translate objectives into indicator to monitor the implementation process and the new model. Ensure that local data are fed back to the Directorate so it can help county governors and school owners, and monitor the take-up of the model. Publicly release information and data on inputs, processes, and outcomes of the model at the municipal, county, and national level.
- **Designing a communication and engagement plan:** Design a targeted communication strategy to the different stakeholders that aligns to the agreed role expectations. Organise feedback loops to foster ownership of the model among the different stakeholders, and include in the communication strategy information on accountability relationships, on data and indicators to measure progress and on the evaluation of the model.
- **Securing financial and human resources:** Ensure long-term resources visibility and consider linking the level of required co-funding requirement to the municipality level of deprivation. Foster capacity development at every level by allocating sufficient time and funding resources to enable stakeholders to fully endorse their agreed role in the new model.
- **Clarifying expectations on timing and pace:** Within a central framework allowing county variation, each county governor needs to work with stakeholders to set objectives linked to the phasing in of the new model and offer a clear timeline to stakeholders.

Chapter 1. Introduction and background to the report

This chapter introduces the report, with a brief description of Norway's context in terms of educational policy reforms to raise school quality. It shortly describes the new model for competence development that aims to provide municipalities and schools with greater freedom of action and empower them to carry out systematic school improvements. The model calls for carefully thought out implementation strategy to ensure it results in effective changes in teaching practices across schools in Norway.

The chapter then describes the methodology for this assessment and tailored support to Norway, which is part of OECD's new programme to support countries and jurisdictions in their education implementation processes. The assessment has been undertaken following an analytical framework on effective education policy implementation and through mixed methods analysis, which includes data and research analysis combined with a range of visits and meetings in Norway, and builds on Norwegian stakeholder engagement and contributions.

1.1. An overview of the new competence development model for schools

Addressing the quality and equity of a country's education system can help shape its future. A thriving education system allows every student the opportunity to develop as an individual and strengthens a society's capacity for economic growth and well-being. Norway operates a comprehensive welfare system with high levels of public social expenditures. Education is considered as a priority, and Norway is one of the OECD countries investing the most in its education system, while emphasising equity and inclusion. Overall, Norway is committed to an education system that promotes the development and learning of all its students.

Norway has implemented a number of reforms and policies towards realising this ambition – and as the evidence suggests with some noteworthy successes (Government of Norway, 2017[1]). For instance, the results of the PISA 2015 survey showed a positive development in the average performance of Norwegian students, which is now above the OECD average in all three disciplines (science, mathematics, and reading) (OECD, 2016[2]). This is also confirmed at earlier stages of education (TIMSS, 2015[3]; PIRLS, 2016[4]). Norway is set on continuing this positive development in student performance, but recognises there still are challenges and great differences between schools in municipalities and between municipalities and regions (Government of Norway, 2017[1]).

One of the areas in need of focus is teachers and schools professional development. Available data from 2013 showed that there was lower participation in professional development than the TALIS average and higher than average unsatisfied demand. In PISA 2015, principals reported that about 20% of students are enrolled in schools where inadequate or poorly qualified teachers hinders learning (around the OECD average), and about 50% of students attend schools where teachers not meeting individual student's needs hinders learning (twice the OECD average) (OECD, 2016[5]). There already exists a strategy for individual credit giving professional development (the Competence for Quality programme). However, the Norwegian government considers that a new decentralised model promoting collaborative professional development could help cater to the different needs of teachers regarding the variety of contexts in Norway.

Part of the challenge lies in the series of devolution reforms and decentralisation processes that have transformed the structure of the Norwegian education system during the last decades. How to balance local autonomy with public accountability while ensuring local capacity for continuous improvement in the learning of all students is a complex challenge; one that policy makers across OECD countries have been grappling with for years – and this includes Norway (Government of Norway, 2017[1]). Through reforms and national programmes, such as the Knowledge Promotion Reform (2006), the Assessment for Learning Programme (2010), or the Initial Teacher Education (2011), Norway aimed to reinforce the roles and capacity of stakeholders at all levels of the system to lead and engage in systematic improvements to ensure the success of all its students.

More recently, the White Paper n.21 "Desire to learn - early intervention and quality in schools" (2017[1]) suggests that individual national competence development initiatives do not provide for enough local adaptation, and municipalities and county authorities have varying capacity and expertise to engage in quality development for schools. With the White Paper, the Norwegian Government aims to provide municipalities and schools with greater freedom of action and empower them to carry out systematic school improvements at the local level. It introduces the new competence development model for

schools to develop collaborative professionalism at every layer of the education system. In this new model for locally based competence development, national funding for school-based sustainable capacity building and continuous professional development at all levels of the system is based on a local analysis and decision making in networks of municipalities (hereafter referred to as "the new model"). This whole-school approach aims for continuous professional development to be integrated into daily practice and municipalities taking responsibility for the development of their schools by engaging in networked collaborations at the local and regional level. The partnerships with universities and colleges is considered essential for making this happen (Government of Norway, 2017[1]).

The ambitions set out in the White Paper n.21 that introduces the new model are an attempt to 'flip the governance' from government steering to greater leading from the local level, and aim to substantially change roles and introduce a whole new way of working for stakeholders. It calls for carefully thought out implementation strategy to turn this policy into effective changes in the classroom. This includes the elements of effective governance as described in the OECD Governing Complex Educations Systems Project (Burns and Köster, 2016[6]; Burns, Köster and Fuster, 2016[7]): strategic thinking and shared vision building, careful monitoring and evaluation to make evidence-informed decision making and the readiness to quickly adapt to changing contexts and new knowledge. But it also involves the need to design the policies smartly, to create a conducive context, to follow a coherent implementation strategy and to engage with stakeholders throughout the process. In complex education systems, "implementation" is not about executing the policy, but more about building and fine-tuning it collaboratively (Viennet and Pont, 2017[8]).

1.2. Methodology for this assessment

This report is part of the OECD's implementing education policies support programme with Norway (Box 1.1). It analyses Norway's new competence development model for schools, developed in the White Paper n.21 to provide an assessment of the model and how to ensure its effective implementation (2017[1]).

An OECD team created specifically for Norway (Annex A) brings together analysts from the Implementing Education Policies and Strategic Education Governance projects. It follows a concrete methodology to support implementation that combines research with field work and country stakeholder engagement to ensure validity and ownership. More concretely, the team has: extensively drawn on qualitative and quantitative comparative data from benchmarking education performers; done research and desk-based analysis of key aspects of education policy in Norway; undertaken an assessment visit to Norway (Annex B); held a stakeholder engagement seminar in Norway to discuss and obtain input on the preliminary findings (Annex C) and; had regular exchanges with the national coordinator and a reference group of key education stakeholders (Annex D). The OECD team has also made extensive use of statistical information and policy documents from other institutions and from the Norwegian government.

To explore the different elements that can contribute towards the effective implementation of the new competence development model for schools, the report builds on the analytical framework developed by Viennet and Pont (2017[8]). It aims to provide a rational lens to those involved in the policy to analyse, and consider measures to enhance the effectiveness of their specific education policy change processes. The framework suggests that to shape coherent implementation strategies – central to the success of

implementation – policy makers need to engage with stakeholders early on in the process, and to take into account the policy design and its context.

Chapter 2 analyses the design of the new model and the potential synergies that exist with other strategies of teacher training. Chapter 3 discusses the engagement of stakeholders with the model, and Chapter 4 reviews the context of the policy, and the contextual barriers or carriers that could hinder its implementation. In the last chapter, the OECD team presents a grid of actions to move forward an actionable implementation strategy for the new model.

Box 1.1. Implementing policies: supporting change in education

OECD's Implementing Policies: Supporting Effective Change in Education programme offers ***peer learning and tailored support for countries and jurisdictions*** to help them achieve success in the ***implementation of their education policies and reforms***. Tailored support is provided on topics the OECD Directorate for Education and Skills has comparative expertise in, including (but not limited to): ***introducing new curricula***, ***developing schools as learning organisations, teacher policy, evaluation, assessment and accountability arrangements/education monitoring systems*** and ***building educational leadership capacity***.

The tailored support consists of three complementary strands of work that aim to target countries' and jurisdictions' needs to introduce policy reforms and impactful changes:

- **Policy assessments** take stock of reforms policies and change strategies. The resulting report consists of an analysis of current strengths and challenges and provides concrete recommendations for enhancing and ensuring effective education implementation of the policy analysed. It follows a concrete methodology: a desk study of policy documents, a three to five day assessment visit, in which an OECD team of experts interviews a range of key stakeholders from various levels of the education system and additional exchanges with a project steering or reference group.
- **Strategic advice** is provided to education stakeholders and tailored to the needs of countries and jurisdictions. It can consist of reviewing policy documents (e.g. white papers or action plans), contributing the policy meetings, or facilitating the development of tools that support the implementation of specific policies.
- **Implementation seminars** can be organised to bring together education stakeholders involved in the reform or change process, for them to discuss, engage and shape the development of policies and implementation strategies.

In the project with Norway, a policy assessment visit was undertaken in May 2018, a stakeholder engagement seminar to discuss preliminary findings in October 2018, and three reference group meetings have been held in Norway in 2018-2019. Work is planned to continue until 2020, with strategic advice, an implementation seminar and a final assessment.

Website: http://www.oecd.org/education/implementing-policies/

Brochure:http://www.oecd.org/education/implementing-education-policies-flyer.pdf

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Chapter 2. The design of the new competence development model for schools in Norway

The design of a policy plays a determinant role in the implementation process, as the nature of a policy solution, and the way it is formulated, influence how the policy plays out across an education system. In particular, the justification, logic and feasibility of the policy, key components of the design, can enable or hinder the reform process.

In Norway, the new competence development model for schools is a policy that allocates public funding to enhance education competence development at the local level for teachers, schools and municipalities. It does so by allocating financing through the governor's offices for municipalities to participate in collaboration forums at the county level and encourage schools to reflect on their training needs and increase teacher training participation. This chapter reviews the design of this policy, and explores how it can best support its successful implementation.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

2.1. Why a new competence development model for schools in Norway?

In Norway, the large diversity of contexts and tradition of local democracy have favoured the emergence of a decentralised system that aims to tackle more efficiently local challenges. This is embodied for instance in the long tradition of school autonomy, where local municipalities "own" individual schools: they exert full responsibility for the school quality and monitor the fulfilment of school legislation.

After a decade of measures targeted at students' performance and teacher quality, the White Paper n.21 of the Norwegian Government (2017[1]) resumes the decentralisation trend initiated in the 1990s. It spells out a new competence development model for schools, which implies reviewing school governance, and redefining roles and attributions of a range of education stakeholders. However, this decentralisation effort is not without risk, as reforming multi-level governance systems is not straightforward (OECD, 2017[2]).

The White Paper (2017[1]) identifies several reasons for introducing a more decentralised competence development system. In particular, it highlights that national competence development initiatives do not provide for enough local adaptation. The evaluation of the nationally driven Knowledge Promotion Reform, a reform launched in 2006 updating the curriculum and aiming to decentralise decision-making and responsibilities while ensuring a baseline for national competence standards, has showed that the municipalities believed they had been given less freedom, despite the opposite intention (Aasen et al., 2012[3]). Moreover, as municipalities and county authorities have varying capacity and expertise to engage in quality development for schools, the White Paper proposes that it would be best for them to be well equipped to promote education development in their schools. As a consequence, the strategy set out in the White Paper aims to frame a new collective competence development model for schools that allows to respond to local needs.

According to the White Paper, the high level of decentralisation in Norway has given experience to stakeholders at the local level to take on diverse responsibilities, leading to increased schools and local school authorities capacity to develop their own collective competence development (Government of Norway, 2017[1]). By devolving responsibility for collective professional learning to schools and local authorities, the new model is designed to respond to the needs of the diverse Norwegian school environment. The model also includes safety nets (the follow-up scheme) to ensure that further decentralisation will not increase inequalities between schools and municipalities. Monitoring the effects of the new model has been included as part of the implementation strategy, and will require identifying the appropriate dimensions to evaluate, and developing relevant indicators that allow adjustments and effective follow-up to prevent inequalities and underperformance.

However, a range of factors can greatly influence the success of this new competence development strategy. The justification of the policy, the design in term of the funding structure and incentives, the clarity of the policy and role of different actors at the local level will determine whether and how deeply this competence development model becomes anchored in their practices, whether teachers increase their participation in training, and if teaching and learning practices in schools improve. This chapter looks at the design of the model, in terms of its justification, how it is logically organised, and its feasibility in terms of resources to see how it can be efficiently implemented.

2.2. A description of the new competence development model for schools

The Norwegian government's ambition to further increase school quality is the main driver of the reform. Until recently, individual initiatives did not necessarily cover all schools, as they were targeted programmes that schools could access through the Norwegian Directorate for Education, and may not have been implemented in the way they were intended (Government of Norway, 2017[1]). The current strategy aims at anchoring in practice a sustainable collective competence development model for schools that reflects local context and the diversity of needs between Norwegian schools and municipalities. To do so, the new model relies on three complementary pillars:

- A decentralised scheme: that will help to ensure that all municipalities (and eventually county authorities, as school owners) implement competence-raising measures, by channelling state funds to the municipalities. The municipalities themselves define and prioritise what they need, within the framework of national goals, in co-operation with universities and university colleges.
- A follow-up scheme: in which municipalities and county authorities that report weak results in key education and training areas over time, indicators yet to be developed, are offered state support and guidance.
- An innovation scheme: that is intended to result in more research-based knowledge about the school system. The State defines requirements for evaluation and quality, while the municipalities and research communities work together to develop the measures they wish to test.

The decentralised scheme is the main pillar of the model, where the local analysis of needs (between teachers, school leaders, and school owners) is supposed to drive competence development. The scheme provides national funding, intertwined with local ownership to adapt to the large diversity of contexts in Norway. According to the taxonomy developed by McGinn and Welsh (1999[4]), the decentralised scheme is also grounded on two motives for decentralisation in Norway:

- Professional expertise: to improve teaching practice in the classroom, teachers and school leaders are the most suited to identify their needs and transmit them to the school owners.
- Political legitimacy: The municipality, whose political administration is elected, is the school owner at the local level and represents the voters' opinions. It controls the training spending and initiates the collaboration with universities.

This new strategy implies the devolution of competence to the municipality level, as school owners will have to determine their own training programmes, and negotiate with other municipalities and universities to develop it. It belongs to the last trend of decentralisation reforms that started after 2000, where decentralisation is directly sought for improving quality in schools, especially after some economic literature highlighted a plausible causal link with schools' outcomes (Duflo, Dupas and Kremer, 2012[5]; Pradhan et al., 2011[6]; Galiani, Gertler and Schargrodsky, 2008[7]).

The two other schemes are designed to ensure the policy does not have negative effects across diverse municipalities (for both high and low performing schools), and are responsive to the school context: schools with identified quality concerns will be offered support via the follow-up scheme, also designed as an equalisation means, while co-operation with universities will promote innovation and emulation among all schools.

2.2.1. The decentralised scheme

In this framework, the Ministry's role mainly consists of allocating grants and defining the overall national guidelines for the content of the competence-raising measures. The Directorate for Education and Training, the executive agency of the Ministry, will monitor and ensure the evaluation of the model. The Directorate will also prepare and guide governors at the national level, and cooperate with selected universities to facilitate a network of universities as competence providers (Figure 2.1).

Instead of directly disbursing state funds to municipalities, this scheme introduces two specificities. First, funds will be allocated at the county level (through cooperation forums), where municipalities will have to co-operate to determine their use. Second, for a municipality to benefit from the fund, a financial participation of 30% of the total amount is required. This co-funding is meant to ensure that municipal and state resources are in conjunction with each other, and that municipalities are fully engaged in the model. This however raises the issue of municipalities with limited funding abilities, as they could choose not to invest in any training programmes. Third, to benefit from the fund, the municipalities have to agree on a plan for competence development with the local university or universities outside of the county.

At the local (municipal) level, a network gathering the school principals and representatives from the teachers associations and other local stakeholders will support the schools to identify their competence development needs. Several municipalities are expected to work together in a regional network to build capacity, and agree on their priorities for school improvement.

At the county level, the policy promotes representatives from the municipality networks to meet with the local universities and the governor through a co-operation forum. Other stakeholders may be invited to sit on the co-operation forum, for example, the Norwegian Association of Local and Regional Authorities (KS), or other local stakeholders. Figure 2.1 provides an idealised image of the Co-operation Forum. There is, however, variation in how the Co-operation Forum may be set up by the different county governors (see Chapter 4). The county governor, as a key player, is in charge of administrating state funds for the model, moderating the co-operation forum, and ensuring that actions entail effective improvement in school quality.

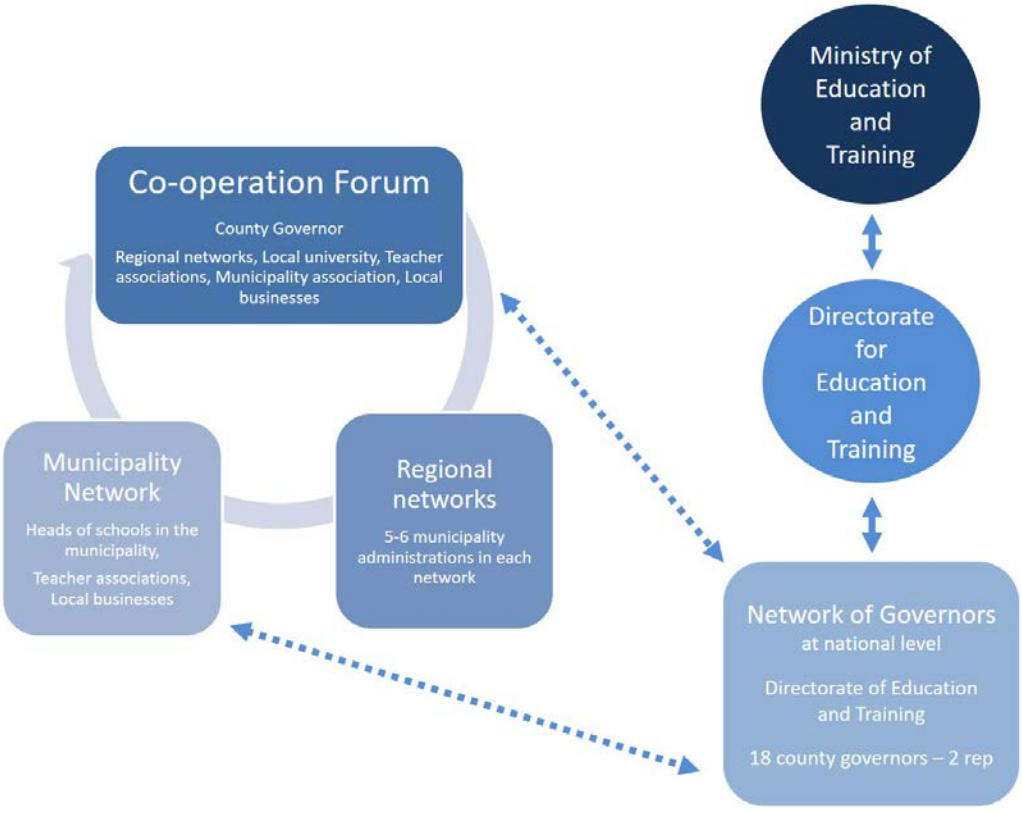
Each regional network has to bring its priorities for improvement to the cooperation forum, and the governor moderates the debate to reach an agreement on which priorities and what projects to carry out. This includes the choice of thematic areas and the more detailed allocation of state funds. If the actors do not reach a consensus, the county governor makes the final decision.

The governor must also foster collaboration between local school authorities and higher education institutions. As the state funds for training are available at the county level, municipalities and universities have to agree on the cost of the training. In this bargaining process, the governor plays the role of the broker. The training can also be provided by higher education institutions outside of the county, or in cooperation between different institutions from in and outside the county.

Overall, the decentralised scheme is meant to sustain collective professional development in the long term, without the government needing to supplement it with additional competence-raising strategies. Its implementation started in 2017, only at the municipality level (in charge of primary and lower secondary education). The initial budget reported to the OECD team was NOK 100 million, with projections to be

progressively increased by NOK 300-400 million by 2020. As a comparison, the two school quality raising initiatives Competence for Development (2005-2008) and Competence for Quality (ongoing) have spent yearly respectively NOK 350 million and NOK 1.3 billion. According to the Directorate for Education and Training, in 2020, the budget of the decentralised scheme should represent around 30% of the total budget for teacher professional development. As the funding of the decentralised scheme reaches a sufficient threshold set by the Ministry, counties' authorities (in charge of upper secondary education) will also be included, starting in 2019 (Government of Norway, 2017[1]).

Figure 2.1. Simplified outline of the decentralised scheme



Source: Directorate for Education and Training, Government of Norway.

2.2.2. The follow-up scheme

To prevent further decentralisation to increase inequalities, the follow-up scheme is intended to be a safety net for school owners, to help them overcome challenges arising in the classroom, and to ensure that all local school authorities have sufficient capacity and expertise to identify their needs and use the adequate processes to engage in quality competence development for their teachers and schools.

The Directorate for Education and Training has defined a set of criteria covering student outcomes and learning environment. Based on these criteria, and a set of general themes defined by the Ministry of Education to take into account in the assessment, county governors can assess school quality and offer guidance to the schools facing the greatest

challenges with the follow-up scheme. It then aims to contribute to ensuring equality of opportunities in education, and also increases transparency and school accountability.

The scheme relies on the Advisory Team Programme, an intervention unit created by the Ministry to support municipalities displaying poor results over time. While it began as a pilot project in 2009 involving around 100 municipalities, the Advisory Team Programme is now mainstreamed to cover the whole country. A municipality that fails to achieve satisfactory results according to the indicators can request support, and the county governor can also run its own assessments to offer guidance to the schools facing the greatest challenges. However, the support offer is not binding, and municipalities can decline it. Making assistance from the Advisory Team Programme mandatory for schools lagging behind is currently under consideration.

When a municipality and the Advisory Team Programme agree to collaborate, the work starts with a first external assessment to analyse the status of the school and identify potential development areas. At the same time, the municipality carries out an analysis of the overall quality development work in the municipality. Then the Advisory Team helps the school leader to develop a plan to leverage school quality based on the identified educational development areas. The Advisory Team also promotes quality dialogue between all the stakeholders in the school sector, conveys best practices in terms of "school ownership" and "school leadership", and helps the politicians with the implementation of the strategy developed by the school manager.

2.2.3. The innovative scheme

Within this three-pillar strategy, the innovative scheme is the counterpart of the follow-up scheme. This feature of the model is aimed to enable the more dynamic schools to partner with universities and develop tomorrow's learning practices.

The government will determine the number and the amount of public grants available for this scheme, and set the overarching research framework. Schools and universities will define objectives together and develop projects to apply for grants. The final allocation of research grants will be grounded on the academic quality of the research projects.

The idea is that these partnerships will boost innovative practices. The ministry aims to incentivise universities and schools to run random control trials to formally identify the most effective teaching practices. This evaluation methodology is also expected to spread to other activities subsidised by public funds. In the end, these results will enrich pedagogical knowledge, inform public decision-makers, and strengthen the initial teacher training with practice-based new elements.

2.3. Observations and issues

The design of a policy plays a determinant role in the implementation (Viennet and Pont, 2017[8]). Bell and Stevenson (2015[9]) state that the nature of a policy solution, and the way it is formulated, influence its "enactment". In the end, the justification, logic and feasibility of the policy, key components of the design, can enable or hinder the policy implementation process. The following sections review the new competence development model along these lines to see how its implementation can be made most effective. This entails exploring the clarity of the reasons and vision behind this policy, the design of the policy and its long term sustainability.

2.3.1. Justifying the new model

To improve school quality, the Norwegian government aims at establishing a sustainable competence development model that reflects local context and the diversity of needs between Norwegian schools (Government of Norway, 2017[1]). The White Paper identifies several reasons for introducing a more decentralised competence development system. In particular, it refers to the last competence-raising strategy "*Ny GIV"* (New Possibilities, 2010–2013), which was characterised by centralisation rather than decentralisation. It included a teacher professional development strand that was defined at the central level, and guidelines on who could participate were issued for the local level. The objective was for teachers who were part of the programme to introduce in their schools the new teaching methods they learned. Yet, the White Paper reports that evaluations of Ny GIV indicated that teachers mostly continued their ordinary teaching practices, and that implementation at the local level of central guidelines was difficult, due to a lack of shared understanding on how it was supposed to be implemented (Government of Norway, 2017[1]).

In sum, according to the Norwegian Government (2017[1]), national competence development initiatives do not provide for enough local adaptation, and municipalities and county authorities have varying capacity and expertise to engage in quality development for schools. In this way, the new competence development model for schools aims to develop collaborative professionalism at every layers of the education system, and respond to the lessons learned from the Ny GIV initiative.

The vision of the new strategy is complex and needs further refinement

The vision of the decentralised scheme is set out in the White Paper:

> *"The goal is that all schools, municipalities and county authorities, through partnerships with universities and university colleges, shall take responsibility for and have the freedom to initiate quality development work at the local level." (Government of Norway, 2017[1])*

While this vision may be clear for national politicians, following discussions with Norwegian stakeholders and international comparative analysis, the OECD team considers that it does not spell out the objective for schools and student learning, and requires further polishing to reach and motivate a broader education audience to engage with the policy. For school owners, benefits of this vision may be straightforward, as they get responsibility and financial resources in terms of school competence development. But the vision does not explicitly mention how educational staff and universities can engage and benefit, or how it is linked with educational outcomes for students. For instance, why would teachers engage in collaborative development and why would universities comply with new training requests?

Irgens (2018[10]) has studied *"Ungdomstrinn i utvikling" (UiU,* Lower secondary school in development), a school-based competence development programme which ran in more than 1200 lower secondary schools between 2012 and 2017. The professional development for teachers and school administrators took place in local schools with assistance from universities and university colleges. He concludes that few schools made use of a traditional Nordic co-operation model, by establishing early on dialogue seminars and having teachers developing a shared understanding and knowledge of the challenges at hand. On the contrary, he observes examples of a transaction perspective, an "order and deliver" model of competence development that has resulted in a lack of teachers'

involvement, and limited school quality improvement. The way the new model is designed aims to restore this tradition of co-operation, where teachers define together their development needs and the partnership with the university is mutually profitable.

During the OECD Norway stakeholder seminar to discuss the preliminary findings on the implementation of the model (Annex C), participants proposed the following vision:

> *"Building a sustainable system of collaborative professional development, where schools partner with universities and local stakeholders to improve teaching practices, answer local needs, and enhance student learning."*

This draft vision states more clearly that partnership and collaboration are at the heart of professional development in Norway, with the student learning experience as a main objective. It still lacks the school level as a key layer of collaborative development, but it intends to reconcile the traditional Norwegian approach to conduct co-operation projects with initiating and carrying out local development (Øyum et al., 2010[11]).

However, for the vision to be effective, there is not only a need to hone the vision so that it can motivate and involve all the different stakeholders, but also to refine it in operational terms. In effect, the OECD has observed that successful implementers favours "*a small number of clear, high-priority, measurable, ambitious but feasible goals"* that strengthen coherence and clarity (OECD, 2010[12]).

In this sense, the vision of the new model spelled out in the White Paper appears heavily loaded with many expectations and the goals may not be measurable or clearly tangible. To change classroom practices, the reform expects many sectors to adapt or change their practices:

- Schools to recognise their own training needs and transmit this to municipalities,
- Municipalities to take ownership of school improvement,
- Networks to work together in co-operation forums,
- Universities to be more responsive to school training demands,
- Governors' office to lead the process through funding.

This implies to improve at least professional development in schools, responsiveness of universities, and collaboration between municipalities. The success of the reform then relies on all these layers updating their practices and working together according to the new model. The complexity of the new model goes against the Occam's razor principle, or law of parsimony, a heuristic that favours simple models over convoluted ones. In other words, this raises the question whether there are more direct or efficient ways to improve school quality than having to change every interaction among a range of education stakeholders. It also depends on different actors having similar perspectives on how the model can be successful, which is not clear at present. How can for example networks working together result in improved practice? Qualitative or quantitative measures of intermediary progress would help make the vision more achievable for those involved.

Norwegian teachers are in need of professional development

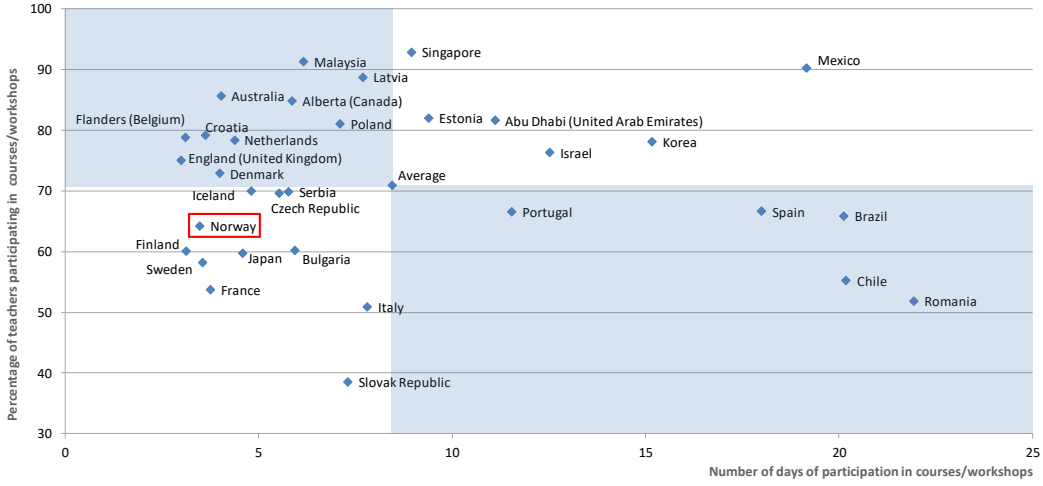
In 2013, Norwegian teachers in lower secondary education reported higher than average unsatisfied demand for development, and less participation in professional development than the TALIS average (Figure 2.2) They were 30% never taking part in collaborative

professional learning, twice the TALIS average (OECD, 2014[13]). The top three areas in which new teachers indicated a high level need of development were: ICT skills for teaching, teaching students with special needs, and student evaluation and assessment practice; these results are also in line with the needs identified by the Norwegian government (Government of Norway, 2017[1]). Reported teacher's self-efficacy was low in Norway. The percentage of lower secondary education teachers who felt they could "help [their] students value learning", "motivate students who show low interest in school work", and "help students think critically", was at least 20 percentage points below the TALIS average. Moreover, in 2015, almost half of the student population attends schools whose principal reported in PISA that teachers not meeting individual student's needs hinders learning, which is twice the OECD average (OECD, 2016[14]).

These data confirms what the OECD team heard during meetings across Norway in terms of unmet need for teacher professional development. In other words, there is room for improvement, as the current professional development schemes in Norway may not sufficiently support teachers in their training needs across the country. The new strategy however, relies heavily on network collaboration and partnerships of many different players. If this collaboration does not engage teachers and reach their classroom practices, as the analysis from UiU has shown, the new model risks having limited impact. In that sense, the model needs to emphasise that teachers should be heard regarding their needs for competence development and be part of the decision-making processes, to empower them and foster ownership of the model.

Figure 2.2. Professional development undertaken by teachers in days, TALIS 2013

Percentage of lower secondary education teachers who report having participated in courses/workshops in the 12 months prior to the survey and the number of reported days they participated in courses/workshops over the same period:



Source: OECD (2014[13]), *TALIS 2013 Results: An International Perspective on Teaching and Learning*, TALIS, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264196261-en.

StatLink http://dx.doi.org/10.1787/888933041592

Lower reported levels of engagement in professional development in Norway may be due either to an inadequate professional development supply, or to a lack of incentives for schools and teachers to participate. In the case of the former, the new decentralised scheme can offer a solution, as teachers collaboratively define their training priorities,

and school owners will negotiate with the university to design professional development meant to respond to local issues.

Conversely, in the case of the latter, the new decentralised scheme might have little impact, since it relies on the assumption that each teacher has a drive for collaborative professional development. The economic literature emphasises the importance of designing the "right" incentives for a reform to take root, for an agent to follow the policy's intentions. This includes taking into account the cost, the time, the beliefs, etc. Here, the main incentive of the decentralised scheme is the public funding allocated to the governor's office that should encourage schools to reflect on their training needs, cooperate within their network, participate in the collaboration forum at the county level, and in the end increase teacher capacity. Due to the high transaction costs this whole process entails, more direct incentives could ensure the take-up of the decentralised scheme.

For instance, aligning professional development with teacher evaluation can foster professional growth. According to the European Commission (2018[15]), a 4-stage matrix process allows building trust in the system, so that evaluation is perceived as formative, motivates teachers, and effectively informs professional development:

1. Develop stakeholder's consultations and pilots linking teacher evaluation and school improvement to create a strong foundation for new evaluation approaches.
2. Develop strong self- and peer-evaluation comments that are linked to the competence framework.
3. Strengthen the links between needs identified during evaluations and teacher professional development.
4. School-based evaluation is well established and integrated with the processes for teacher professionalisation and whole-school development.

In Memphis, United States, the explicit link between poor performance and professional development efficiently guides teacher improvement (Box 2.1). In Korea, the new teacher evaluation system involves stakeholders and has fostered transparency, making it more difficult for underperforming teachers not to follow professional development (Box 2.2).

Box 2.1. Memphis, United States: Linking teacher appraisal to professional development

The city of Memphis, Tennessee in the United States has developed a system that explicitly links professional learning to teacher appraisal. In Memphis City Schools, appraisal is based on teaching standards, and professional development is linked to teachers' competence on the standards. Thus, a teacher who has poor performance on a specific indicator on a teaching standard can find professional growth opportunities related to that indicator. Memphis City Schools publishes a professional development guide each year that lists the professional growth offerings by standard and indicator. In addition, most of the professional development courses are taught by Memphis City School teachers, ensuring that the course offerings will be relevant to the contexts in which these teachers work.

Source: Nusche et al (2014[16]), *OECD Reviews of Evaluation and Assessment in Education: Netherlands 2014*, OECD Reviews of Evaluation and Assessment in Education, OECD Publishing, Paris, https://dx.doi.org/10.1787/9789264211940-en.

Box 2.2. Reforming the teacher evaluation system in Korea

Korea reformed its teacher evaluation system in 2011 to promote teachers' professional growth. Within the National Teacher Professional Development and Evaluation System, principals, teachers, parents and students grade the teachers; further professional development is required for teachers who receive low evaluation scores, thereby aiming to improve teacher quality and effectiveness. This methodology is cost-competitive, as the teacher appraisal directly determines who needs, and with what intensity, to undertake professional development. However, for the system to function properly, several criteria are required:

- the quality of the multi-dimensional evaluation needs to be ensured so that it adequately assesses teacher performance,
- the evaluation framework needs to be flexible enough to reflect local context, so that evaluation items remain relevant,
- there is a risk that teachers consider professional development as a penalty and do not fully engage in mutual evaluation. As teachers grade other teachers, they may be reluctant to reveal poor performance. For teachers to fully appreciate the value of evaluation for helping their professional development, they need to be knowledgeable of the system and skilful in performing evaluations.

Source: Yoo (2018[17]), "Evaluating the new teacher evaluation system in South Korea: Case studies of successful implementation, adaptation, and transformation of mandated policy", *Policy Futures in Education*, Vol. 16/3, pp. 277-290, http://dx.doi.org/10.1177/1478210317751274

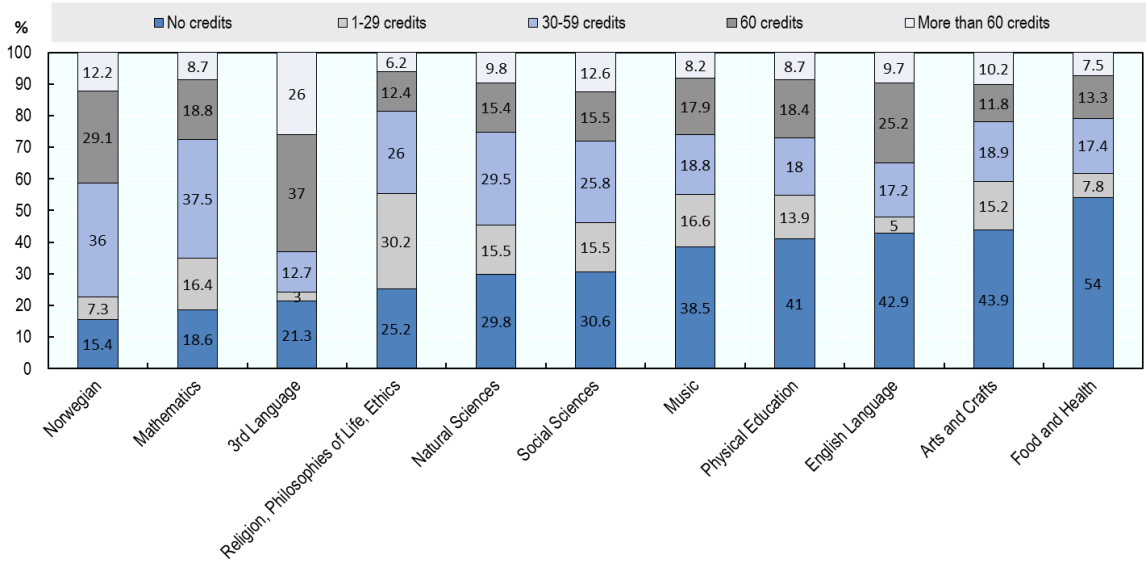
Synergies with other professional development programmes are missing

To increase school quality, Norway already introduced new qualification requirements in 2014 for individual teachers. Teachers who teach English, Maths, Norwegian, Norwegian sign language and the Sami language must have 30 credits in the subjects in primary school, and 60 credits in lower secondary. For other lower secondary school subjects, the requirement is 30 credits. Figure 2.3 provides an overview of the distribution of credits according to the subject among teachers in primary and lower secondary education. More than 20% of Norwegian teachers, 30% of Mathematics teachers and 45% of English teachers have less than 30 credits. In that regard, school owners must have a plan for how to meet the individual qualification requirements by August 2025. The Competence for Quality programme, a government programme for teachers' individual continuous professional development, offers teachers large support in further education (see Section 2.3.3). However, in addition to individual continuous professional development, much literature has demonstrated the value of collective learning and professional development approaches at the school level to contribute to raise overall school quality (Hargreaves and Fullan, 2012[18]).

The justification for a competence development scheme at the school and local level appears warranted – as there is considerable room for teachers to improve their participation in training, a formal requirement to increase qualifications, and a need for collective professional development, which in Norway is responsibility of municipalities.

In fact, most of the people the OECD team met through Norway during the different visits supported the competence development scheme.

Figure 2.3. Distribution of the share of teachers having a certain number of credits, by field



Source: Government of Norway (2017[1]), *Desire to learn - early intervention and quality in schools*, White Paper, Government of Norway, Oslo.

But there does not seem to be clarity on the positioning of the model with regards to overall professional development. According to the Directorate for Education and Training, in 2020, the budget of the decentralised scheme should represent around 30% of the total budget for teacher professional development. During the OECD visit, the Directorate recognised that the total budget for the decentralised scheme was small compared to the total spending on teacher training. Therefore, there is a need to clarify the position of the decentralised scheme compared to other training strategies (such as Competence for Quality programme, existing municipal strategies for professional development) to create synergies, and to ensure that school owners include all types of professional development in the school development plan.

During the OECD visit in Norway, education stakeholders commented on the difficulty of ranking professional development priorities at the school level, as it requires organising staff training time throughout the school year for different schemes. Participants in the OECD Norway stakeholder seminar also revealed their confusion regarding the two models (Competence for Quality and the new model), wondering if they were substitutes or complements. Without a clear positioning of the decentralised scheme, there is a risk that it appears as a complex solution requiring a lot of coordination compared to existing training strategies.

2.3.2. The logic underpinning the new model

Transferring the power of decision and responsibility for the use of public competence-raising funds to the local school authorities is not new in Norwegian education policy. Within the first Competence for Development strategy (2005–2008), the State already allocated NOK 1.4 billion in support of school owners, in an attempt to ensure that funds for the schools' competence-raising measures were adapted to local needs. Evaluations of

this strategy produced mixed results though. On one hand, researchers analysing the strategy found that allocating the funds directly to the school owners led to better co-operation between school owners and university colleges, more relevant practice-based measures, and a more conscious and systematic approach to competence development at the school and school owner level. On the other hand, the strategy did not lead to any notable increase in participation in competence-raising measures; either because municipalities spent funds on measures that could not be regarded as training, or because more resources were spent on negotiating measures for the individual municipalities. These conclusions entailed two additional questions: whether it was reasonable to expect the school owners to take the responsibility they were assigned, and if all municipalities had the capacity and ability to play the role they were intended to (Government of Norway, 2017[1]).

Bearing this former experience in mind, the OECD team however witnessed a broad support for the new model. While the White Paper lacks of a clear communication strategy and the development of a story ensuring the Ministry's goals are well understood on the ground, researchers, teachers, universities, students and parents' representatives perceived the new model as a desirable lever to ensure that competence development effectively matches local needs. Yet, despite this *a priori* inclusive stakeholder engagement, the former evaluation of training decentralisation calls for careful consideration of potential pitfalls.

Building the capacity of stakeholders to play their intended role is crucial

Beyond anchoring the new model in transparent practices and ensuring its sustainability, it is also important for stakeholders to endorse its intended objectives. To do so, a clear definition of the attributions is required (see Chapter 3 for an in-depth discussion). If the school diagnosis in terms of training needs and the partnerships with higher education institutions appears to be understood on the ground, as observed by the OECD team, there are some concerns regarding the role of governors, especially if they have not substituted a dialogue-oriented logic to an inspection-logic with schools. The OECD team observed that some governors were playing the intended role of mediators at some Co-operation Forums, while others were directly deciding training priorities for the county. In some counties, this approach was selected in order to launch the new model, with the objective to set a dialogue process over time. It should be noted nevertheless that skipping the school diagnosis and the ranking of training priorities at the network level, to impose a top-down strategy, is opposite to the spirit of the model. The OECD team is not aware whether a clear framework of action for governors has been established, to promote capacity development, peer exchange and convergence on ultimate objectives.

The issue of capacity then needs to be addressed, whether from a vertical point of view, from teachers, school leaders, and school owners to the governor's office, or from a horizontal point of view, referring to the large spatial heterogeneity in the Norwegian territory.

At the school level, the capacity to engage with the model may be linked to the learning culture of the educational staff, but also to the incentives provided to engage in a network and to the quality and relevance of the offer. It would be important for schools to understand the value of collective professional development through networks vs individual school professional development if they are to invest their time going beyond their school borders. This will depend on their learning culture, their capacity to recognise their own learning needs, as well as on their actual engagement with the model to shape

the offer. This would also require developing the educational staff capacity in conducting effective self-evaluations and development planning, leading meaningful appraisals (next subsection), benefiting from applied research and partnerships with universities etc.

As recipients of public funds, school owners must have the capacity to use them wisely, and to engage in a fruitful collaboration with higher education institutions. According to the Nordic Institute for Studies in Innovation, Research and Education (NIFU), school owners are always the weakest point in education reforms, and their role has been criticised during the decentralisation reforms in the 90's and the 00's. This was particularly noted in regards to the plan for local competence building linked to the implementation of the new curriculum for compulsory education in 1996, and the Competence for Development strategy in 2005-2008 (UNESCO, 1996[19]; Government of Norway, 2017[1]). The OECD team reflected on how this model can effectively enhance school owners' participation and capacity, given previous experiences. School owners should use funds wisely and critically assess school improvement plans. Network facilitators should be trained and focused to ensure that collaboration within networks creates value. County governors have to develop skills to lead the negotiation between networks and higher education institutions, rather than overpowering the collaboration network. Overall, the training of stakeholders should be an integral part of the policy in order to ensure the sustainability of the new model (see Chapter 3).

The question of accountability in a "trust-society"

The Norwegian Education system is based on trust, and had limited control and monitoring mechanisms before the introduction of the national quality assessment system in 2004 (Norwegian Directorate for Education and Training, 2018[20]). The Ministry of Education then developed a multi-faceted evaluation and assessment framework that provides monitoring information at different levels and aims to achieve both accountability and improvement purposes (Nusche et al., 2011[21]). Despite these efforts, Hatch (2013[22]) considered that Norway had only moved "half-way" towards accountability. This is also observable in the design of the new model, where the follow-up scheme is not mandatory: municipalities are offered the support of the Advisory Team Programme, but have the choice to decline it.

Therefore, completing the accountability framework, by better aligning the evaluation and assessment framework in Norway with the new competence development model, could potentially strengthen incentives for teachers and schools to participate in the new model.

At present, teacher appraisal appears underdeveloped. According to national regulations, teacher appraisal must be implemented, but neither methodology nor performance criteria are defined to frame the process. Schools owners can establish their teacher appraisal framework, but many delegate human resources issues to the school leader. Schools define their own procedures, following the guidelines from the county or the municipality. In general, teachers receive feedback during an annual employee dialogue with their school leader. Data shows however that teachers in Norway were less likely than their TALIS counterparts to get feedback from principals and school management team and also reported 10 percentage points less than the TALIS average a positive change in their teaching practices after they received feedback on their work at their school (OECD, 2014[23]).

Schools self-evaluation is statutory, and is the primary method of delivering school evaluation and improvement. The Directorate for Education and Training has developed

tools to help schools diagnose their status. For instance, RefLex is an online tool designed to help public schools and school owners determine whether their practices are in line with the Education Act. School owners are expected to develop a quality improvement framework, and ensure that schools implement self-evaluation based on the data available on the School Portal. Typically, school owners monitor results, require schools to submit annual plans and occasionally visit schools to conduct a "quality dialogue" and check compliance of school policies with regulations.

Embedding the new model in the school self-evaluation process could strengthen teachers and schools incentives to participate, and ensure teachers actively participate in the decision-making process of the selected professional development. School self-evaluation could identify strengths and weaknesses to trigger off recognition of competence development needs or support from the follow-up or the innovative scheme. This would inscribe collaborative professional development and the model as part of school processes of improvement in a sustainable way.

For professional development to bear fruit however, the quality of the training needs to be assessed, and the efficient use of state funds has to be monitored. Participants of the OECD Norway stakeholder seminar have considered that initiating and sustaining dialogue between schools, schools owners, students and parents may help build trust towards the new model and networks collaboration. Otherwise, school owners should be held responsible for the use of funds, and strengthening the teacher position within the scheme could serve this purpose. The idea of having earmarked grants was also raised during meetings with school representatives to prevent school owners from using the funds for purposes other than teacher training (Government of Norway, 2017[1]). Since 2013, and the Competence for Quality programme, the quality of further education is ensured by having more stringent content requirements for training than for basic education programmes, and a "Participation Survey" yearly monitors teachers' satisfaction and perception of the training relevance. This should also apply to any training undertaken within the new model.

Finally, accountability usually goes hand in hand with the development of indicators. To define such indicators, clear and measurable objectives need to be set beforehand to clarify objectives as well as progress towards them for all those involved. The reform objectives include improving school quality and teacher competence, and should encompass teachers' participation in training, but also the extent to which the training is effectively translated into classroom practice. Indicators would also help monitoring the whole model and its development, and ensure that school owners steer the model in the right direction. The follow-up scheme also requires a set of tailored indicators to identify the schools lagging behind for the Advisory Team Programme to intervene. So far, the OECD team has been informed that the Ministry has considered establishing lower quality limit in key areas of education and training, but whether these lower bounds will be the same across territories or reflect additional local needs has to be discussed.

The follow-up model cannot curb inequalities yet

Any decentralisation process intrinsically bears a risk of increasing inequalities, as local governance units face different contexts, resources, and capacity (Vermeulen, 2018[24]). The follow-up scheme, meant to offer safety nets for municipalities lagging behind in terms of students' outcomes, is at a developing phase; it is not mandatory, a municipality can refuse the support of the Advisory Team Programme, and the Ministry is still in the process of developing a set of indicators that define a lower quality limit in key areas of

education and training. What is more important is to ensure that the Advisory Team Programme's support is effectively translated into classroom practices. During the review visit, the OECD team visited a school benefiting from such guidance. The support mainly consists in advice, without directly entering and observing what happens in the classroom. The Advisory Team Programme's methodology could be more direct in helping teachers, to ensure deep changes in classroom practices from lower performing schools. The Directorate is keen on updating practices in this direction, but change has proved to have been slow so far. The OECD team will be working with the Directorate in the near future to see how the follow-up scheme can be best designed to become a true safety net and prevent inequalities. The innovative scheme has not been discussed as part of the work of the OECD, and will not be covered in this report.

2.3.3. How feasible is the new model?

The feasibility of a policy means thinking carefully about the resources and technology involved in putting it into practice (Viennet and Pont, 2017[8]). For the new model, we focus on the financial resources required in relation to different options for providing competence development, on the Norwegian tradition to work in networks, and the value of the partnerships set between the schools and universities.

Securing financial resources to signal the government's long-term commitment

The level of resources available to stakeholders will directly influence the phasing in and adoption of the new model. The Norwegian government aims to transfer the competence development funds from the State to the local authorities in a permanent way. However, stakeholders met during the OECD visits perceived state funds as unclear and short-termed. As noted in Section 2.2.1, the 2017 national budget allocated NOK 100 million for the new competence development model. Other training strategies that will be discontinued in the future will be phased into the model. This should account for an additional sum of around NOK 300–400 million by 2020. However, some stakeholders consider this to be a modest amount, as the Competence for Quality yearly amounts to NOK 1.3 billion (Government of Norway, 2017[1]).

Box 2.3. Professional learning in Australia

The Australian Institute for Teaching and School Leadership (AITSL) prepared in 2013 the Charter for the Professional Learning of Teachers and School Leaders. This document aims to promote a strong professional learning culture that would entail continuous improvement throughout teaching careers. Successful professional learning is characterised as relevant, collaborative and future focused. This framework encourages schools to become learning communities relying on their own resources, with the AITSL offering global support. On one hand the support consists in tools and resources to back the enactment of the Charter, including case studies from school and systems willing to share their strategies for establishing professional learning cultures. On the other hand, AITSL supports research into determining useful and practical methodologies for teachers and school leaders to apply in order to effectively evaluate the impact of professional learning in their school.

Source: Australian Institute for Teaching and School Leadership (2012[25]), *Australian Charter for the Professional Learning of Teachers and School Leaders*.

The municipality co-funding of 30% of the training undertaken within the decentralised scheme, without an option to lift this financial constraint for the less endowed municipalities, was also perceived by those the OECD spoke with as a potential barrier of the model. It may deter local stakeholders to fully engage, and root a long-lasting dynamic of competence development at the municipality level.

For school owners, the decision to invest in this model rather than in alternative solutions raises the question of the opportunity cost of this policy. In other countries, improving teacher quality while taking into account local disparities has taken different forms, as school owners may not have such responsibilities. Australia (Box 2.3) and Estonia (Box 2.4) chose to foster network interactions and building professional learning communities. In Wales, they have chosen to introduce the concept of schools as learning organisations, supported by regional consortia that bring together different municipalities.

Box 2.4. Continuous professional development in Estonia

As part of its new Lifelong Learning Strategy 2020, Estonia has launched in 2015 a multi-actor working group to develop a continuous professional development system for teachers. The Estonian Ministry of Education supports co-operation between teachers and educational institutions to foster reciprocal learning, co-operation between teachers (including university) in integrating learning outcomes and key competences, and co-operation between teachers and support staff in solving students' behavioural problems and analysing learning difficulties. It includes joint projects between cultural institutions, businesses and all levels of education, or joint projects between university teaching staff and researchers. Participation in international co-operation projects and comparative studies, and the development of new methods for co-operation between teachers in upper secondary schools and universities are also promoted.

Source: Estonian Ministry of Education and Research (2015[26]), *The Estonian Lifelong Learning Strategy 2020.*

The professionalisation of networks is desirable

In Norway, the capacity of a network to foster collaboration between teachers will influence the knowledge that is generated and determine its added value, and the added value of the partnership with the university. Yet, Stoll and Louis (2007[27]) consider that just getting teachers to collaborate is not enough. Well-funded teacher networks have failed to produce significant learning gains because they were shallow or unfocused on improving learner outcomes. Those professional learning communities fail to deliver because of a loose configuration, characterised in particular by vague objectives. Improvement through professional learning communities is however possible, under the condition that teachers collaborate and focus on the real work of improving learning and teaching (Harris and Jones, 2010[28]).

According to Norwegian researchers the OECD team met, there is a need to professionalise networks and to build the leadership capacity of the network leader for the network to bear effects. Being a network leader is a specific role that needs to be acknowledged, with adequate professional development. They use the success story of the forum for schools from the Sogn og Fjordane county, where a long-standing tradition and structure for close dialogue between key stakeholders in the county's school sector has

created an arena where national education policy is implemented on the municipalities' terms, in line with local challenges and needs.

Box 2.5. Canada: the Alberta Initiative for School Improvement

Starting in early 2000, the Alberta Initiative for School Improvement (AISI) allotted to school jurisdiction around USD 120 per pupil to build programmes, structures or activities that would drive educators to think differently about education. Defined as "a bold approach to improving student leaning by encouraging teachers, parents, and the community to work collaboratively to introduce innovative projects that address local needs", the AISI acted as a catalyst for change until 2013. In the early years, the full potential of the project was not realised, in particular because the subsidies were used to lower class size or compensate former budget cuts. But as the project was sustained, stakeholders committed more and more to building this new kind of networks. Evaluations indicate that some networks evolved in a community of practice around schools with flat leadership structures, and where professional learning was occurring more often. However, the initiative came to an end in 2013 when the new government stopped the funding. Potential explanations include the inability of the initiative to develop large-scale indicators monitoring student achievement, and the turnover of professionals in the network implying a loss of institutional knowledge and a constant need for training new members.

Source: Alberta Initiative for School Improvement (2008[29]), *AISI Handbook for Cycle 4, 2009-2012.*

Based on past experience with the lower secondary reform (2012-2015), researchers also communicated to the OECD team that there is often a lack of vision embodied in networks, and the need to clarify their role, to state why they are desirable, and how the network activity translates into classroom practice. Researchers consider that networks should also be used to gather best practices, identify learning barriers and how to avoid them, and disseminate this knowledge across the country. Network members need to develop inquiry-based reflexive attitude to identify the impact of the network on their teaching practice. To that end, indicators assessing the quality of networks should be developed. In Alberta, an ambitious reform planned the injection of resources at the school level to shake the whole education system and introduce innovation in education through collaboration. This initiative lasted for almost 10 years, and there was much enthusiasm by participants, who felt as shapers of their own learning. However, there has not been clear evidence or indicators, to measure the impact of the programme, and the funding was ended following a political change (Box 2.5).

Crafting school-university partnerships centred on the schools' needs

School and university partnerships, core of the decentralised scheme within the new model, would not necessarily be developed without a strong investment and incentives. The OECD team heard that some schools are wary that the partnership would result in very theoretical knowledge being delivered by universities, too distant from what teachers really need. Applied research focusing on teaching and learning should be favoured. Some university representatives also reported wondering if higher education institutions have the capacity to support every school. Schools are also concerned that even if they can engage with any accredited institution in Norway for teacher training, there are

practical arguments (for instance, costs of transport for experts) to engage "local" institutions. This will be discussed in more details in Chapter 4.

The quality of the professional development taking place in these partnership will directly influence the success of the new model. Research underlines the importance of professional development that is continuous and practice-based (Timperley et al., 2007[30]). It considers that professional development should be content focused, incorporate active learning, support collaboration, use models of effective practice, coaching and expert support, feedback and reflection, and has to be of sustained duration (Darling-Hammond, Hyler and Gardner, 2017[31]). Universities require incentives to shift their offer from a more academic tradition to that reported by research. The OECD team was told how important these partnerships can be for them, as they can act as incentives to shift their practices to become more relevant to school needs.

But forging these partnerships can be challenging. Midthassel (2017[32]) presents the potential frictions arising when establishing school-university partnerships, as this requires a clear definition of roles, excellent communication, common understanding of the partnership, and mutual trust among other factors. Lillejord and Børte (2016[33]) show that for education institutions to benefit from a partnership, they have to collaborate in meaningful and useful ways for both parties, while fostering transparency to alleviate tensions and distrust among partners.

Representatives of Oslo municipality shared with the OECD team that setting a partnership is a long process, and takes at least one year. Sometimes, the school and the university do not even find a common ground, and the time and resources have been wasted. In the end, the schools already having good co-operation will capitalise on it, while others might not have the capacity to settle an arrangement, which may increase inequalities between schools.

Due to the lack of clarity regarding the content and the dynamic of such partnerships – who is supposed to lead the process? – schools have developed a more consumerist attitude towards teacher training, as observed as the transaction approach in Irgens (2018[10]). According to university representatives, it is now common to have schools demanding a specific teacher, for a specific training. As it requires time and resources to develop a particular training, whereas the funding will only come afterwards, universities might not be able to meet schools demands. In that case, commercial training companies could enter the market to clear the demand. This would in turn requires strict quality monitoring, to ensure the private sector indeed creates added value and not only capture the State subsidies.

2.4. Points for successful implementation

Policy makers design an education policy as an answer to an issue or challenge on the agenda. However, if the design is not well developed, has a clear vision, is well adapted to the context, the chances that it is effectively implemented are reduced (Viennet and Pont, 2017[8]). This chapter reviews the design of the new competence development model for schools that the Government of Norway has introduced to understand how it can be most effectively implemented and determine if there is scope to improve it.

To improve classroom practices, the new model expects many education stakeholders to adopt new practices, including schools to recognise and transmit their learning needs, municipalities to take ownership of school improvement, networks to work together,

universities to be more responsive to school training demands, governors' office to lead the process by acting as regional coordinators and distributing the funding.

Ambitiously, this implies to improve at least professional development in schools, responsiveness of universities, and collaboration between municipalities. The success of the reform relies in fact on all these layers updating their practices, but also on promoting that the stakeholders engage and shape the overall vision and do play their agreed role, and collaborate according to the new scheme. In this regard, following analysis and exchanges with education stakeholders in Norway, the OECD team considers that for the policy design to contribute to have impact, it will be important to:

- **Strategically prioritise the new model, clarify and communicate the vision to boost take-up**: Hone the vision in operational terms, also with qualitative and quantitative indicators of progress, so that it can motivate and engage all different stakeholders.
- **Review the design of the model:** In terms of the financial incentives to ensure they are clear enough for local anchoring, embed the model in the evaluation and assessment framework to foster teacher's ownership of the model, and clarify the position of the new model compared to existing school improvement strategies to create synergies.
- **Evaluate, assess, and monitor the realisation of the objectives of the new model:** Any decentralisation process intrinsically bears a risk of increasing inequalities, as local governance units face different contexts, resources, and capacity. The follow-up scheme is still at a developing phase and need to be strengthened. New indicators allowing to monitor progress and quality must be developed at each level, for instance to assess the added value of networks and the relevance of the professional development delivered by universities.

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Chapter 3. Stakeholder engagement with the model

Stakeholder engagement is a crucial element of implementation, as policies are to be implemented by people who should be convinced of the value of a given policy. Norway has a strong consultative tradition, which has played a role in the preparation and first steps of the implementation of the competence development model for schools. This chapter focuses on how stakeholders can be effectively involved to enhance the implementation of the model: promoting clear and active communication, through careful selection of relevant actors to be involved, with capacity building to equip them with the necessary competences and by developing facilitative leadership to make the collaboration forums and networks run and deliver high quality competence development.

3.1. Why is stakeholder engagement important?

Stakeholder engagement is a fundamental dimension of implementation, if only for a very basic fact: people are the ones to implement education policies. The literature points to a number of ways in which stakeholder engagement can enhance the policy process and its outcomes. However, there is a limit to the availability and the relevance of evidence of the exact effects of stakeholder engagement on implementation effectiveness. This chapter builds on the literature and on qualitative evidence collected from both past experience of engagement in Norway, and from interviews and seminars conducted with Norwegian stakeholders throughout the project to assess how to enhance stakeholder engagement for success in the implementation of the competence development model.

3.1.1. The promise of better implementation and trust

Stakeholder engagement is one of the key determinants of policy implementation. This is, as Viennet and Pont observe (2017[1]), because education policies are implemented by people, making them central to the implementation process. Stakeholders display agency, they want to and will exert influence on the policy to be implemented, based on their beliefs, motivations and interests. In education, "successful policy implementation requires mobilising the knowledge and experience of teachers and school leaders, the people who can make the practical connections between the classroom and the changes taking place in the outside world" (Schleicher, 2018[2]). In fact, education policy making is shifting from more top-down with little consultation to directly involving stakeholders from the early stages of policy design through to implementation. This new reality is requiring to find new approaches for engaging stakeholders throughout the education policy process.

Burns et al. (2016[3]) list the main benefits of involving stakeholders more directly in the policy making process:

- Better policy outcomes: ensuring that policies are in line with the needs and interests of stakeholders, while including their knowledge and expertise, can make a policy more fit-for-purpose.
- Better implementation: giving the opportunity to influence the stakes of a policy and simultaneously enhancing the understanding of the policy can raise legitimacy and create ownership by stakeholders.
- Greater trust: providing direct contact and dialogues between policy makers and stakeholders can generate credibility and trust.

Particularly, in highly decentralised systems with distributed responsibilities, autonomy across different layers, and many intermediary actors, creating common understanding among all stakeholders is key for implementation. A continuous dialogue is needed to share different interpretations of the policy, to point to the original aims and background, and to jointly develop new understandings and solutions (Rouw et al., 2016, p. 34[4]). In addition, shared understanding needs to be built around the problems a system is facing. "When teachers or parents do not know what problems the government is trying to solve, it is hard to understand the policies that have been designed in response" (Schleicher, 2018[2]). Furthermore, common understanding not only applies to the goals of a particular policy, but also to the processes and the way to reach the goals (Burns and Köster, 2016[5]).

Consulting stakeholders has become a common practice in many OECD countries, but complexity has changed the conditions for stakeholder involvement. Developments like de-traditionalisation and professionalisation have led to the erosion of traditional representative organisations. At the same time, new technologies have made it easier for people to participate individually and organise collectively, and for institutions to reach out to a much broader public. Governments can no longer rely on linear forms of participation only, but have to engage with a broader range of stakeholders and at earlier stages of the policy process (Rouw et al., 2016, p. 38[4]). In education this pertains particularly to teachers and school leaders, but also to students and parents.

Stakeholder involvement in policy making, beyond the traditional engagement of representative organisations, can also be viewed as a means of professional development, particularly for teachers and school leaders. It can equip them not only with education and policy specific knowledge and competences, but also with more general skills as communication, networking, policy making etc.

3.1.2. Elements of effective stakeholder engagement

Engaging stakeholders requires carefully designed processes. Research points to four elements:

- Clear and active communication and transparency: Stakeholder engagement is based on clear and active communication, ideally tailor-made to a diversity of audiences, and particularly reaching out to the most relevant stakeholders (Burns, Köster and Fuster, 2016[3]). For stakeholders who are not so knowledgeable in policy making processes, it needs to be clear where decision making happens and how and where they can participate and hold other actors accountable. Transparency entails gathering data and providing stakeholders with information about inputs, processes, outputs and outcomes to prepare their effective participation.
- Careful selection: Identifying and selecting stakeholders can be done for participation in different stages of the policy process. In complex systems this has become particularly challenging since the number of groups with stakes in education has multiplied. Seeking for a broad and inclusive engagement arena is preferable, but may result in the voice of key stakeholders being diluted. Balancing openness with the recognition of the value of key stakeholders requires a sensible and transparent approach (Rouw et al., 2016[4]).
- Capacity building: Different stakeholders require capacity to assume roles and deliver on responsibilities. In many instances, capacity cannot be taken for granted, but needs to be invested on and built deliberately (Burns, Köster and Fuster, 2016[3]). Capacity building also includes developing the competences for participating in stakeholder engagement processes.
- Facilitative leadership: Leadership to engage stakeholders requires facilitative skills and attitudes. Facilitative leadership contributes to empower and mobilise stakeholders, to create trust, to promote consensus and to move collaboration forward, a facilitative leadership. The engaging leader or facilitator is sometimes depicted as a steward, focused on the process, with a high "technical credibility" (Ansell and Gash, 2007, p. 554[6]).

Finally, experiences with stakeholder engagement indicate that it needs to be genuine to create trust and prevent disillusions and rejection. Genuine stakeholder engagement is

time-consuming and energy-intensive and becomes an ongoing process, not a single consultation approach. It is grounded in the belief that open government leads to more transparency and inclusive policy, in that way raising the quality of democracy and the outcomes of policy in the long run (OECD, 2015[7]).

3.2. Stakeholder engagement in education in Norway

3.2.1. The Norwegian consensus tradition

Norway in general has a "long tradition of seeking broad political consensus and finding predictable procedures to allow important political players a place at the table" (Directorate for Education and Training, 2015[8]). Usually, the national government negotiates with the central interest groups about policies. Norway also has a strong involvement of local governments in preparing national regulations. The 'corporative' mechanism is also present at the local level.

Education shares the tradition of stakeholder consultation. As the municipalities are responsible for pre-primary, primary and secondary education, the representative organisation of the municipalities (KS) is a key interlocutor at the national level. Furthermore the teacher unions and the representative organisations of students, parents and school leaders are part of the consultation arena, just as the county governors, who represent the national level in the county, and generally play an important role in mediating between the national and the local level.

The distribution of responsibilities across different layers and particularly the uneven distribution of education policy making capacity across municipalities, has been an important consideration behind the creation and facilitation of networks for the implementation of various policy initiatives by the Directorate. These networks are meant to share resources and expertise, between municipalities and schools, but also between municipalities, schools and other players as universities and teacher training institutes (Directorate for Education and Training, 2015[8]). Box 3.1 presents an example of this type of policy, entitled Motivation and Mastery for better learning in lower secondary education (Norwegian Ministry of Education and Research, 2012[9]; Carlsten, T.C., Markussen, 2014[10]).

3.2.2. Stakeholder engagement in the competence development model for schools

In Norway, stakeholder engagement in the competence development model takes place at five levels: the national level, the county level, the regional level, the municipal level and the school level. Different groups of stakeholders are engaged in different stages of the policy cycle in different compositions, as shown in the table (Table 3.1).

Box 3.1. Motivation and Mastery for better learning in Norway lower secondary

The policy on Motivation and Mastery for Better Learning aimed to increase students' motivation to learn and learning outcomes in Norway's lower secondary education. Many stakeholders have their share of responsibility for the policy to achieve this goal, including students themselves, teachers, school administrators and owners (municipalities), and actors at national and regional levels such as teacher training institutions, national centres for educational support, counsellors and GNIST partnerships.

To turn its policy into practice, Norway adopted a phased implementation strategy and used learning networks as one of its main tools. The strategy consisted of supporting implementation in groups of a few hundreds of schools at a time, thereby allowing the many stakeholders the time and space they need to master the policy and fine-tune their role in its implementation. Through the learning networks, the schools starting implementation in later phases could learn from the experience of schools involved previously. Initial results of an evaluation of this implementation process show some positive feedback and support from teachers and school leaders regarding the tools used, including learning networks.

Source: Carlsten, T.C., Markussen, E. (2014[10]), "Phased Implementation: Successful Alignment of Tools of Implementation to Improve Motivation and Mastery in Lower Secondary Schools in Norway", in F. Nyhamn and T.N. Hopfenbeck (ed.), *From Political Decisions to Change in the Classroom: Successful Implementation of Education Policy*, Norwegian Directorate for Education and Tranining, Oslo.

Table 3.1. Overview of the main stakeholders, possible tensions and issues

Stakeholders	Role/responsibility	Possible Tensions and Issues.
Ministry of Education and Training	Develops strategy, sets the scope of the programme, establishes national guidelines. Engages in dialogues with stakeholders to monitor.	Navigating possible tensions from high profile politics requiring immediate success, while assuring continuity of the long term policy (the competence development model for schools).
Directorate for Education, Training, and ICT	Administers and oversees programme, ensures quality. Engages in dialogues with stakeholders, among other things through existing platforms. Develops and administers the "follow-up" scheme (through the advisory team programme) to municipalities with weak capacity.	Capacity for new role. How to be a development partner? What kind of steering is most appropriate?
Universities / Teacher Training Institutes	Designing and delivering initial teacher education and in-service training, in co-operation with schools and municipalities. Participate in decision-making in the Co-operation Forums. Participate in a network of universities to align offers to school owners and schools.	Capacity: need to co-operate in county-level forum. Many reforms demanding their attention/engagement. May be more diversity in demands for in-service training now, as these are no longer linked to a national programme. As a consequence not all universities might be able to deliver. Potential tension between the need for coordination and competition. Have to deal with county variation. The transfer of what happens in the co-operative forums, regional networks and school-university partnership to the universities and TTI's requires a deliberate approach, most certainly in a context of competing incentives.
Other in-service training providers	Designing and delivering in-service training.	Cannot offer services in the context of this initiative, although schools might want to make use of their expertise (and could use it without state funding). Might be losing business.
County Governors (CG)	Devolved central administration present in each county. Established supervisory role ("inspection" of compliance with law). New role: Distribute funding for competence development (in-service training). Head the Co-operation Forum. Support and guide municipalities in quality assurance.	Do all counties have the capacity to facilitate the forums, to address power asymmetries, strengthen weak stakeholders, and enhance the learning of schools, municipalities, and universities? Is their role in funding accepted by other stakeholders? Do all counties have capacity and professional judgement on which municipalities would require "follow-up" (based on Directorate screening indicators)?
Municipalities	Develop policy at municipal level. Ensure quality of education and supports schools. Report annually at the local level. Oversee requests from schools for in-service training in the competency development model. Prioritise school requests and submit these to the CG. Engage in dialogues with stakeholders.	Education one of many responsibilities. Capacity for education policy unevenly distributed across municipalities. The deliberate policy to engage municipalities as the lead in the model may lead to the perception by other stakeholders that they have less voice/power (e.g. Teacher Unions).
Organisation of Municipalities (KS)	Representation in policy making at the national level. Supports municipalities through research, advise, training, information. Participates in Co-operation Forums in several counties.	KS does not participate in every Co-operation Forum, might weaken the position of municipalities, particularly those municipalities with lesser education policy capacity.

	Role/responsibility	Possible Tensions and Issues
Schools and school leaders	Establish plans for school competency development.	Need for school leader to coordinate the requests for individual professional development, school-based competency development, plus specific municipal trainings for those with more resources. Policy making capacity unevenly distributed across schools, nearly half schools do not have a competency development plan. Need for continuous professional development of school leaders to meet high expectations. Dealing with many policies, competing for time and attention. Generally speaking, distrust between school leaders and school owners and in a number of municipalities a perceived lack of expertise at the school owners level. Tension between school priorities, regional priorities and county decisions on funding. The transfer from forums and networks to schools needs a deliberate approach.
Organisation of School leaders (Skolelederforbundet)	Representation at national level in policy making. Support school leaders and providing professional networks for school leaders. Professional development of school leaders.	Unclarity about the new decentralised scheme.
Teachers	Responsible for their own professional development and for development of the schools as a whole.	Do not always feel engaged in the implementation of the national school-based development policy. Possible tension between individual interests of teachers and school of local priorities. Possible tension between teacher and school priorities and decisions taken at regional and county level. Conditions for teacher engagement in the scheme seem to be underdeveloped: knowledge, position, pathways.
Teacher Unions	Representation at the national level in policy making. Support teachers. Participate in Co-operation Forums in several counties.	Do not feel engaged enough in the implementation of the decentralised scheme. Teacher representatives not always involved in Co-operation Forums.
Students	Participate in decision making at the school level mainly through student councils.	Variation and inequality between municipalities. Variation in regional student boards capacity. Variation in municipal and school possibilities for student voice.
Organisation of Students (Elevorganisasjonen)	Representation at the national level in policy making. Support regional and local student representatives.	Variation in regional student boards capacity. Building and sustaining capacity of school councils (turnover of students). Variation in municipal and school possibilities for student voice.
Parents	Participate in decision making at the school level mainly through councils.	Variation in school quality. Variation in school possibilities for parent voice, dependent on knowledge and competence of school leaders. Conditions for parent engagement in the scheme seem to be underdeveloped: competence, knowledge, position, pathways.
Organisation of Parents (FUG)	Representation at the national level in policy making.	FUG operates at a distance from schools and parent representatives in schools. How representative is FUG of parents' voice?

3.3. Observations and issues

This section discusses the issues listed in Table 3.1 along the lines of the four important elements of stakeholder engagement processes: clear communication and transparency, careful selection, building capacity, and facilitative capacity.

3.3.1. Ensuring clear communication and transparency

Clear communication on the policy and clarity on where decisions are prepared and made prepare the ground for stakeholder engagement.

Communication strategy

Need for targeted communication to all stakeholders at the national level

At the national level the most relevant stakeholders and representative organisations of stakeholders were involved by the Ministry in the preparation of the White Paper that introduces the competence development model for schools: students, parents, teachers, school leaders, school owners, universities and counties (Government of Norway, 2017[11]). This might have contributed to the broad support for the principles of the initiative that the OECD observed during the visit. The OECD team noted that the shift of the responsibility for priority-setting for competence development to the local level, the creation of collaborative platforms for decision-making and the strengthening of partnerships between schools and between schools and universities, were supported by most of the people met during our visit to Norway. Various stakeholders raised nevertheless concerns about the differences in capacity at the municipal and school level, and the inequality in opportunity for students as a result.

In the early stages of the implementation process, the OECD team noticed that stakeholder involvement at the national level appeared to have narrowed down. This reflects a pattern that is observed often in stakeholder involvement in other countries and other sectors. For example, OECD research on stakeholder involvement in regulatory policy in general showed that stakeholders were mainly involved in the phase of policy design, but less so in the implementation phase. This constitutes "a new frontier", where countries more actively engage with stakeholders with a view to improve implementation, to limit unnecessary burdens, to better target policies and deepen insight in local choices (OECD, 2015, p. 83[7]).

The Directorate is operating at that frontier in the competence development model, however, the OECD team got the impression that the Directorate was concentrating its efforts on what were perceived to be the essential stakeholders in building up the collaborative forums, namely the counties and the universities, and the municipalities to a lesser degree. It appears as if the communication was more actively targeted at these stakeholders, whereas the communication to teachers, school leaders and other stakeholders was more passive. For example, information was provided on the website, but not actively and tailored or disseminated to various groups of stakeholders. Letters were sent to the county governors, as a 'presentations tour' that was organised to inform the counties about their new role. The Directorate is also having regular meetings with the 18 county governors to discuss and to update county governors on the latest developments in the competence development model, and to exchange county practices, which was highly appreciated by county governors. Regarding higher education institutions, there are various platforms where the Directorate could discuss the competence development model with universities and teacher training institutes, some led by the Ministry or Directorate others by higher education institutions themselves.

Compared to the communication and discussions with counties and universities, the exchange with school leaders and teachers seemed to be thin. This observation is reflected by the input of teachers, school leaders and their representatives during interviews with the OECD team. Although the crucial role of ownership by teachers was

emphasised in the White Paper, and the Directorate also provided some guidance on involving teachers, teachers and school leaders reported unclarity about the aims of the competence development model and the ways to participate in decision making. Unless school leaders and teachers were actively involved by municipalities, it seemed that information about the model was not easily accessible for them.

The difference in the communication to counties and universities on the one hand and teachers and school leaders on the other, could be motivated by the tiered strategy the Directorate appeared to have chosen to build up the decentralised scheme. In this strategy the first step was to create good working relationships at the county level, between counties, municipalities and universities, before including other stakeholders. This gives counties the chance to anticipate potential and sometimes existing tensions and conflicts between the core participants. The potential consequences of this however may be that school and teacher priorities might not come through unmediated and clearly to the collaboration forums. There is also a risk that school leaders and teachers feel a lack of ownership and as a consequence, do not participate in the scheme.

At the OECD Norway stakeholder seminar (Annex C) it was observed that a common language and a shared understanding of the new model was lacking. The seminar also showed that creating a place where all stakeholders can meet, exchange views and create commonality, would be beneficial for the implementation of the competence development model and its realisation.

Actively creating a virtuous circle of awareness in counties and municipalities

County Governors can also play a role in communicating the aims and design of the decentralised model to all stakeholders in general. Since room for country variation is deliberately a part of the policy design, county governors may differ in communication and engagement of stakeholders. The OECD team noticed that school leaders and teachers who were aware of the competence development model for schools were positive and saw the opportunities for their professional development, as was shown in one of the counties that we visited, by a chain of involvement that seemed to emerge. During the OECD visit the OECD team observed that the county governors' office was actively involving municipalities and universities as a first step in creating common understanding. One of the municipalities involved the school leaders in the deliberations about the decentralised scheme, while the school leader in turn, included the school team in prioritising. In this case, the school team was looking forward not only for intra-school competency development, but also to learn from the exchange and collaboration with other schools. As observed in other cases, awareness can lead to a virtuous circle: school leaders and teachers who know the model are willing to participate in prioritising and decision making, and will implement the outcomes of the forum accordingly (Rouw et al., 2016, p. 41[4]). Inversely, lacking awareness could ultimately lead to non-participation and non-use of the competency development funding.

Transparency

Transparency is a crucial condition for effective stakeholder engagement as it opens up the opportunities for information and feedback. Transparency is also a powerful coordination mechanism, particularly in highly complex policy arenas such as the Norwegian competence development model, with its many actors, its devolved policy, and county and local variation. Transparency starts with creating a solid information basis on the inputs, processes and outputs or outcomes of the initiative at all levels:

municipality, county and state. At this stage of the competence development model for schools, information would be mainly about inputs and processes. Transparency is particularly important for the weaker positioned stakeholders in decision-making processes, which in the case of the competence development model are teachers, students and parents.

Transparency promotes coordination within the model in two ways. First, it facilitates the emergence of checks and balances between actors within counties. Second, transparency can promote learning within and between counties, and in that way also contributes to reducing the differences between countries, for example by spreading good examples of practice.

The Directorate for Education was monitoring the progress of the model annually as part of a sample based questionnaire among school owners and school leaders. The questionnaire provides insights into the number of schools and municipalities participating in the scheme, the extent of school-to-school collaboration, competency development themes, the satisfaction of school owners and school leaders with the scheme, and the co-operation with universities among others. The survey concluded that almost all schools, according to the municipalities, participate in the competence development measures. A large majority of school owners (94%) confirmed they participate in regional networks within the new scheme, and are positive about it – 59% characterising the collaboration as good (Statistics provided to OECD by the Directorate for Education and Training).

At the time of the OECD team visit, the Directorate neither collected information on the spending of competence development model funds at the county level nor on the competency development actually taking place in schools and municipalities. The Directorate was also developing an evaluation of the model, but decisions on the content and design of the evaluation still had to be made. However, since the beginning of 2019, a new questionnaire was send to county governors to follow-up on the decentralised model and a call for tenders has been launched to evaluate it.

At the levels of county governors, municipalities and schools requirements seemed to be lacking to provide insights into spending on the model and the professional development activities actually taking place funded by the model. However, during the OECD visit examples were presented of municipalities that intended to annually report on impact with statistics and stories.

3.3.2. Carefully selecting stakeholders

Which stakeholders are invited to participate in decision-making? How open and dynamic is a particular policy arena? As described earlier, county governors are primarily responsible for composing the collaboration forums, although the ministry provided some guidance on the membership. The White Paper designates municipalities and universities as core actors, and also emphasises the vital role of engaging teachers (Government of Norway, 2017[11]). However it proved to be unclear if teachers or teacher representatives were to participate in the forums or how school leaders would be involved. The counties differed in this regard.

An important element of the strategy is the room for county variation in the choice of stakeholders, the exact design of the scheme, and the decision-making processes. This allows county governors to build an arrangement that fits the particular context, although the OECD team was informed that the Directorate has defined some conditions, such as

the core stakeholders to be involved in the collaborative forums. In particular, the involvement of teachers varies per county, with some counties having teachers or their representatives not participating in every collaboration forum. These forums run the risk of making decisions on a too narrow basis, with the needs and interests of teachers being underrepresented at the decision-making tables.

Uncertainty about the involvement of teachers

In the meetings with the OECD team two perspectives emerged on teacher involvement, perspectives that were also raised during the stakeholder seminar. The first perspective could be called a service delivery view. According to this view, concentrating on building a well-functioning mechanism that ensures that universities meet the needs of teachers is more important than involving teachers in deliberations about their needs and priorities. While this may be a viable option, at least two conditions must be fulfilled. First, there must be good information on teacher and school team priorities at the decision-making tables, preferably collected independently from the current participants, the counties, municipalities and universities. Otherwise the perspective of teachers and school teams might get lost. According to several seminar participants, collecting views of teachers and bringing them in the deliberations would typically be a role of school leaders and school owners. Second, there must be strong incentives for universities to actually cater for the needs of teachers and school teams. Whether or not these conditions are met in every county remains an open question. Some of the people the OECD team met stated that in their case teacher and school needs were not really known to the participants in the collaboration forum.

The second perspective could be called the participatory view. In this view, the ownership of teachers is crucial for the effective implementation of the scheme. Teachers or teacher representatives should be sitting at the decision-making tables to voice their needs and priorities; their opinions cannot be mediated by other actors. According to some participants at the stakeholder seminar, teachers should even have a decisive say in determining professional development. Ownership also increases the chances that teachers will actually and whole-heartedly participate in the competency development activities decided on in the collaboration forums. This latter perspective seemed to be taken in the White Paper where it was said that teachers shall not only participate in the measures but also in the decision-making process preceding those measures. Involving the profession would not only lead to better decisions but also to stronger support for the measures, according to the White Paper. The White Paper concludes that teachers should participate in the collaboration forums, and also states that the Ministry planned to discuss the more influential role of teachers with stakeholders. Given the divergent views on the engagement of teachers in the collaboration forums and the actual variation in teacher involvement in counties, this discussion seems to be urgent.

School leaders as the interface between the model and the school

At the stakeholder seminar the pivotal role of school leaders in the development of the competence development model was emphasised. Most certainly in the above mentioned service delivery perspective, the school leader creates the links between county governor, municipal, school and class level. They become key in the decision of the school to participate in the model, on promoting the engagement of the school teachers in it, and in the provision of space and time for collaborative competence development to happen around the school. However, the White Paper is not entirely clear about the role of school leaders in the initiative. The White Paper states that “the profession, both school

managers and teachers, must play an active role in defining needs and considering which competence-raising measures will be implemented in municipalities and by county authorities", but guidance on how to reach this aim seems to be lacking. It seems to be up to county governors and municipalities to decide on the role of school leaders. During the visit, the OECD team observed that some school leaders were indeed closely involved in the prioritisation exercises at the regional and county level. The interviews showed that that need not be the case across the country. Just as in the case of teachers, the Directorate could initiate discussions with all stakeholders to clarify the expectations of school leaders within the model.

Lacking involvement of students and parents

The voice of students and parents is most strongly anchored at the level of schools, at least legally in Norway. All schools are required to have several stakeholder participation bodies, composed of representatives of students, parents, staff and the municipality. In practice the influence of students and parents on school policies depends highly on the school leader. In that sense, developing knowledge and skills for involving students and parents is important. Data reported in PISA 2015 showed that a great majority of school leaders in lower secondary education was not only aware of national regulation, but also reported to create a welcoming atmosphere for parents and, to a lesser degree, involve parents in decision making (OECD, 2016[12]). However, both student and parent representatives expressed concerns about the capacity for stakeholder involvement across the system, and consequently about the actual involvement of students and parents. Regarding the model, how students' and parents' needs and interests are included in the deliberations at the county and regional level remains unclear. This last observation was confirmed at the stakeholder seminar. There seemed to be a broad consensus among the participants that the voice of students and parents should be heard in decision making about school based professional development. It was seen as typically a role of both school owners and school leaders to engage with students and parents and translate their views to school and collaboration forum priorities. Interestingly, some participants suggested an annual policy reviewing role for students.

3.3.3. Building capacity at every level

Clear communication, transparency and careful selection of stakeholders are necessary conditions for stakeholder engagement, but they are not sufficient. Stakeholders also need capacity. Capacity can be understood as the "adequate knowledge of educational policy goals and consequences, the ownership and willingness to make the change, and the tools to implement the reform as planned" (Burns and Köster, 2016[5]). Thus capacity is not only about competencies and skills, it is also about motivation and will. Furthermore, capacity includes the competences to participate in decision-making and to manage collaborative decision-making, in this case in the collaboration forums, regional networks and school based prioritisation practices. Capacity building can be defined as "the process of providing actors with competencies, resources and motivation (…)" (Burns, Köster and Fuster, 2016[3]). Capacity building can take place both vertically and horizontally, both from one level to the other as well as across a particular level with different stakeholders (Burns and Köster, 2016[5]).

Strengthen policy-making capacity at the municipal and school level

Specifically, but not exclusively, the degree of policy-making capacity at the municipal and school level will determine the extent of success for the competence development

model for schools. Policy-making capacity in education can be described in general as the capability of municipalities and schools to work continuously and systematically on improving educational quality, based on all kinds of data and a coherent policy (Rouw et al., 2016[4]; Burns, Köster and Fuster, 2016[3]). During the interviews it was stated more than once that both at municipal as at the school level, policy-making capacity varies widely, despite ongoing efforts to raise the quality of governance across the system, with detrimental effects on the quality of education in some areas.

The variation in capacity across municipalities and schools is an important rationale for the design of the model. The Ministry expects that horizontal capacity building takes place, as smaller municipalities and schools can either profit from larger municipalities and schools or could pool resources with other small and medium sized municipalities and schools to build capacity of municipal staff and school leaders. Several interviewees were referring to promising experiences with school networks in earlier policy initiatives, most notably in the context of the lower secondary education reform (Box 3.1). Some also had high expectations of the possibilities of the decentralised scheme in this regard to exchange practices and learn from more advanced schools.

School leaders as builders of learning communities

The government is already investing in professional development of school leaders; all school leaders were offered the possibility to participate in Leadership Education for school principals. Until now, around 3700 school leaders have completed their courses, and approximately 500 school leaders are foreseen to participate annually (based on information from the Directorate). School leaders play a pivotal role in the development of the competence development model. They are not only responsible for a coherent competence development policy at school, involving a diversity of stakeholders, but also for representing the school and sometimes the municipality at the regional and county decision making tables and feeding the decisions back into school policy.

According to PISA, in 2015, the leadership index is average in Norway. On one hand, the index of curriculum leadership, measuring for instance to what extent school leaders align teacher professional development and their practices with school goals, is above average (it reaches 0.22 on a standardised scale). On the other hand, the index of professional development leadership, that assesses how school leaders provide staff with opportunities to participate in school decision-making, is low (-0.17 on a standardised scale) (OECD, 2016[12]).

As a consequence, the leadership capacity in Norway is heterogeneous. Many of those the OECD team met said that school leader capacity was unevenly distributed across the system and that professional development efforts are needed to raise the quality of school leaders across the board, particularly in their new role as builders of a learning community in and around the school.

Teachers as part of a self-improving collective

In Norway, both teachers and school leaders could benefit from the development of 'foundational professional practices' (OECD, 2018, p. 34[13]), which are meant to professionalise teaching and turn it into a self-improving profession, continuously keeping competences up to date (Schleicher, 2018[2]). Typical examples include cultivating a culture of reflection and learning, teacher collaboration, and partnering with community members. Competences required are analytical skills, social skills, digital skills, self-evaluation and assessment skills, knowledge of new and innovative

pedagogies, but also knowledge about policies and policy processes. These kind of competences and practices lay the foundation for the participation of teachers in the competence development model, not only as consumers of competence development activities, but also as active co-shapers of the policy.

In 2013, TALIS results showed a mixed picture for Norway on the professional collaboration index. Almost 30% of lower secondary teachers said they 'never take part in collaborative professional learning', above the OECD-average of 15.7%. Approximately 46%, close to the OECD average, stated 'never to observe other teachers' classes and provide feedback'. Around 37% of the teachers 'never teach jointly as a team in the same class', just below the OECD-average of 42% (OECD, 2014[14]).

Approximately 55% of Norwegian school leaders in lower secondary education stated in 2013 that they were 'supporting co-operation among teachers to develop new teaching practices'. Around 47% reported they were stimulating teachers to take responsibility for improving their teaching (OECD, 2016[15]). These numbers suggest there is still room for improving collaboration skills and practices in a systematic way across the system.

In addition, participants at the OECD Norway stakeholder seminar emphasised two other important conditions for teacher motivation to engage in the model, i.e. time to participate in professional development and relevance of professional development practices for their teaching.

School owners' education policy capacity unevenly distributed

In relation to the capacity of municipal staff, it is not clear whether horizontal capacity building through networks will be sufficient for all municipalities to meet the responsibilities and expectations to drive their schools improvement processes. In several interviews it was deemed urgent to raise the quality of education policy making in particular in municipalities, as a crucial lever for raising the quality of schools. This is at the heart of the competence development model. It may be opportune for the Directorate to join forces with KS and collaboratively develop a professional development scheme for municipal education policy makers, not specifically for the model only, but to prepare the ground for education policy making power in a more broad sense.

Students and parents need information and training

Particularly, for students and parents, building capacity is crucial when responsibilities are shifted to the regional and local level. This means, additional to providing information in a tailor made way, training and guidance in participation must also be provided. In that sense, there is a role for representative organisations, and for the schools, that are responsible for offering training. The government could equip students and parents with information about the budget for training students and parents per school, and the way it is spent by schools and municipalities.

Universities and teacher training institutes as partners of schools

Universities in the model are meant to become more responsive to the priorities and needs of schools and municipalities by collaboratively, with schools and municipalities, determining priorities for competence development and developing programmes. This implies a turn from a provider of general training to partnerships of equals. This might imply in the first place developing a high-quality and flexible offer that can be delivered

at a reasonable time and tailored to regional needs. Additionally, universities would need to be able to broaden the university 'portfolio', i.e. developing new fields of expertise.

Throughout OECD discussions with education stakeholders in Norway, it was felt that in some cases municipalities and schools could build on a tradition of co-operation with universities. However, during the interviews, concerns were raised about the ability of universities to deliver in time and with consistent high quality. The primary responsibility for quality assurance rests with the universities, and the profession of teacher trainers and education researchers. Specifically for the competence development model for schools, a coordination group consisting of representatives of the universities was established. Sufficient capacity and quality would be typically topics for conversation in this group, also to align and coordinate the offer to schools' needs.

As a collaborative effort, the co-operation forums also have a role in following up on the realisation of the competence development programmes. Furthermore the Directorate is responsible for safeguarding the quality of professional development programmes and the responsiveness to municipalities and schools. In general, the Directorate uses several instruments for quality assurance, including peer learning events, participant surveys, and evaluations. For the competence development model, the OECD implementation support project is part of the monitoring and evaluation arrangement. A working group within the Directorate was developing a proposal for future quality assurance procedures, among other things including quality criteria and quality indicators that would be used also as part of the follow up scheme.

Besides quality assurance, responsiveness requires social and communication skills, deep knowledge about school practices and municipal policy practices, an inquisitive attitude, and the ability to bridge the worlds of practitioners, policy makers and academics. But to reconcile research on the one hand and policy and practice on the other, one must be particularly aware of a presumed or perceived hierarchy and linearity between these different fields (Lillejord and Børte, 2016[16]). Hierarchy and linearity mean a strict distinction between the production and the use of knowledge, where production of knowledge is positioned higher than the use of knowledge. In this hierarchy, the type of reasoning in practice, 'practical argumentation' as it was called in one of the meetings, comes second to the 'theoretical argumentation' of researchers. During the OECD team visits, several interviewees, also from universities, told about the lack of responsiveness and sometimes also lack of deep knowledge among university staff of what is happening in schools. They stated that teachers actually felt underestimated by researchers, while at the same time, they thought that researchers did not really understand what happens in classrooms. This kind of tensions needs to be addressed for the university-school partnerships to become productive and grow into the genuine partnerships they are meant to be

The first step would be to create awareness of the spirit of the model among researchers and teacher educators, as it seemed to be unevenly distributed both within institutions and between universities. It is typically a role for the universities and the research profession to include research – practice interaction in professional development activities, evaluation practices and codes of conduct. The second step could be to designate and systematically develop a group of 'bridging experts', in the research on knowledge mobilisation often referred to as brokers or boundary spanners (Nutley, Sandra Margaret; Davies, 2016[17]). The OECD team got the impression from the visits that this capacity is available at universities. There are researchers with a background in education practice and researchers with a lot of experience in collaborating with schools and teachers.

Taking it to the next level would mean recognising more formally and rewarding this kind of expertise, and including it explicitly in the formation of research organisations (Knight and Lightowler, 2010[18]).

A new role for the Directorate of Education and training

With the new model, the role of the Directorate needs to evolve. As the responsibility for the management of the collaborative professional development funding shifts to the County Governor offices, the Directorate's mission has to be redefined. On one hand, the Directorate must support the implementation strategy of the new model at the central level, by coordinating the actions of the different stakeholders and clarifying the expectations and definition of the different roles. On the other hand, the Directorate needs to endorse a new monitoring role, where the definition of indicators relative to inequalities between schools, and to the quality of training delivered to teachers, will support quality change in schools.

3.3.4. Facilitative leadership to be developed systematically

Collaboration forums and regional networks are at the core of the decentralised competence development model. They are intended not only to determine collaboratively on competence development priorities but also to promote peer learning at municipal and school level. In this sense, the forums and networks aim at strengthening capacity at the local level. However, this approach to competence development creates in turn other capacity challenges. Research shows that a specific expertise is needed to make collaborative forms of governance effective, let alone to turn them into learning exercises. Effective collaborative governance calls for, among other conditions, facilitative leadership (Ansell and Gash, 2007[6]). In addition, learning requires a carefully designed process including mechanisms for feedback from the networks to the schools, universities and municipalities, allowing a broader group of people to learn.

During the visits and stakeholder meetings, it seemed that there was not much attention given to the development of this type of facilitative capacity in the early stages of the competence development model, in the sense that it was not systematically assessed if facilitative expertise was available at the county and regional level. The OECD team got the impression that not all counties were well enough prepared to carry out this task. The Directorate together with the counties, could develop a targeted capacity building initiative. The Directorate could also consider to promote the establishment of regional network coordinators on a wide scale, based on the good experiences during the reform of lower secondary education. During the OECD visit it turned out that several regions had introduced the network coordinator to facilitate the networking between municipalities, schools and universities. Until now it was up to counties and municipalities to appoint network coordinators, which might lead to undesirable variation in the quality of networks and outcomes.

3.4. Points for successful implementation

The introduction and implementation of the new competence development model for schools is deliberately designed as a long term process that aims to change decision making on professional development sustainably. In line with the participative tradition in Norwegian policy making, the ministry has consulted a broad array of stakeholders while preparing the policy. In the first stage of the implementation the Directorate for Education has actively engaged key stakeholders as the county governors and the universities. At the

same time the Directorate has left room for counties to organise regional networks according to regional contexts, another important point of departure.

To strengthen the support and ownership of the stakeholders of the model, particularly teachers and school leaders, the following points merit consideration in the next stage. Given the shared responsibility for the decentralised model, it should be a collaborative effort of the government, counties, municipalities, and representative organisations to address these issues.

- **Discuss, clarify and reach a common understanding of the expectations of roles and responsibilities of different stakeholders:**
    - Municipalities, county governors and the Directorate could develop a pro-active and targeted communication strategy to inform teachers (and other stakeholders) about the decentralised scheme.
    - The Directorate could start talks with counties, municipalities, teachers and teacher representatives, and school leaders, on how to involve teachers in the various decision-making processes around the model.
- **Develop capacity at every level for participation and collaborative decision-making:**
    - At the school level: develop capacity to organise and participate in collaborative decision-making about professional development needs and opportunities.
    - At the network level: develop facilitative capacity, namely the ability to design and facilitate open workshop discussions, to make networks and forums productive meeting places. This type of capacity could be developed for example through training or by assigning a specific network coordinator function.
    - At the university level: recognise that the expertise to build bridges between municipalities and schools on the one hand and research and teacher training on the other hand, is a specific function. It will help to enlarge the responsiveness of universities to schools' needs and build real partnerships.
- **Enhance transparency about the available resources and their deployment:**
    - Municipalities and county governors could gather and publish data on the funding of the new competence development model at all levels of the system, as information about the available resources is a crucial condition for stakeholder involvement and improvement. The Directorate could collect and report data on the level of the system as a whole.
    - For the forums and networks to succeed, it is crucial for the county governors and the Directorate to promote mutual learning, and monitor the functioning and outcomes of collaboration forums and regional networks.

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Chapter 4. Context matters: conditions for the success of the model

This chapter analyses the context surrounding the competence development model for schools. The model has been designed recognising the highly complex policy environment in Norwegian education, supporting political legitimacy and democratic values as it aims to boost local development processes. It builds on experience with municipal and school networks, but also recognises that capacities vary among different municipalities and schools; and can be aligned with broader policies and strategies to develop the teaching profession and promote partnerships between schools and teacher education providers.

The chapter also introduces observations on how contextual factors may help or hinder an effective implementation of the model, including the need for sustained investment in effective governance processes that: foster conditions for a long-term perspective and strategic planning of continuing professional development; strengthen the whole-of-system approach in the county collaboration forum and relative to complementary policies ; and increase responsiveness to schools with identified capacity needs.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

4.1. Understanding the context and complexity of the policy environment

A policy may have a smart design, but equally important to including stakeholders in the process of implementing it, is to acknowledge the context in which it is implemented. Cultural, demographic, economic and political factors all affect education policy. An effective implementation process, therefore, recognises "the existing policy environment, the educational governance and institutional settings and external context" (Viennet and Pont, 2017[1]).

This includes an understanding of the underlying governance processes and how effectively these function. The Norwegian education system is highly complex, involving numerous, simultaneous interactions between multiple actors at different levels and on multiple time scales (Burns, Köster and Fuster, 2016[2]). A feature of complex education systems is that the multiple actors (including administrators at central, regional and local levels, school principals, school governors, teachers, parents and students) may each defend their own vision of education deeply rooted in their personal beliefs (Burns and Köster, 2016[3]). The ways these multiple actors interact lead to new behaviours and structures. In this way, the context for policy evolves and is reliant on feedback and knowledge on these new behaviours.

Understanding and respecting these complexities, effective governance processes incorporate the following (Shewbridge and Köster, 2017[4]):

Strategic thinking – at all levels of the system: To counterbalance political pressures, complex systems benefit from strategic thinking that seeks to balance short-term priorities with long-term perspectives. Importantly, strategic thinking is not reserved only for the central level, but part of this involves strengthening capacity for developing long-term strategies and vision at all levels of the system. Strategic thinking processes actively seek to incorporate various perspectives of stakeholders across the system; adapting strategy and vision as new information and knowledge emerges from a broad range of sources. The synthesis of information and knowledge in strategic thinking helps to make informed decisions, find better strategies, and challenge existing mind-sets (Burns, Köster and Fuster, 2016[2]).

A whole-of-system approach: Coordination and alignment across actors, governance levels and policies requires a perspective reaching beyond individual realms of decision making and accountability. Fragmented approaches can produce inefficiencies and potential synergies may be wasted (Colgan, Rochford and Burke, 2016[5]). In a complex system, the numerous links among the different elements are a source of inertia and there is a need for co-ordinated efforts with interventions at multiple points to achieve change (Mason, 2016[6]). This underlines the importance of a whole-of-system approach and is not limited to the education system as a whole, but also to reasonably self-contained systems, such as schools, school districts, municipalities and regions (Blanchenay and Burns, 2016[7]). A whole-of-system approach can increase the effectiveness and efficiency of policy approaches, help moderate tensions between priorities and identify and develop synergies between elements (Burns, Köster and Fuster, 2016[2]).

Constant attention to building capacity at all levels of the system: Capacity comprises ensuring actors, organisations and systems have the adequate resources and competencies to fulfil specific roles and tasks. In complex systems, responsibilities are decentralised and knowledge is distributed, both where it is produced and where it is required, across levels of governance and across stakeholders inside and outside the government administration, which creates specific challenges to ensuring capacity (Blanchenay and

Burns, 2016[7]). As already noted, different governance levels require capacities for strategic thinking, setting priorities, governing knowledge, integrating research and evidence in policy design, implementation and adaptation. At the same time, it is not feasible to identify capacity needs at the central level, therefore an exclusively vertical approach to capacity building is inefficient in these complex environments. Horizontal and collaborative approaches to building adequate capacity are more suitable to link to varying contexts and capacity legacies (Burns, Köster and Fuster, 2016[2]).

4.2. Key contextual factors in Norway

The White Paper 21 "Desire to learn – early intervention and quality in schools" introduces the competence development model for schools that allocates national resources to support school-based continuing professional development (Government of Norway, 2017[8]). The model includes three schemes, reviewed in detail in Chapter 2:

- a decentralised scheme,
- a follow-up scheme, and
- an innovation scheme.

This section maps key aspects of the evolving context for education policy implementation in Norway as they relate to the model. It considers societal trends and how these have shaped attitudes towards expectations of school quality; the complexity of the policy environment; institutional settings, including the evolution of central and local capacities for identifying and addressing priorities for quality improvement; the broader set of policies around developing the teaching profession and support they are likely to need – notably the requirements and offer for individual continuing professional development.

4.2.1. Societal trends

Societal trends define the issues that arise in education and the way they are perceived (Viennet and Pont, 2017[1]). Norway has a long tradition of equity, local decision making and democratic values. The majority of Norwegian children attend public schools and there is a clear commitment to offer free education. There is a high level of trust in the local level and a belief that decisions are best taken as close to the students as possible (Norwegian Directorate for Education and Training, n.d.[9]). In the 1990s the role for central authorities was focused on inputs (curriculum content, facilities and programmes offered) (Hatch, 2013[10]). However, two factors brought about a change in attitude to a greater focus on "quality" and an opening to thinking of the Norwegian system as a whole:

- The availability of results from PISA and the "reality shock" that Norwegian education was not the best in the world. This opened the door to developing initiatives at the national level to support school evaluation. Although, according to (Lundgren, 2003[11]) these were initially considered to be a threat to local autonomy and faced strong resistance from teachers.
- A growing discourse on the importance of knowledge to future economic success. This opened the door to the "Knowledge Promotion" curricular reform in 2006, which promoted elements deemed essential to a knowledge society: goals, competencies, basic skills, learning how to learn and learning strategies (Hopfenbeck et al., 2013[12]).

4.2.2. Policy environment

A relatively stable environment for policy development

In the Norwegian political landscape of coalitions and multi-party agreements, education policy tends to secure broad support and is less prone to ideological changes with changing governments (Moller and Skedsmo, 2013[13]; Norwegian Directorate for Education and Training, 2007[14]; Pont, 2017[15]). For example, there was broad political support for the introduction of a national quality assessment system in 2004 (see below). In theory, this leaves fertile ground for the development of long-term objectives. In tandem, there is a long tradition of consulting stakeholders in education policy development (Chapter 3). However, this also means the co-existence of different political parties in power at different administrative levels, which may pose barriers for implementation of policy, particularly given the prominent role that municipal and county authorities play in education: the local politicians are the "school owners".

A highly complex environment for implementation

The involvement of many stakeholders and the co-existence of different political parties represented at national and local levels make up a highly complex environment. Main responsibilities for compulsory education are decentralised. Municipal authorities have responsibility for kindergartens and public primary and lower secondary education; County authorities are responsible for public upper secondary education. However, many decisions are taken within a central framework and may involve schools or other stakeholders. In 2006, the Knowledge Promotion curriculum changed the principles for governance on a fundamental level, with combined responsibilities at the school, school owner and central levels (Norwegian Directorate for Education and Training, n.d.[9]).

From an international perspective, responsibilities for educational decisions are finely balanced in Norway. Along with Denmark, Finland and Korea, Norway appears to have the most complex distribution of decision making among central, local and school levels, according to a range of indicators on governance (OECD, 2018[16]).[1] In Norway, while the central government has full responsibility for curriculum development, national strategies, laws and regulation etc., multiple levels are responsible for decisions related to instructional organisation and personnel management, which is much higher than on average in the OECD.[2] For personnel management, this comprises decisions on teacher duties, conditions of service and fixing of salary levels (OECD, 2018[16]). For other areas, local authorities have full autonomy (see below).

This complexity gives rise to varying perceptions throughout the system. While the "school owners" are the local politicians, especially in larger authorities the local administration may be regarded as the authority in daily business. Teachers in larger municipalities, for example Oslo, would see the local education department as responsible for running the school and school quality policies, whereas teachers in smaller municipalities may well perceive the Minister as having the main influence over school quality policies.

4.2.3. Institutional settings

A coordinating authority for each county

An important institution that seeks to "reconcile municipal self-governance and local democracy with the national principles of equality and rule of law that are applicable to

all Norwegian residents" is the County Governor's office (Norwegian County Governor, n.d.[17]). This is an example of a mechanism linking the various levels of governance – an important institutional factor identified by Viennet and Pont (2017[1]). As the state's coordination authority for the specified county, the County Governor has a complex role, representing several ministries, with an understanding of a wide range of social issues, broadly supervising municipal activity (financial and administrative) and acting as an appeals body in the area of education (among other). The County Governors the OECD team met with perceive these cross-sectoral responsibilities as a real strength in their role. In education, County Governors also advise and supervise all school owners (municipal and county authorities, independent schools) with regard to legal issues (the Education Act and the Independent Schools Act) and communicate to central authorities issues that are important to county authorities. The County Governor reports to the Norwegian Directorate for Education and Training, which in turn reports to the Ministry of Education (Hopfenbeck et al., 2013[12]). The size of the office/administration to support this work varies among County Governors.

Staffing decisions are taken at the local and – increasingly - school level

While some aspects of decision making are set in a central framework (see above), there are many areas where local authorities enjoy full autonomy, notably over decisions on the hiring, dismissal and duties of school principals (OECD, 2018[16]). Also, local authorities have full autonomy over the allocation of resources to schools for teacher and school leader professional development, although the use of resources for teacher professional development is decided in consultation with the school (OECD, 2018[16]).

Decisions on teacher hiring are also taken at the local level, although within a central framework. In practice, municipalities may delegate these responsibilities to the school level. PISA data indicate this practice has increased since 2006 and in 2015 was widespread (97% of students were in schools where the principal reported having considerable responsibility for hiring teachers) (OECD, 2018[18]).

Established central capacity for quality assurance support and dialogue with education providers

A central agency, the Norwegian Directorate for Education and Training has been central in efforts to support capacity for improvement in the education sector. It has developed quality assurance structures for primary and secondary education and training (whose some of the key tools are presented in Table 4.1). Going beyond offering tools and technical supports, the Directorate also monitors municipalities and can deploy teams of supervisors (the "advisory team") who aim to build municipal expertise and capacity to continuously improve the quality of its schools (Kavli, 2018[19]). The advisory team has existed already for 8 years. However, a new aspect to this is a more structured "follow-up scheme" (one of three strands in the new competence development model for schools) where the Directorate, based on a set of objective indicators, targets and offers support to some municipalities with identified weaknesses. Such offer remains a voluntary matter and in 2017 around half of the targeted municipalities accepted support.

The Directorate also plays an important role in the offer of initial teacher training and further education. The Directorate has responsibility for "engaging in dialogue with course providers in the higher education sector to ensure that both basic teacher training and continuing education and in-service training meet high standards" (Kavli, 2018[19]). The Directorate is the contracting authority for continuing education programmes related

to the "Competence for Quality" strategy, i.e. the offer of individual professional development (see Section 4.2.3). It establishes guidelines for courses, allocates funding and oversees the application process. An important change in the overall governance is the recent change of the role of the Directorate, which supported schools and municipalities through national programmes. As part of the competence development model for schools, the decentralised competence development scheme has removed administrative responsibility from the Directorate for the offer of school-based continuing education (a function it formerly had with the now obsolete national programmes).

A shift in culture to greater use of evidence in decision making at local levels

There has been sustained investment in building a culture of evaluation in Norwegian schools. In the 1990s, although municipalities were responsible for developing quality assurance for their schools, only half the counties managed to do this and so a stronger national approach was needed to guarantee a proper education for all children in Norway (Norwegian Ministry of Education and Research, 2002[20]).

In 2004, a White Paper introduced a national quality assurance system in Norway (Norwegian Ministry of Education and Research, 2004[21]). In 2011, OECD reviewers, in the context of a review of evaluation and assessment policies internationally, stated that Norway was one of the few systems that had made efforts to design an assessment and evaluation system from scratch (Nusche et al., 2011[22]). An overview of the key tools for evaluation and assessment is presented in Table 4.1. Part of this system, the School Portal provides core indicators, which are established and well known by all actors in the education system. Municipalities have to prepare an annual quality report and integrate these indicators. The OECD team noted that an evaluation in 2013 found that all municipalities follow this procedure. However, it also noted that in many municipalities there was potential to use the results of this reporting process more effectively for development.

There is evidence internationally of a significant change in accountability culture in Norwegian lower secondary schools. Reports from Norwegian school principals in PISA assessments indicate that some accountability mechanisms have become more extensive between 2006 and 2015, with the proportion of students in schools reporting that student achievement data are tracked over time by an administrative authority rising from 53% to 85% and posted publicly rising from 47% to 69% - with these now above the levels reported on average in the OECD (OECD, 2018[18]).

Table 4.1. Key tools for evaluation and assessment in Norway

Key tools	Description	Use of results by	Purpose
National tests	Mandatory for Years 5, 8 and 9. Assessments of students' basic skills in reading, mathematics and English.	National authorities School owners Schools	At the national level, results are used to inform education policy and allocation of resources towards municipalities with special challenges. At the local level, results inform school evaluation and improvement.
User surveys	Pupil Surveys are mandatory in Years 7, 10 and Vg1. Schools can also administer them in other years. Parent Surveys and Teacher Surveys are voluntary.	National authorities School owners Schools	Results are used at all levels to analyse and develop the learning environment. Results may also be used for research purposes.
Mapping tests	Available for Years 1, 2, 3 and Vg1. Assessments of basic skills in reading and mathematics. Some are mandatory and some are voluntary.	School owners Schools	Identify pupils who need extra help and adapted teaching at an early stage in their schooling.
Point of view analysis tool	Available for schools to structure a systematic review of their teaching practice and results.	Schools	Inform school self-evaluation and improvement.
Organisational analysis tool	Available for schools to review the school as a workplace for its staff and identify aspects that may impact teaching and learning quality.	Schools	Inform school self-evaluation and improvement.
Template to prepare local status reports	Available for school owners to assist them in the preparation of their annual status reports. The Template tool includes data for both mandatory and suggested indicators	School owners	Assist school owners in the requirement to complete annual status reports and strengthen education system monitoring at the local level.
School portal	A web-based information tool presenting information from the national tests and the user surveys, and basic school data about enrolment, resources and completion rates. Comprises an open part and a password-protected part where schools and school owners can access their own data.	General public National authorities School owners Schools	Provide all stakeholders with access to key information on basic education at the national and local (school owner) level. Provide school owners and schools with specific information concerning their own results to inform school evaluation and improvement.

Source: Nusche et al. (2011[22]), *OECD Reviews of Evaluation and Assessment in Education: Norway 2011*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264117006-en.

A familiarity with collaboration networks

The new model proposes collaboration networks as its main structure of operation. This is grounded on previous experiences that have had some apparent success in Norway in recent years. As part of the 2006 Knowledge Promotion and lower secondary reform there are many existing networks among municipalities and schools. As part of that reform, there were official and funded positions for regional advisors/support. This has built up support structures in different parts of the school system. A study of implementation strategies for the 2010 programme in Norway "Assessment for Learning" found that learning networks among schools aided the exchange of knowledge and provided peer support in the implementation process (Hopfenbeck et al., 2013[12]).

4.2.4. Articulation with other policies

The number and variety of policies to be implemented in a given system make education a crowded policy field, with the possibility for two policies to contradict or misalign with each other (Viennet and Pont, 2017[1]). If enough policies align in a favourable environment, then it becomes possible to change complex systems such as the education sector (Mason, 2016[6]). For the implementation of the competence development model,

the policies targeting schools and professional development are extremely important, as the model will either compete or need to be aligned to many of these.

The Ministry consulted stakeholders in developing a strategy for teacher education for the next 10 years – Teacher Education 2025 (Norwegian Ministry of Education and Research, 2017[23]). This document refers to the many different demands that have been placed on teacher educators over recent years.

An important part of the Teacher Education 2025 strategy is the goal to have "stable and mutually beneficial co-operation between teacher training institutions, the kindergarten sector and the school sector" (Norwegian Ministry of Education and Research, 2017[23]). This reflects a continued focus on the role of school-based competency development in the Ministry's policy. Various national initiatives over recent years have included school-based competency development in partnership with the school owner, for example, the New Possibilities 'Ny GIV' initiative in 2010-13 and the 2013 action plan to raise the performance in lower secondary education.

The Teacher Promotion strategy includes basic measures to make teaching more attractive. Among these, there is emphasis placed on teacher training programmes being practice based (and 5 years duration); and greater focus on continuing education and in-service training and school-based development projects. This latter point fits well the new decentralised competence development scheme.

Since 2017, there are specific requirements that teachers should have in-depth studies in order to teach core subjects. "Competence for Development" is an important funding source for continuing education for teachers and school administrators in primary and secondary education (the Directorate is the contracting authority). These programmes aim to reinforce subject knowledge for teachers and upgrade the competencies of those who do not meet the strengthened national qualification requirements in the Teacher Promotion strategy. Specifically, they are designed to help school owners comply within 10 years. However, they also aim to "promote collective learning and the development of a professional educational community at the individual school level" (Kavli, 2018[19]).

There are two important ongoing policy development processes that are key to the implementation of the new model: an ongoing revision to the curriculum (to be adopted in 2019) and a proposal to revise the Education Act, which is expected in 2021. In particular, the revision of subjects in primary and secondary education will have an impact on the content of teacher education, continuing education and in-service training programmes (Norwegian Ministry of Education and Research, 2017[23]).

4.3. Observations and issues

4.3.1. Supporting long-term capacity building and nurturing trust

Overall, the OECD team formed the impression that this is conceptualised as a long term, low profile approach to invest in development and improvement of local processes. As presented in Chapter 2, this provides a high level of political legitimacy – local authorities are responsible for the quality of school provision. As documented above, staff development is a local responsibility and increasingly key decisions are made by school leadership. The aim of this model, therefore, can support building strategic thinking capacities at different levels of the system to buffer from short-term political priorities – an important element of effective governance in complex systems (Shewbridge and Köster, 2017[4]). However, during interviews with stakeholders the need to provide

assurances of the model's long term nature became apparent. The Norwegian Association of Local and Regional Authorities (KS) cautioned that municipalities had seen the "recentralisation" of resources following the introduction of the knowledge promotion reform in 2006. An important aspect of implementation, therefore, will be building trust in the stability of the model and its focus on local development priorities.

The competence development model for schools appears to fit well to several aspects of the evolving Norwegian context. Emergent properties within a complex system cannot be anticipated (Mason, 2016[6]; Snyder, 2013[24]) and mean that effective policy strategies evolve as new knowledge develops. Knowledge from research, from experience with municipal networks and with initial school and university partnerships have all fed into the design of this model – as documented in White paper no. 21 (Government of Norway, 2017[8]). During the stakeholder seminar, the fact that the model had been built on lessons learned from past experiences was seen to heighten its chances of successful implementation.

While there are contextual factors that fit well with the competence development model for schools, its various aims and its reliance on engagement and collaboration of many different actors are highly ambitious (Chapter 2). In particular, an important point for implementation success will be to ensure continued evaluation of the effectiveness of municipal networks and partnerships with universities. As noted during the stakeholder seminar, it will be essential to avoid being locked into ineffective partnerships.

Leading the collaboration forum and implementing the new model according to a whole-of-system approach

A whole-of-system approach ensures coordination and alignment across actors, governance levels and policies. It can increase the effectiveness and efficiency of policy approaches, help moderate tensions between priorities and identify and develop synergies between elements (Burns, Köster and Fuster, 2016[2]).

For the new model to be successfully implemented, a whole-of-system approach needs to be considered. At the policy level, it requires considering concomitant policies to exploit potential synergies or prevent inconsistencies. Section 4.2.4 listed some of the policies related to teacher professional development, the transition to a new curriculum, and the revision of the Education Act. All these important developments should inform the design and/or the implementation of the new model. This would improve school participation in collaborative professional development as it is related more directly to schools own needs.

At the organisational level, the cornerstone of the model is the County Governor office, as it acts as a broker in setting the priorities for professional development, and manage the funding allocated by the State. As such, County Governors are important facilitators in the implementation of the decentralised scheme and the follow-up scheme. This was echoed during the stakeholder seminar, with the involvement of the county governor seen to be a key supporting factor. The collaboration forum is the vehicle for a whole-of-system approach. The importance of this – with a focus on student needs at the centre of efforts – was emphasised during the stakeholder seminar. The collaboration forum provides the platform to focus discussion on priorities and to ensure that school-based competency development is not entirely overshadowed by the demands for individual professional development (even referred to as "competing initiatives" during the stakeholder seminar).

However, county governors perceive and undertake their role differently. The OECD team gained insight directly from county governors or indirectly via discussions with other stakeholders on different approaches being taken throughout the country. Perspectives shared with the OECD team from different stakeholders indicate that the county governor's role in the network is a challenge. Feedback across stakeholder groups represented in different county collaboration forums about different approaches being taken can cause uncertainty and question the credibility and/or legitimacy of a given approach. For example, there are also arguments about a lack of ownership among essential stakeholders if they do not have a seat at the collaboration forum (see Chapter 3, Section 3.3.2).

At the same time, successful implementation will depend on flexibility to adapt and build a whole-of-system approach that fits the context in the given county. This point was also underlined during the stakeholder seminar. There are different existing capacity legacies within each county, as can be illustrated with the example of the merger of two former counties in Trøndelag (Box 4.1). This case illustrates the need for time to build support for the decentralised scheme and to create a shared vision and clarity of stakeholder roles within this. It is notable that the implementation of the decentralised scheme will play out at different pace throughout Norway depending on the existing capacity legacies.

Simultaneous with the OECD visits in May 2018 and January 2019, UDIR organised meetings for all County Governors. This reflects recognition of the identified challenge and that UDIR is investing in promoting a common understanding of the county governor's role in implementing the model. Creating a forum for exchanges on different approaches among county governors is an important strategy for implementing the model and for communication. More generally, communicating the successes of a whole-of-system perspective can help establish legitimacy and mobilise stakeholder support for collaborative approaches (Colgan, Rochford and Burke, 2016[5]).

There are also institutional issues that relate to the professional identity of County Governors, with their complex role in respecting both central and local needs. During the stakeholder seminar a potential barrier to the successful implementation of the decentralised scheme was perceived to be if county governors would act as decision makers, rather than facilitators. In Austria, “School Supervisors” are employees of the federal government represented at the provincial level. They have traditionally had responsibility for inspecting compliance with federal laws, but they have gradually taken on roles in quality management. There is now a new official function being introduced and initial experience has revealed the need to put considerable effort into clarifying their roles and building a new identity. Although federal employees, many school supervisors identify strongly with the provincial level and take varying approaches to their roles. This institutional culture has to be factored in to how to effectively implement the new federal law (Bruneforth, Shewbridge and Rouw, 2019[25]).

Box 4.1. The approach to organising the collaboration forum in Trøndelag, Norway

On 1 January 2018, the county of Trøndelag was established with the merger of two counties. The two county governors and their respective offices/administration from each of the previous counties remain. The structures and experiences were very different. In March 2017 the two county governors organised a preparatory meeting with the universities and the two national centres. This was the start of a continuing effort and focus to establish a common understanding. This was highlighted as a critical aspect in change management.

In tandem, the county governors worked on building the necessary structures, including taking one year to establish the collaboration forum, which comprises representatives from the two universities, the Union of Education, KS and each of the eleven "regional networks of municipalities".

In the South there was an established system of regional networks, but not in the North. Time was invested to explain the system and the "network way of thinking" to municipalities in the North. A letter was sent to each municipality including two tasks: describe the region and the municipalities that you will collaborate with and nominate one representative to participate in the collaboration forum. This was a deliberate strategy to leave room for municipalities to self-organise. At the same time the County governors have made it clear that in the absence of an effective regional network and/or its inability to agree on continuing professional development priorities, the County Governors will decide. KS informed the OECD team that its inclusion in the County Forum gives opportunity to ensure the needs of lower capacity municipalities are represented. The County governors informed the OECD team that including the Union of Education was "one of our strongest cards" to ensure that teachers are involved.

Trøndelag has a system of "development partners". The two local universities have received funding to work together to create a "development pool" offering support to regional municipal networks. This is a deliberate strategy to facilitate more direct contact between local university representatives (development partner 1) and schools, which in turn is expected to improve teacher education. A second tier of development partners can be engaged from any publicly accredited university or college in Norway, depending on the expertise and support required.

County governors reported that a temptation to rush this process and to push ahead without securing a common understanding would be the greatest risk to implementing the decentralised scheme effectively. The county governors are developing a framework that sets out the expected role of each stakeholder group.

4.3.2. Keeping a long-term perspective and strategic planning of professional development provision

Effective implementation will be highly reliant on strategic thinking at the university level and integrating planning processes with the collaboration forum. The Teacher Education 2025 strategy underlines the importance of looking out for opportunities to improve coherence and coordination – and in particular to view the education system as a whole (Norwegian Ministry of Education and Research, 2017[23]). During discussions with stakeholders the OECD noted many challenges for implementation related to the need for planning of provision both for local needs within the collaboration forum and

also to ensure a balanced offer nationally. At the stakeholder seminar, participants underlined the need for a long term view to build capacity in universities as a crucial factor to the model's long term success.

At the institutional level there are concerns about establishing a coherent long term plan. There are aspirations to create conditions for universities to build medium and longer term plans for the offer of professional development courses and in doing so build their capacities to better meet locally identified needs. Insight gained from discussions with universities indicates that planning is primarily driven by known availability of funding. One illustration of this is a statement of satisfaction from researchers made to the OECD team: "we have our money, so the model is working well". One important aspect to facilitate medium term planning aligned to priorities agreed in the collaboration forum will therefore be assurance on budgetary allocations in the medium term.

In the short term, there is a need to recognise the reality of universities working with their established planning cycles and the need to coordinate these with the emerging priorities for school-based competency development discussed and agreed within the collaboration forum. Here there may be initial implementation problems, in light of the stage of the university's planning and budgetary cycle. Simply put, existing resources may already be fully allocated. For example, a core task for universities now is the development and implementation of the new 5-year teacher education. An upcoming priority will be professional development that supports teachers with implementing the revision to parts of the curriculum. Many interviewees assumed that this would come through as an immediate priority for school-based competency development also. These very pressing demands on universities may leave limited room for addressing any other needs that may be raised within the collaboration forum that, for example, are not related to the upcoming curriculum revision.

During the stakeholder seminar, the lack of capacity in universities in the short term was highlighted as a barrier to navigate in initial implementation stages. In this reality of restricted capacity, there were concerns that smaller municipalities would lose out, with the larger municipalities "eating up" the capacity of the local university. The OECD team noted the importance of geographical factors in planning provision. The distances between some municipalities and public providers imply additional time and expense to deliver tailored training to schools. Some interviewees were concerned that it would not be possible to engage the necessary support from a public provider. Such concerns were echoed during the stakeholder seminar with regard to the large private sector not being considered in the model.

Another challenge is to plan a balanced professional development offer nationally. There are aspirations to gradually change the mind set at the local level that professional development can be provided by any public provider in Norway and not just the local university. Thus introducing the idea of a market and "shopping" for the best fit to identified needs. However, during interviews the OECD team noted some concerns that certain public providers would dominate the market and local universities may lose business.

The OECD noted the potential of a Co-ordinating Group for a network of all universities to facilitate the strategic thinking among universities, in particular with challenges on coordinating provision nationwide. The Directorate for Education and Training has tasked the Western Norway University of Applied Sciences to lead this network. The initial aims are to identify the key competences within each university and what is required for effective co-operation among universities. Then there is the question of how to distribute

competencies and the offer around Norway. The first meeting of the network was in May 2018.

One obvious example to consider in the balance of the "nationwide offer" is what to do with the existing national centres of expertise. The OECD noted that significant resources have been invested in building up "national centres" within different universities. However, it remains a decision for each institution to determine how and whether to integrate and develop these existing resources into their future offer.

4.3.3. School strategic planning and quality assessment

A clear expectation of the decentralised scheme is for schools to assess and prioritise their quality development needs and to feed this up via municipal authorities to the collaboration forum. This relies on an established and ongoing culture of self-evaluation and development planning. As noted in Section 4.2.3, the reported use of data for accountability purposes has increased considerably in Norway between 2006 and 2015. The white paper considers this maturing culture of evaluation as an important element in the design of the decentralised model for competency development. Evaluations of earlier programmes have pointed to school planning and ability to integrate specific programme goals within the broader aims of educational policy and school practice as facilitators of implementation (Hopfenbeck et al., 2013[12]).

The OECD team notes how important the role of the municipal authority is in promoting a culture of quality assessment and strategic planning. The availability of funding for school-based professional development is an important support to whole-school improvement. The point was raised during the stakeholder seminar that this would now mean that a whole-school approach was possible. However, the OECD team noted the importance of building the necessary planning processes to make the best use of this. Lack of strategic planning was underlined as a major barrier to the effective implementation of the model during the stakeholder seminar. Some stakeholders pointed to the need for school owners to receive training as a priority.

The decentralised model for competency development is one source of funding offered for professional development. There are also individual professional development plans offered under "Competency for Quality". In many municipalities there will also be local funding offered for professional development. Here there is much work at the local level to plan the professional development offer. How do municipalities perceive all these different strategies? To what extent are these coherent? Will requirements to upskill existing teachers' subject competency overshadow broader, collective professional development needs? During the stakeholder seminar, there were some references made to "competing interests" and "tensions" in this regard and concerns that the funding allocated in the model may be "misused" for subject-based training.

One important consideration in the design of the decentralised scheme was feedback from researchers on local capacity issues, on among other, experience with existing networks from the lower secondary programme (Government of Norway, 2017[8]). The OECD team noted examples of collaboration networks, typically organised around participation in a particular programme. For example, in Oslo a district-wide offer of professional development to better understand the importance of intercultural communication in multi-cultural student communities. Also, the importance of participation in regional networks was clear in smaller municipalities as an important access to professional collaboration. Building these supporting structures is particularly important in light of how smaller municipalities may be vulnerable to changes in leadership at both the authority and school

levels. During the stakeholder seminar, the existence of regional partnerships that were established for the lower secondary reform were identified as important supporting structures for the successful implementation of the decentralised scheme (see also Box 4.1).

The school principal's leadership approaches, along with teachers' pedagogical practices and collaborative methods, are an important part of the norms that drive actors' daily activities at the school and local levels (Viennet and Pont, 2017[1]). This underlines the critical role of the school leadership and there is a need to consider how to plan school leadership development at the local level. As noted in Section 4.2.2, observation of classroom teaching is reported to be a feature in the majority of Norwegian lower secondary schools. To support effective self-evaluation, school principals should have the opportunity for training in the techniques of observing and assessing teaching and learning and giving developmental feedback to teachers (OECD, 2013[26]).

While there has been considerable focus on professional development for school leaders (see Chapter 3, Section 3.3.3), the OECD team noted anecdotal doubts about some school leaders' capacity to analyse and use data for quality improvement. These concerns were echoed during the stakeholder seminar, with the existing school leader professional development programmes being underlined as important supports for the implementation of the model generally. School principals and other members of the school with evaluation responsibilities require skills in classroom observation, interviewing, data gathering, analysis and interpretation of results which both ensure validity and reliability in the evaluation process and which allow the results of evaluation to be understood (OECD, 2013[26]).

To highlight the importance of these issues for implementation and support of the new model, let's take three different scenarios of how quality assessment practices may be carriers or barriers to school participation in the decentralised scheme:

- Strong culture of quality assessment within the school and municipality: the school has access to established collaboration networks and the school is familiar with situating itself within broader municipal strategies; the identification of school priorities for quality development flows seamlessly from the evaluation processes; the staff are fully integrated to evaluation and planning processes; there are regular channels for feedback from staff and students; there is high consensus among staff on school development priorities and this is no additional work for the school. These are reported to the municipal authorities as part of the annual planning and they have a realistic overview of priorities among their schools. In turn, they are able to set municipal-wide priorities and to defend these at the collaboration forum (either directly or via a municipality representing the network it is affiliated with).
- Strong culture of quality assessment at the school level, but this is not systemic within the municipality: the school identifies its priorities for quality development based on a rigorous self-evaluation; however, it is not clear to the school what the development priorities are at the municipal level and/or those identified by the municipality do not reflect the school's priorities in any way; the school does not have access to collaboration networks or these are only incipient and related to discrete programmes; there is a low level of trust from the school that its developmental needs will be represented at the collaboration forum or met. The school may not even be aware of the collaboration forum.

- Established system for quality assessment at the municipal level, but the school engages in quality assessment only from a compliance perspective: the school leadership may perform a minimum reporting to comply with requirements within the municipal quality assessment reporting; the school staff and students are not engaged in a broader process of self-evaluation and feedback on school quality improvement; the breadth of the school's needs are not identified or reflected in this exercise and school staff perceive this as an empty bureaucratic exercise that does not lead to improvement. This is a wasted opportunity to highlight school development priorities and to feed these into municipal wide discussions. The school sees no change or benefit from the collaboration forum.

While oversimplified, each of these scenarios illustrates how the decentralised scheme could be implemented (or not) depending on existing processes for quality assessment at both the school and municipal levels.

4.3.4. Responding to school and municipal capacity needs

Another important element of effective governance in complex systems is to pay ongoing attention to building capacity within the system (Shewbridge and Köster, 2017[4]). The Ministry noted that an important factor in developing the model was a judgement that there were significant differences among municipalities in the ability to use the national competency programmes effectively (the national offer was "one size fits all"). There was a clear sub-set of school owners who were better at using national programmes. Recognising the variation in capacity within the Norwegian system, the model offers different solutions to obtain funding for school-based continuing professional development.

Representatives from the umbrella organisation for municipalities (KS) informed the OECD team that they supported this design that aims to address different capacity and needs and had enjoyed good collaboration with the Ministry in its development. As noted in Chapters 2 and 3, the OECD team generally found high levels of support for the new model among stakeholders. However, during the stakeholder seminar the realities of differing capacities among municipalities and counties was identified as a potential barrier. During the stakeholder seminar, participants emphasised the importance of keeping these differing needs at the forefront of discussions both in the collaboration forum and among university networks when planning provision. In particular, the OECD team noted some already highlighted concerns that the co-funding requirement may be a barrier for some municipalities to take up the model; these were also raised during the stakeholder seminar.

Although an offer of central support has existed for 8 years (the advisory team), the follow-up scheme introduced a new accountability element, in introducing a targeted offer of support to municipalities with identified weaknesses on a set of objective indicators. As outlined above, societal attitudes opened up to the introduction of mechanisms to create and share knowledge on system performance. When the national quality assurance system was introduced in Norway, all politicians agreed on the new system and that its purpose should be for school development and not for control (Hopfenbeck et al., 2013[12]). This move "half-way to accountability" introduced information about performance in important areas, but no high-stake follow-up mechanisms or incentive systems (Hatch, 2013[10]).

In this way, the offer of the follow-up scheme fits the Norwegian context well, that is, with it remaining voluntary. However, the OECD team heard mixed voices on attitudes to

accountability. The strongest proponent for strengthening accountability was the national parent association that expressed concerns about a culture of tolerance of bad quality education in some areas of the system. For them the follow-up scheme should be compulsory for municipalities that are identified as having quality concerns, based on the agreed set of objective indicators. However, student and teacher representatives were concerned that the balance may be tipping to a focus on too narrow an understanding of school quality. This latter point relates to the broader philosophy of shifting the focus to meeting locally defined priorities for continuing professional development, which should be set on a richer set of information as documented in the school and municipal quality assessment processes. During implementation, it will be important to gauge how these attitudes evolve.

Importantly, while the OECD team is not in a position to comment on any ongoing reflections as part of drafting a revision to the Education Act, it notes the important contextual impact that any potential reflections regarding the broader accountability culture may have on the implementation of the model.

The OECD team notes the importance of ensuring "adequate" response to municipalities via the follow up scheme. Half the targeted municipalities accepted the offer of support from the advisory team. However, a greater uptake may be secured by proving the value and adaptability of the offer to really meet local needs. This may benefit from the engagement of local network resources officers.

A comprehensive review of approaches to accountability in the public sector documents the challenges involved in designing and implementing meaningful accountability (Fahey, n.d.[27]). The major emphasis should not be on the accountability instrument itself– in this case the follow-up scheme – but rather on the relational (how people respond to it) and situational (how it fits within the broader context, including capacity) components. This underscores the need for the advisory team support to make sense for those involved (e.g. clarifying roles and responsibilities), articulate a clear purpose (e.g. my teachers will be able to do….) rather than tick a box (e.g. my teachers will attend a course).

In thinking of how to make the offer of targeted support more compelling to municipalities and to their schools, it is useful to apply a set of levers identified by (Bovens et al., 2014[28]) to the follow-up scheme:

- Meaning: motivate municipalities by drawing association with eventual beneficiaries to make it more meaningful to them (i.e. 'think of the children'). Also communicate and share feedback from other municipalities on the benefits (and concerns) of support they have received from the advisory team.
- Impact: help municipalities to feel that their efforts are part of a bigger picture – clearly show how what they are doing sits with things (i.e. the notion that the 'government and its agencies appreciate us').
- Confer respect: this can be encouraged by gaining feedback from municipalities on how they best do the things that the government wants to be achieved (i.e. recognising that municipalities know their schools better than the central authorities do. While the central authority knows what the outcomes ought to be, the local levels can better inform the processes of how to get there).
- Self-determination: provide enough room for the local levels to undertake the processes they want, and that they will have the opportunity to express why they chose these processes. That is, they do not have a blank cheque to do whatever they want since they must explain the choices they make. In this way,

municipalities would provide feedback on the suitability of the support offered by the advisory team, but demonstrate clearly the evidence to support how they have determined their specific school development needs.

The above levers aim to foster the feeling of ownership and empowerment. Self-determination is important in many ways. This emphasises the need for highly adapted support efforts and this places great demands on the advisory team. It means finding ways to increase capacity to provide a flexible offer of support. In the previous approach, the advisory team offered support linked to the specific national programmes. While there will remain, arguably, a high degree of alignment with these, it will be important to avoid the perception that central support "only promotes central priorities".

Another fundamental consideration in future accountability designs relates to the sufficiency of existing capacity to offer support to all municipalities that are identified on the objective indicators. Simply put, if the feedback from municipalities which have engaged in the follow-up scheme is positive and compels others to take up the offer of support in future, would the advisory team be able to meet this surge in demand? Only half the targeted municipalities accepted the follow-up scheme support in 2017. This underlines the importance of building up local support networks that could be mobilised and funded via the regional municipal networks.

4.4. Points for successful implementation

An effective implementation process needs to be based on a continuous assessment of the evolving context in the school system. During the implementation seminar in Oslo, stakeholders highlighted the main barriers for the implementation of the new model (Table 4.2).

Table 4.2. Main barriers for the implementation of the new model

(Stakeholder seminar, Oslo, 18 October 2018)

Main barriers	Suggestions on how to address them
Competition between continuous professional development schemes, and lack of coherence.	Strategic dialogue including all levels to ensure policy coherence.
Lack of strategic planning capacity at municipal level.	Build strategic capacity at municipal level (at least) • Major action: county governors raising this as a priority during the next collaboration forum • Use current networks/capacity building platforms (e.g. KS' seminars).
Lack of feedback on money use and change in the classroom.	Integrate this to school and municipal quality development processes and establish new feedback mechanisms where necessary, e.g. classroom observations.
Lack of shared understanding (language) among actors (e.g. owners vs universities).	Develop a common language based on scientific terms to facilitate dialogue between school owners and universities.

However, on many contextual aspects the competence development model for schools fits well as it: recognises the highly complex policy environment in Norwegian education and supports political legitimacy and democratic values with its aim to boost local development processes; builds on experience with municipal and school networks, the fact that quality assessment procedures are an established feature in the Norwegian school system, but also recognises the reality that capacities vary among different municipalities and schools; and can be aligned with broader policies and strategies to develop the

teaching profession and promote partnerships between schools and teacher education providers.

The OECD team notes some initial observations on how contextual factors may nonetheless help or hinder an effective implementation and underlines the need for sustained investment in effective governance processes:

- **Foster conditions for long-term strategic planning of continuing professional development:**
    - Ministry: recognise the need to give assurances on budgetary allocations in the medium term.
    - Directorate: ensure effective coordination among universities in developing a strategy for provision nationally.
    - County governors: communicate the importance of effective municipal and school quality development processes and monitor progress on strategic planning in municipalities with identified capacity concerns.
    - At the university level: allocate existing resources to the most pressing demands, notably the upcoming curriculum revision; participate in the coordination network to develop a long-term view on how to build capacity and broaden the offer to meet local priorities; and provide feedback on collaboration forum.
    - At the municipality level: prioritise the effectiveness of school quality development processes, including school development plans; gather and provide feedback on the effectiveness of regional partnerships in prioritising school-based competency development needs.
- **Strengthen the whole-of-system approach in the implementation of the model:**
    - Directorate: facilitate coordination and feedback among county governors on how they promote a whole-of-system approach in the collaboration forum.
    - County governors: provide feedback on how well the collaboration forum is addressing varying municipal capacity within the county and providing conditions to build local university capacity.
- **Increase responsiveness to schools and municipalities with identified capacity needs:**
    - Directorate and county governors: gather, analyse and communicate feedback on how well the support offered by the advisory team meets the self-identified needs at the municipal and school levels; monitor and follow up on how the municipalities with identified quality concerns choosing not to accept the support of the advisory team address the identified concerns.
    - At the municipality level: provide feedback on how the 30% matching funding requirement relates to their participation in the decentralised scheme.

Notes

[1] While international data do not reflect all decisions, they capture key aspects of instructional organisation, personnel management, planning and structures and resource management.

[2] The OECD compiles an indicator in each of these areas, based on a set of different aspects and reports this as a percentage. So, for example, the area of personnel management comprises a set of aspects as applied to teachers and also to school principals: duties; conditions of service; fixing of salary levels. Conditions of service and fixing of salary levels for both teachers and school principals involve multiple levels of decision making; this is also the case for teacher duties. Other aspects are decided at the local level. On this indicator, Norway has a value of 58%, compared to the OECD average of 15%. For the indicator on instruction organisation, Norway has an average of 67% compared to the OECD average of 12%. Full results can be found in data tables for Indicator D6 in (OECD, 2018[16]).

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Chapter 5. Implementing the competence development model for schools in Norway

This chapter analyses and presents key actions to move forward with the implementation of the new competence development model for schools in Norway. More concretely, it brings together the main points for successful implementation in terms of policy design, stakeholder engagement and conducive context, and proposes concrete actions to move forward: clarifying objectives, reviewing policy tools, assigning roles and responsibilities, gathering data for monitoring, designing a communication strategy, and securing resources with a clear calendar. It ends with a table for Norwegian education stakeholders to reflect on how to plan the next steps of the implementation strategy.

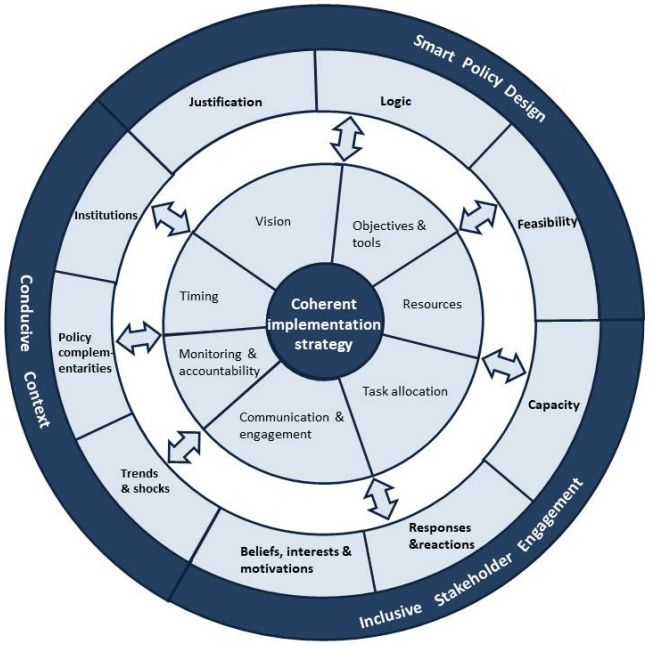
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5.1. Why focus on the details of implementation of the new model?

An implementation strategy refers to the actions taken following a decision on the design of the policy for it to become a reality. The policy itself may be defined in a document that provides an overarching vision, as is the case of the competence development model in Norway, and this may be complemented with a separate strategy for it to be implemented. (Ingram and Schneider, 1990[1]). The implementation strategy is action-oriented, and needs to be flexible enough to cope with unexpected issues (Fullan, 2015[2]). However, often, policy makers focus on the design of the policy, leaving the details of the implementation to public agencies, intermediate organisations, other governance levels and practitioners without clear guidance, which can result on the lack of impact of the policy.

As the new competence development model ambitiously aims to change the roles of many different actors, it requires a careful implementation strategy for all stakeholders to achieve the expected objectives. Some elements have been already disseminated in the White Paper (Government of Norway, 2017[3]), but overall, the implementation strategy is loosely developed with the engagement of stakeholders, who are expected to shape it along the way, and using the room for county and regional adaptation that is deliberately built in. The next section analyses and proposes some actions for consideration to support the implementation of the model at the present moment, building on the analysis undertaken of the dimensions that influence its effectiveness, including policy design, inclusive stakeholder engagement and a conducive context. It applies the pillars underpinning a coherent implementation strategy (Figure 5.1) to the new competence development model to highlight where the co-creation could be strengthened and more coherently shaped.

Figure 5.1. The OECD education policy implementation framework



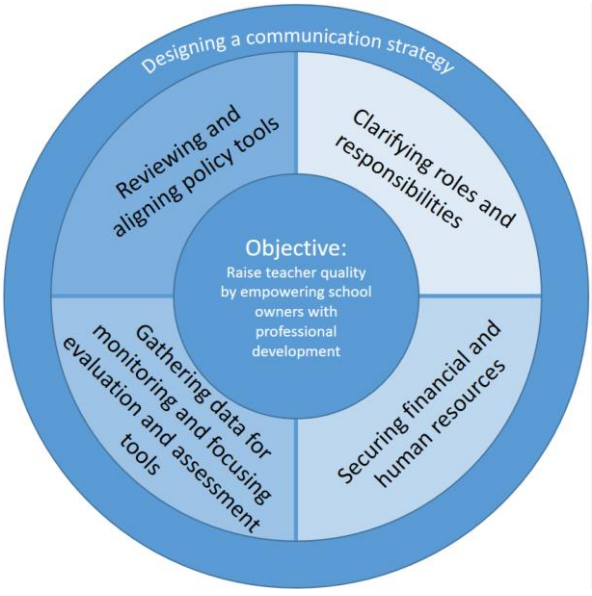
Source: Viennet and Pont (2017[4]), "Education policy implementation: a literature review and proposed framework", *OECD Education Working Papers*, No. 162, OECD Publishing, Paris, http://dx.doi.org/10.1787/19939019

To ensure the local anchoring in practices of the new model, it is important to define targeted and relevant actions with a concrete timeline that will contribute to consolidate the effective implementation of the model.

5.2. Adjusting the implementation strategy for impact

Analysing the implementation strategy and understanding how its components are developed and aligned coherently can help ensure that it can be effective over the long run. This can include a range of actions, such as defining actors' roles, calendars, allocation of tasks and others (Figure 5.2). This section analyses the implementation strategy through the lens of practical actions that can contribute to effective implementation: objectives, policy tools, task allocation and accountability, data and monitoring, communication and engagement, resources, and timing (Viennet and Pont, 2017[4]).

Figure 5.2. The different levers underpinning a coherent implementation strategy in Norway



5.2.1. Refining the objectives

The overarching goals and logic (or vision) of a policy need to be refined in operational terms. Because a strategy usually involves several goals and initiatives to reach them, attention must be paid to its overall coherence and to its priorities. This implies that for the overall coherence, clear objectives can give direction and understanding for those involved.

In the White Paper, the objectives of the policy are to:

- give all municipalities wider powers and authority to strengthen the work on quality development through collaboration in networks,
- combine clear requirements and goals with local freedom of action, to enable the schools to work on the basis of local needs,
- help municipal and county authorities to develop the competence and capacity to attend to their responsibility for children and adolescents' education and training.

During the OECD visits and the OECD Norway stakeholder seminar, many expressed the view that these objectives are broad, and target many different actors at the same time and may not be specific enough to become operationalised in a concrete strategy. One of the main issues is to ensure that the vision is clear for different actors and stakeholder to have ownership and engage with the policy. How can this vision be sharpened for it to engage and motivate a wide range of education stakeholders? Linking the vision to student learning and to the future, which is the core purpose of education, would motivate various education actors to engage with learning at different levels.

Furthermore, how can the vision and its objectives be operationalised into specific targets? Are these clear for people to prioritise in their daily work? How can different actors at the different governance levels engage with these goals? For instance, what would be an objective for a municipality network: to organise a number of meetings a year, to spend a certain amount of time collaborating, to publish regular communication to inform other stakeholders, to secure funding from the decentralised scheme every year?

In addition, the objectives of the new model are also closely tied to its position regarding other learning strategies. How is the new model supposed to contribute to the planned curriculum renewal in 2020? How does the new model strengthen the already existing national strategies of individual competence development?

Actions to consider:

- Defining a clear vision collaboratively on a national level and developing associated operational objectives also at the county and municipal level.

  Suggestion from the stakeholder seminar for a shared vision: To build a sustainable system of collaborative professional development based on local needs to enhance student learning using partnerships. (OECD Norway Seminar on Implementation).

- Clarifying the position of the new model compared to other professional development strategies and the new curriculum, by the Directorate, school owners, and teacher unions.

5.2.2. Reviewing the policy tools and aligning with the broader policy context

In Norway, the main policy tool to drive the new model is the financial incentive for municipalities to take action, for universities and municipalities to forge partnerships, and to reach consensus among the different stakeholders. Financial incentives are indeed flexible enough to fit the decentralised context of Norway, since it gives the opportunity to municipalities to spend the funds according to their local needs. However, are these financial incentives enough to promote change and foster the take-up of the new competence development model? Are there enough incentives for teachers to improve their collective learning as there are for individual learning?

Moreover, former experiences in decentralisation of education projects in Norway and the potential inefficient use of national funds at the local level question whether or not earmarked grants for professional development would be preferable. This issue was already raised by the Norwegian Government in the White Paper (2017[3]), and by some school leaders during the OECD Norway stakeholder seminar.

Embedding the new model in the assessment and evaluation framework would strengthen teachers' and schools' incentives, and ensure teachers actively participate in the decision-making process. More precisely, research shows that professional development needs to

go hand in hand with appraisal and feedback practices (OECD, 2013[5]). School self-evaluation could identify strengths and weaknesses that could lead to the recognition of professional development needs. This would empower teachers and school leaders, and foster the ownership of the model. In other words, there is a room for better aligning the evaluation and assessment framework with the new competence development model.

Another policy tool of the new model consists in the follow-up scheme, where municipalities displaying weak results are offered support and guidance by the Directorate Advisory Team. Due to the tradition of trust in Norway, this program is not mandatory, and school owners can refuse this form of support. Moreover, support mainly consists in advice, without directly entering and observing what happens in the classroom (Chapter 2). Therefore, how to increase responsiveness to schools with identified capacity needs? More broadly, how to ensure that stakeholders such as school owners, organisations and systems have the adequate resources and competencies to fulfil specific roles and tasks? And how to ensure that the support provided by the follow-up scheme is translated into improved teaching practices?

Actions to consider:

- Reviewing incentives to maximise the take-up and impact of the new model, by school owners, county governors and the Directorate.
- Communicate the expectation that the prioritisation of school-based competence development flows naturally from regular school evaluation and planning processes:
    - Reviewing teacher appraisal collaboratively by teacher unions, school owners and the Directorate, so that it informs the needs for professional development within the new model.
    - School owners should link the decentralised scheme to their quality improvement framework as part of the school evaluation.
- Consider making the follow-up scheme mandatory, and updating the practices of the Advisory Team towards actions taking place in the classroom.

5.2.3. Clarifying roles and responsibilities

The new model provides a direct description of the actors and the allocation of tasks, as the policy itself is about changing these to develop their capacity. The model has been clear in defining the role of governors, the role of municipalities and universities, and there is a certain level of clarity as to who is responsible for what. However, with the information available, there is not much clarity regarding who is responsible for the actual implementation processes and their outcomes, including the quality of the professional development opportunities. Are the roles clearly defined with detail on who implements and who is responsible?

Despite thorough review of the data and interviews with key stakeholders, the OECD team still perceived some of the roles as unclear. During the stakeholder seminar, participants agreed on the definition of different roles (Table 5.1). However, the OECD team observed that while some governors were playing the intended role of mediators at some co-operation forums, others were directly deciding training priorities for the county. If in some counties this approach was selected in order to launch the new model, with the objective to set a dialogue process over time, it should be made clear that such a top down approach is opposite to the spirit of the new model. On the contrary, county governors, as

important facilitators in the implementation of the new model, should favour a whole-of-system approach (Chapter 2 and 4).

Teachers and school leaders have to collaborate and to discuss in general to agree on their training needs so these can be prioritised in the model, but the mechanisms for this to happen appeared opaque to the OECD team. The White Paper (Government of Norway, 2017[3]) considers teachers involvement from a participatory view, where the ownership of teachers is crucial for the effective implementation of the scheme. However, interviews with stakeholders revealed a potential service delivery view, where building a well-functioning mechanism that ensures universities meet the needs of teachers is more important than involving teachers in deliberations about their needs. Again, this underlines the crucial role of school leaders in engaging and promoting the new competence development model: the White Paper rests on the legal responsibility for school leaders and school owners to have school competence development plans.

Table 5.1. Recognition of different roles and responsibilities

(Stakeholder seminar, Oslo, 18 October 2018)

Stakeholder	Expected role
Ministry / Directorate	Coordinate and clarify expectations and definition of roles with all stakeholders (but allow for flexibility at local levels).
County governors	Promote the model, supervise, control. Facilitate communication within local networks.
Universities	Be a partner in learning. Build competence and capacity in teacher education
School owners	Clarify roles at the local level. Engage and facilitate communication between levels. Coordinate and give directions based on national/local.
School leaders	Engage students, teachers & parents to define needs. Coordinate at the school level.
Teachers	Some participants think teachers should lead the model, while others opt for a more informing role. Express continuous professional development needs (individual, student, parent information).
Students	Inform decision-makers, school leaders and teachers of their needs. Be pro-active in their learning (identify needs).
Parents	Inform school leaders and teachers. Participate in advisory committee.

It also appears that the voice of parents and students is not heard during the school development process (Chapter 3). During the OECD Norway stakeholder seminar, participants highlighted the importance of capturing parents and students views within this process. The OECD team reckons that it would contribute to develop a dialogue with schools and schools owners, which will in turn promote trust in school's work. . In addition, while vocational education and training has been included in the model for 2019, private schools are only marginally mentioned in the White Paper, while they represent an alternative to the public sector.

As coordinators, an important role for the county governor and the regional coordinators is respectively to create a level playing field in the collaboration forum and regional municipal networks. Specifically regarding municipalities with limited capacity, the county governors and network coordinators should safeguard their interests and engagement in the forums. For county governors, it could be an option to engage KS (the Norwegian Association of Local and Regional Authorities) representatives in the forum

to stand for and support those municipalities. Together with stakeholders, the Directorate should verify that such a level playing field is being created in each collaboration forum (Chapter 4).

So far, given the short amount of time since the beginning of the model in 2017, the outcomes of the networks have been rather intangible. From the visits, the OECD team learned that many collaborations have actually used some of the funds to set up a network coordinator who can organise the events and follow up. In Chapter 2, we detailed concerns about well-funded teacher networks that have failed to produce significant learning gains because they were shallow or unfocused on improving learner outcomes (Harris and Jones, 2010[6]). Is this role of network coordinator enough to incentivise teachers and school leaders to participate in the new model, and to focus on the real work of improving learning and teaching? The county governors could seek to professionalise these networks, strengthen the position of the network coordinator, and ensure networks are indeed contributing to the success of the model.

In addition, accountability mechanisms are clarified in the White Paper in terms of the data defined for interventions of the follow up scheme. But it is not clear who would be responsible and accountable for a misuse of funding, if the coordination did not result in any change in schools and their learning, or for the lack of school involvement in the new competence development model. *During the seminar, participants expressed the need for accountability, to make sure there were some kind of rules on how the funding could be allocated for example.*

Actions to consider:

- Regarding task allocation, discussions during the stakeholder seminar in Norway highlighted the need to:
    - For the Directorate: clarify its role in giving feedback and guidance in the co-creation process, including on the roles of governors and school leaders, the role of universities in their partnership with schools; and to review the position of private schools in the model,
    - For school leaders and municipal and county authorities: ensure teachers are part of decision-making processes, and that the views of parents and students are captured in the school development process,
    - For municipalities: consider establishing the position of a network coordinator to ensure fruitful network collaborations.
- Focus in the county forum on how to safeguard the full participation of municipalities with limited capacity.
- Enhance transparency:
    - For school owners on what actions are taken to support schools lagging behind,
    - For school owners regarding the allocation and use of the funds acquired via the model, or consider earmarked grants as fund transfers to stakeholders,
    - For networks in how effectively they are functioning,
    - For county governors on how they steer the model and get feedback on the organisation and effectiveness of the county forum.

5.2.4. Gathering data for improvement

Knowledge constitutes a valuable implementation instrument that informs decision-making, improves the dialogue with actors and contributes to process transparency. Knowledge is also a source for actors to shape and revise their beliefs, which impacts their attitude in the implementation process. Understanding the mechanisms through which stakeholders learn and process information is crucial to manage knowledge for effective implementation. In complex systems, the data collected through monitoring can also serve to hold stakeholders accountable throughout the system. Up-to-date data contributes to measuring progress of the implementation process, and is an integral part of a well-established quality assurance system.

In Norway, the education system is based on trust. A national quality assessment system was introduced in 2004 (Norwegian Directorate for Education and Training, 2018[7]), when the Ministry of Education developed a multi-faceted evaluation and assessment framework that provides monitoring information at different levels and aims to achieve both accountability and improvement purposes (Nusche et al., 2011[8]). Despite these efforts, Hatch (2013[9]) considered that Norway had only moved "half-way" towards accountability. This is also observable in the design of the new model, where the follow-up scheme is not mandatory: municipalities are offered the support of the Advisory Team Program, but have the choice to decline it (Chapter 2).

There is a range of tools to evaluate the quality of education, such as user surveys including mandatory pupil surveys in years 7, 10 and Vg1, voluntary parent and teacher surveys, point of view analysis tools, organisational analysis tools or others. For the competence development model, some user surveys have been conducted, but there does not appear to be a clear data framework to follow up on progress in implementation and success. How could these tools be used to monitor the implementation of the new model?

Moreover, should the Directorate for Education endorse a new leading role in developing and analysing the data to inform about the nuanced landscape of education in Norway and help school owners? More precisely, how to ensure that the locally collected data are fed back centrally? Finally, how can the vision of the model be refined into existing, or new indicators? What kind of indicators would assess the added value of networks, the lower-bound quality limit for the follow-up scheme, and the effects of the decentralised and follow-up schemes on teaching practices?

As underlined in the previous section, transparency is a powerful coordination mechanism which provides opportunities for information and feedback, particularly in complex policy contexts such as the Norwegian new competence development model, with many actors and county and local variation. Publicly available data contributes to the transparency of the model, and information about the available resources is a crucial condition for stakeholder involvement and improvement. Transparency starts with creating a solid information basis on the inputs, processes and outputs or outcomes of the initiative at all levels: municipality, county and state (Chapter 3).

Actions to consider:

- Translating objectives into indicators by school owners, country governors and the Directorate, either using existing databases or designing new systems gathering data, to monitor the implementation process and the new model.
- Ensure local data are fed back to the Directorate so it can help county governors and school owners, and monitor the take-up of the model.

- The "Participation Survey" yearly monitors teachers' satisfaction and perception of the training relevance. This should also apply to any training undertaken within the new model.
- Foster transparency by publicly releasing information and data on inputs, processes (at this stage), and outcomes (later on) of the model at the municipal, county, and national level.

5.2.5. Designing a communication and engagement plan

The language of a policy may not necessarily be understood by the stakeholders who are expected to implement it (Hill, 2006[10]). A policy must gather political support among actors and across implementation levels if it is to be implemented (Datnow, 2000[11]). With a large number of vocal stakeholders in the education sector, policy designers are encouraged to plan for engaging stakeholders as early as possible in the process of policy making (Haddad and Demsky, 1995[12]) and also to communicate clearly on the goals, objectives and processes required for the policy.

At the national level the most relevant stakeholders and representative organisations of stakeholders were involved by the Ministry in the preparation of the White Paper that introduces the new competence development model: students, parents, teachers, school leaders, school owners, universities and counties (Government of Norway, 2017[3]). In the implementation phase however, it seems that stakeholder involvement at the national level has been narrowed down, with a communication strategy more actively targeted at counties and universities, while teachers and school leaders were involved to a lesser extent.

From our conversations, it appeared that Norway gave the counties, universities and municipalities one year to start building the structure of the model and design what they thought would be more appropriate, so they would own it over the longer term. Yet, this does not appear to be part of their systematic communication strategy, in terms of the development of the model. The lack of a clear communication strategy could, in the end, hinder the transparency of the model, its understanding by the different stakeholders, and the local level of anchoring.

In the case of the new competence development model, this could be done by implementing a pro-active and targeted communication strategy to inform teachers (and other stakeholders) about the decentralised scheme; and starting talks with counties, municipalities, teachers and teacher representatives, and school leaders, on how to involve teachers in the various decision-making processes around the new competence development model.

The following questions could help identify which points are key in developing a targeted communication plan. Have county governors received a clear mandate regarding their new roles? Does the Directorate have a varied set of targeted communication tools available, which clarify the underlying rationale, the aims, the instruments and procedures, and ways to participate and benefit from the new competence development model? Have they been used to inform different stakeholders? Have potential obstacles for practitioners been identified and solutions communicated to stakeholders?

Actions to consider:

- Design a targeted communication strategy to the different stakeholders that aligns to the agreed role expectations at the municipal, county, and national level.

Organise feedback loops to foster ownership of the model among the different stakeholders.

- Include in the communication strategy information on accountability relationships, on data and indicators to measure progress and on the evaluation of the model.

5.2.6. Securing financial and human resources

The inputs necessary for education policy implementation consist mainly of the funding, technology and knowledge available to the actors, as well as their capacity to use them. The amount, quality and distribution of these resources allocated to implementation determine to a great extent whether and how a policy is implemented (Wurzburg, 2010[13]; OECD, 2010[14]). A recurring issue with resources is not only about whether they are available for implementation, or in sufficient quantities, but how they are used, and what for, *i.e.* what the resource strategy is (OECD, 2015[15]).

Funding related to education policy implementation refers to whether there is enough funding, where it comes from, whether it is earmarked and who decides how to allocate it. The OECD team was informed that the model has been allocated 100 NOK for the first year with projections to be progressively increased by NOK 300-400 million by 2020. But these do not appear to be firm commitments, and could change with political cycles. Some stakeholders consider the funding of the model to be modest, unclear, and short-termed (Chapter 2), which could jeopardise the model as there is a threshold level of funding below which implementation does not take place (Sabatier and Mazmanian, 1980[16]). In light of past experiences, would earmarked grants be preferable for stakeholders? And could the 30% co-funding requirement for the more disadvantaged municipalities be lifted?

Moreover, different types of capacity are needed to make participation and collaboration in decision-making effective:

- At school level, the capacity and will is needed, to organise and participate in collaborative decision-making about professional development needs and opportunities. For instance, are teachers and/or school leaders able to use data to analyse weak teaching and learning and design an appropriate training strategy?
- Leadership capacity is needed to make networks and forums productive meeting places. This point is partly addressed with the creation of the network coordinator role, but some training might be required for the coordinators to facilitate meetings efficiently.
- At school owners' level, capacity is needed to develop strategic planning and manage funds for teacher training. It seems questionable whether horizontal capacity building through networks will be sufficient for all municipalities and their staff to meet the responsibilities and expectations. After agreement with county governors, KS seminars, an existing platform, could be an interesting support structure to municipalities struggling with the new model.
- At universities, the expertise to a) build bridges between municipalities and schools and b) research and teacher training, needs to be recognised as a specific function. It will help to enlarge the responsiveness of universities to schools' needs.

Finally, are school owners allocating time in schools schedules to engage in collaboration, and compensating the cost of participation in network collaboration or training (Chapter 3)?

Actions to consider:

- Ensure long term stability of funding for the model, and communicate it to stakeholders.
- Consider linking the level of required co-funding requirement to the municipality level of deprivation.
- Foster capacity development at every level by allocating sufficient time and funding resources for:
    - Teachers to reflect on their professional needs,
    - School leaders to recognise needs and steer collaboration between teachers,
    - School owners to lead meaningful school evaluation,
    - Network coordinators and county staff to effectively exercise facilitative leadership for enhancing collaboration,
    - University researchers to bridge the gap with schools.

5.2.7. Clarifying expectations on timing and pace

The timing and pace set for implementation determine to a large extent how the process unfolds. An implementation strategy defines a timeline common to the main stakeholders, to guide over time the actions to undertake.

The agenda of the new model is not clear at present, and the OECD team was informed that stakeholders were given one year to start building the structure necessary for the new model, that the decentralised scheme will include upper secondary schools in 2019, and that the design of the follow-up scheme needs to be finalised. This lack of clarity is not problematic per se, as long as a high level of political assurance strengthens the long term nature of the model. The focus should lie on allowing time to invest in building up the necessary structures and processes for the new competence development model to bear fruit.

The steady increase over the years of the budget for the decentralised scheme should be matched with growing objectives in terms of teacher training participation. Due to contextual factors, including existing structures such as networks of municipalities, the roll out of the model will follow a different pace across territories. As a result, municipal and county authorities should benefit from some flexibility to organise a suitable timeline, based on the assessment of existing capacities.

Actions to consider:

- Within a central framework allowing county variation, each county governor needs to work with stakeholders to set objectives linked to the phasing in of the new model and offer a clear timeline to stakeholders.

5.2.8. Next steps

It will be important for the Directorate, together with key stakeholders, to reflect on the aforementioned actions, on how to accomplish them, on who would be responsible, and on how this could be monitored. Table 5.2 is included for self-reflection on how to move forward to ensure the model is implemented effectively.

Table 5.2. Planning the next steps

Implementation levers	Concrete actions to consider	Indicators to review progress in action	Who is in charge?	Resources	When?
Refining the objectives					
Reviewing policy tools and aligning with the broader policy context					
Clarifying roles and responsibilities					
Gathering data for improvement					
Designing a communication and engagement plan					
Securing financial and human resources					
Clarifying expectations on timing and pace					

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Annex A. OECD Team members

Pierre Gouëdard is an analyst at the OECD Directorate for Education and Skills. An economist specialised in economics of education, he has researched in areas of teacher careers, teacher health, affirmative action and access to higher education, and taught in the field of economics in Sciences Po and La Sorbonne.

As a former member of the Laboratory for Interdisciplinary Evaluation of Public Policies, he developed an analytical framework to modelise student's orientation decision after upper secondary education.

At the OECD, Pierre has led the Japan Country Review, and been part of the Greek Country Review and the Welsh initiative to transform Schools as Learning Organisations.

Pierre holds a PhD in Economic Sciences from Sciences Po Paris.

Beatriz Pont is senior education policy analyst at the OECD Directorate for Education and Skills, with extensive experience in education policy reform internationally. She currently leads OECD Country Reviews and the Implementing Education Policies Programme. She has specialised in various areas of education policy and reform, including equity and quality in education, school leadership, adult learning and adult skills and launched the comparative series Education Policy Outlook. She has also worked with individual countries such as Greece, Japan, Mexico, Norway, Sweden or United Kingdom (Wales) in their school improvement reform efforts.

Previously, Beatriz was researcher on education and social policies in the Economic and Social Council of the Government of Spain and worked for Andersen Consulting (Accenture). She studied Political Science at Pitzer College, Claremont, California, and holds a MIA from Columbia University and a PhD in Political Science from Complutense University, Madrid. She has been research fellow at the Institute of Social Sciences (Tokyo University) and at the Laboratory for Interdisciplinary Evaluation of Public Policies (LIEPP, Science Po, Paris). She holds an honorary doctorate from Sheffield Hallam University.

Rien Rouw is strategic advisor at the Dutch Ministry of Education, Culture and Science, and also affiliated as an external consultant to the Stategic Education Governance team at the OECD's Education & Skills Directorate. Previously he worked as policy analyst at the same Directorate, where he has been involved in research on governing complex education systems. He also worked as research fellow at the Netherlands School for Public Administration and at the Dutch Scientific Council for Government Policy, doing research on evidence based policy making in Dutch government.

Claire Shewbridge heads the Strategic Education Governance (SEG) project in the OECD's Centre for Educational Research and Innovation (CERI). This focuses on how to effectively design and implement policies in complex environments, building a strategic vision for the system, identifying and addressing capacity needs at different levels,

providing timely and relevant feedback and ensuring that stakeholders are actively and effectively involved at each stage of the policy process.

Claire has worked at the OECD for over 20 years. In the OECD Directorate for Education and Skills, she spent 8 years conducting comparative analysis of policies in different thematic areas, most recently on the effective use of school resources, and before that she focused on evaluation and assessment policies and migrant education, both including specific reviews in Norway. She has led policy reviews in thirteen countries and led international analysis on school evaluation, education system evaluation and the allocation of school funding.

For five years, Claire worked on the Programme for International Student Assessment (PISA), with a focus on learning from self-reports of students in participating countries. She led analysis of student attitudes towards science learning and the environment (PISA 2006), and co-ordinated analysis on student use of computers, motivations and aspirations of different student groups (PISA 2000, 2003). In her early work with the OECD, she worked on OECD statistical publications Education at a Glance and the OECD Employment Outlook.

Annex B. Schedule of the OECD visits to Norway

28 May-1 June 2018

Date	Time	Activity	Representatives
Monday 28 May	12.30 – 13.30	Meeting with Reference group	Stakeholders Beate Tislevoll, Anne-Berit Kavli, Cecilia Lyche, Lone Lønne Christiansen and Håvard Lunnan, UDIR (Directorate) Beatriz Pont, Claire Shewbridge, Marinus Rouw and Pierre Gouëdard, OECD
	13.00 – 15.00	Reference group meeting	Stakeholders UDIR OECD
	15.00 – 17.00	Coordinating group meeting	UDIR OECD
Tuesday 29 May	09.00 -10.00	Elevorganisasjonen – Students Association of Norway	Agathe B Waage, EO OECD
	10.00 – 11.00	FUG – Parents association of Norway	Gro Hexeberg Dahl og Gøril Lyngstad, FUG OECD
	11.00 – 11.30	Lunch	OECD
	12.00 – 14.00	Interviews KD (Ministry of Education)	Fredrik Dalen Tennøe, Christine Meling og Karin Hårstad Fonn, KD OECD
	14.30 – 16.00	Interview County governor Trøndelag	Bjørn Rist and Ragnhild S. Lyng, FMTL OECD
Wednesday 30 May	09.00 – 10.30	Interview NTNU (University) Trondheim	May Britt Postholm, Henning Fjørtoft, Nina C. Aagesen Vasseljen, Elin Bø Morud og Ingfrid Thowsen NTNU Beatriz and Marius, OECD Cecilia, UDIR
	10.30 – 11.00	Travel Trondheim - Malvik	Beatriz and Marius, OECD Cecilia, UDIR
	11.00 – 12.30	Interview municipality administrator Malvik	Beatriz and Marius, OECD Cecilia, UDIR Cecilie Karlsen, FMTL
	12.30 – 13.00	Lunch arranged locally	Beatriz and Marius, OECD Cecilia, UDIR Cecilie Karlsen, FMTL
	13.00 – 15.00	School visit, head, teachers and union Malvik	Beatriz and Marius, OECD Cecilia, UDIR Cecilie Karlsen, FMTL
	Approx 18.00 – 19.00	Travel Trondheim - Oslo	Beatriz and Marius, OECD Cecilia, UDIR

	08.30 – 09.30	Interview UiT (university) Troms	Claire and Pierre, OECD Beate, UDIR
	10.20 – 10.45	Travel Tromsø - Nordreisa	Claire and Pierre, OECD Beate, UDIR
	11.00 – 12.30	Interview municipality administrator Nordreisa	Claire and Pierre, OECD Beate, UDIR Astrid Berg, regional network coordinator
	12.30 – 13.00	Lunch arranged locally	Claire and Pierre, OECD Beate, UDIR Astrid Berg, regional network coordinator
	13.00 – 15.00	School visit, head, teachers and union Nordreisa	Claire and Pierre, OECD Beate, UDIR Astrid Berg, regional network coordinator
	20.00 – 22.55	Travel Nordreisa – Tromsø - Oslo	Claire and Pierre, OECD Beate, UDIR
Thursday 31 May	09.00 – 10.00	Interview Utdanningsforbundet (teachers union)	Nina Nordvik og Roar Grøttvik, UDF OECD
	10.00 – 11.00	Interview NIFU (researchers)	Berit Lødding, Tone Cecilie Carlsten, Idunn Seland og Cay Gjerustad, NIFU OECD
	11.00 – 12.00	Interview KS (municipality organisation)	Marianne Lindheim og Erling Barlindhaug, KS OECD
	12.00 – 14.00	Lunch and intervierview Utdanningsdirektoratet (heads of UDIR)	Hege Nilsen (?), Kjersti Flåten og Erik Bolstad Pettersen, UDIR OECD
	14.00 – 15.30	Interview Oslo Kommune (municipality)	Line Andreassen og Bjarte Rørmark, Oslo OECD
	15.30 – 16.30	Interview county governor Troms	Trine Lise Nerdal og Oda Bjørnsdatter, FMTR OECD
Friday 1 June	09.00 – 12.00	Interviews with researchers	Bjart Grutle, HVL, Jan Merok Paulsen, OsloMet, Sølvi Lillejord, Kunnskapssenteret, Torbjørn Lund, UiT, Øystein Gilje, UiO, Lars Arild Myhr, HInn OECD
	12.00 – 13.00	Lunch with researchers	OECD UDIR
	13.00 - 15.00	Preliminary findings to extended coordinating group	OECD UDIR

Oslo, 17-19 October 2019

Date	Time	Activity	Representatives
Wednesday 17 October	9.00 – 11.00	School visit: Seterbråten in Oslo, grade 1-7	Headmaster Teachers Anne-Berit Kavli OECD
	11.30 – 12.30	Lunch	
	12.30 – 16.00	Internal meeting with the National Coordinator and her team	Anne-Berit Kavli Beate Tislevoll Vivi Bjelke OECD
Thursday 18 October	9.15 – 17.00	Stakeholders seminar	Stakeholders UDIR OECD
Friday 19 October	9.30 – 12.00	Reference group meeting	Stakeholders UDIR OECD

Oslo, 6-8 February 2019

Date	Time	Activity	Representatives
Thursday 7 February	9.00 – 11.30	Internal Meeting with the Directorate	8 – 10 representatives (leaders and advisors) from the departments responsible for the implementation of the new model Head of Communication Staff Two representatives from County Governors Beatriz Pont, Claire Shewbridge, Marinus Rouw and Pierre Gouëdard, OECD
	11.30 – 12.30	Lunch	
	12.30 – 15.00	Meeting with representatives from University of Oslo and Oslo MET University	2 – 3 rep from University of Oslo 2 – 3 rep from Oslo MET 2 – 3 rep from Directorate of Education OECD
	15.30 – 17.00	Internal meeting with the National Coordinator and her team	Anne-Berit Kavli Beate Tislevoll Vivi Bjelke OECD
Friday 8 February	09.30 -14.30	Reference group meeting	Stakeholders UDIR OECD

Annex C. The OECD Norway Stakeholder Seminar, Agenda

Oslo, 18 October 2018

	Activity	
9:15-9:45	**Welcome coffee**	
9:45-10:00	***Welcome by Anne-Berit Kavli, UDIR***	
10:00-10:30	Objectives and structure of the seminar	Presentation of the OECD background and methodology for the project.
10:30-11:15	OECD's initial observations	Preliminary findings of the OECD review visit
11:15-11:30	**Coffee break**	
Thematic sessions	*Participants will be organised in groups led by OECD representatives and assigned moderators. Each group will discuss the implementation issues presented by the OECD and suggest relevant actions that can ensure effective implementation of the new model.*	
11:30-12:45	**Working session 1:** Shaping a shared vision of the a new competence development model for schools	Shaping and sharing a vision is a key driver to achieve effective implementation. What do you expect from the new model? Do these expectations match those of other stakeholders? *Objective: Discuss and develop some principles for a shared vision.*
12:45-13:45	**Lunch**	
13:45-15:00	**Working Session 2:** Inclusive stakeholder engagement	How to create favourable conditions and incentives for engagement? *Objective*: *Describe and understand the desired role of each actor in the implementation process of the new model.*
15:00-15:30	**Coffee break**	
15:30-16:15	**Working Session 3:** Favourable context	The (societal, political, economic) context of a reform often influences the success of the implementation. Is there broad support for the reform? How well does it fit with existing policies? Are there potential barriers? *Objective: Build an overview of favourable conditions and barriers surrounding the reform.*
16:15-16:35	**Working Session 4:** From resolution to action: how to strengthen the implementation of the new model?	Building on the three previous sessions, participants will discuss some steps to design an actionable strategy that reflects their needs. *Objective: Discuss what do you need for this policy to move forward (resources, timing, communication, capacity building…), and what are you going to do, and when?*
16:35-17:00	**Wrap-up session**	

Annex D. List of participants in the reference group

Organisation	Name
Utdanningsdirektoratet (Norwegian Directorate for Education and Training, UDIR)	Beate Tislevoll Vivi Bjelke Anne-Berit Kavli
KS (Norwegian Association of Local and Regional Authorities)	Marianne Lindheim Ann Kariin Iversen Bjørn Håvard Bjørklund (Bømlo kommune)
Utdanningsforbundet [Union of Education Norway]	Nina Nordvik Frode Kåre Wollberg (Hordaland) Oswald Lykkebø (Campus Sogndal)
Skolelederforbundet [School Leader Union]	Trygve Beyer Olsen
Skolenes Landsforbund [School National Federation]	Mette Johnsen Walker
Lektorlaget [Union for Associate Professors]	Dagne Sigrid Nordli
Elevorganisasjonen [School Student Union of Norway]	Alida de Lange D'Agostino
FM [County Governors]	Anne Kristin Hjermann, Hordaland Guri Adelsten Iversen, Nordland
UH [Universities and Colleges]	Hilde Marie Madsø Jacobsen Katrine Iversen Bjart Grutle Bruna Bruce (Oslo MET)
Friskolene [Private Schools]	Nina Johansen
KD [Ministry of Education and Training]	1 observer

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

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Implementing Education Policies

Improving School Quality in Norway

THE NEW COMPETENCE DEVELOPMENT MODEL

Norway is committed to a high quality and equitable education system, as demonstrated by its high level of public expenditure on education and the dynamic policy activity targeting education quality. Despite progress made in enhancing average student performance in recent years, there still are significant differences between schools in municipalities and between municipalities and regions. In response, Norway has started to implement the new competence development model that sets out to develop teacher professionalism with in-service professional development. With this new policy, the Government of Norway aims to provide municipalities and schools with greater freedom of action and empower them to carry out systematic school improvements at the local level. This decentralised approach would respond to local context and the diversity of needs between Norwegian schools.

This report aims to support Norway in this effort, analysing the features of the new model, the engagement of the different stakeholders and the policy context for its introduction. Building on the OECD implementation framework, the report proposes concrete actions to adapt the implementation strategy for impact.

The report will be valuable not only for Norway, but also to the many countries that are looking to promote school-based professional development and bridge the gap between policy design and effective implementation.

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