

# Provision of public services – esp. pre-school education: The Norwegian experience

Riga, 29.april 2016





# Norwegian municipalities

- 19 administrative regions, called counties, 427 municipalities
- Continuous consolidation, plans for further mergers and political pressure
- Every municipality is administered by an elected municipal council
- The municipalities have wide powers over the local resources, with strong individual rights and the state exercising strict supervision

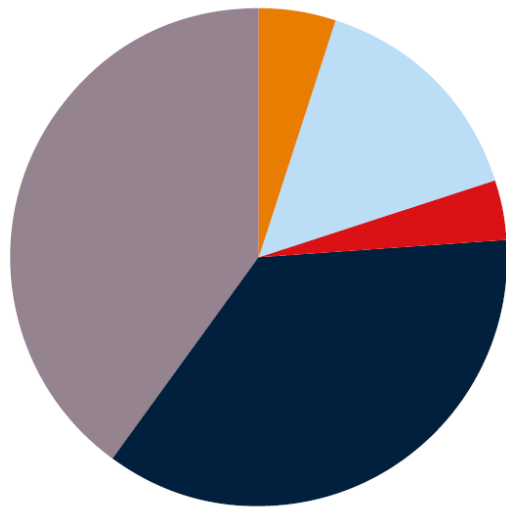


# Municipal\* responsibilities

- Kindergarten and primary education (until 10th grade)
- Outpatient health services
- Senior citizen services
- Unemployment and other social services
- Zoning (area and building regulations)
- Local economic development, agriculture, nature conservancy and culture
- Municipal roads, water, sewage and waste management
- Public security
- \* some aided by state funds

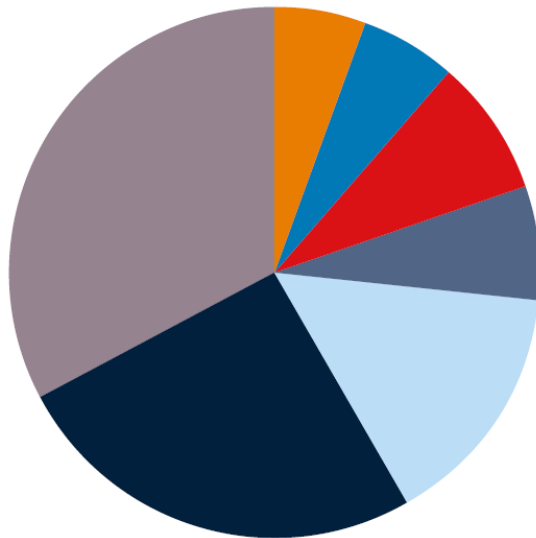


# Revenues (2013)



- Local taxes
- General grants
- Earmarked grants
- Fees and charges
- Value added tax compensation

# Expenses (2012)



- Care for the elderly and disabled
- Primary school
- Kindergarten
- Social services and child welfare
- Health care
- Water, sewage and waste
- Culture and church

# Gjesdal kommune

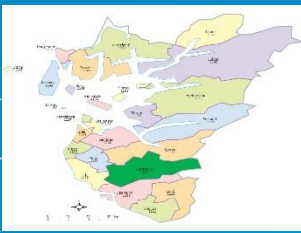
- About 30 km south from Stavanger, in Rogaland county
- Medium-sized: ca. 12.000 inhabitants
- Economically influenced by the oil industry (and nowadays the oil industry's crisis)
- Ca. 950 employees (760 fulltime positions)





# Inter-municipal cooperations (1)

- Gjesdal municipality is engaged in about 120 cooperations
- From unformal networks to formalized inter-municipal companies with elected boards
  - Lyse AS (public corporation), owned av 16 municipalities in Rogaland, energy, infrastructure and telecommunication, corporate assembly is chaired by the mayor of Klepp municipality, Gjesdal ownes 0,93%
  - Rogaland brann og redning IKS (fire and rescue, inter-municipal company), supervisory board and elected board



## Inter-municipal cooperations (2)

- Emergency medical centre for chronic diseases, organized as host cooperation (Klepp municipality; 4 municipalities), host municipality gets payed for the administration, between primary and secondary health care with the possibility to supervise patients overnight
- Cooperation between Sandnes and Gjesdal municipality regarding child care actions (specialized personell, trained in certain programmes), and a psychological emergency team (with standby duty), Gjesdal is paying Sandnes
- Professional networks (f. eks. principals and kindergarten leaders)
- Jærrådet: political cooperation between 5 municipalities (mayors and administrative leaders) - cooperation on single political issues



# Kindergarten Act

- <https://www.regjeringen.no/en/dokumenter/education-act/id213315/>
- Kindertens shall provide children under compulsory school age with good opportunities for development and activity in close understanding and collaboration with the children's homes.





# Facts about kindergartens (1)

- Children in kindergarten: 283.000
- Coverage for children 1-5 Years: approx. 90 %
- Average attendance per week: 35 hours
- Number of kindergartens: 6.469
- Ownership: approx. 50 % private, 50 % public



# Facts about kindergartens (2)

- Employed in kindergarten: 88.800 people (71.600 full time positions)
- Proportion of employees with pre-school teacher education: Approx. 33 % (1 of 3 and growing)
- Average monthly rate for a full-time place: NOK 2,655 (2016) (households with a gross annual income of NOK 500,000)
- Reduction for a second/third child and low-income families
- Granted place for the children which have turned 1 year 1. september from august of the same year.



# Facts about kindergartens (3)

- Open five days a week, 10 hours a day, some projects try out early and late hours and even overnight stay for those working shift.
- The size of the groups is still a matter of debate.
  - 3.42 children per staff member in the groups for young children (1 and 2 years)
  - 5.5 children for the over 3 years old.
  - On average the young children's groups have 12.4 and the older children's groups have 18.6 children.



# Historical perspective (1)

- 1975: first legal act
- The new law initiated a major extension of kindergartens financed by an economic boom and oil revenues.
- 1995, regulation of day care content in the form of a national curriculum, and the introduction of compulsory school for 6-year-olds.
- 2005: present law launched, change of mission statement in 2010, new national curriculum in 2011



## Historical perspective (2)

- 2009: guaranteed legal right for each child (becoming 1 year old until a certain date) to a place in kindergarten.
- Target: secure that children were ready for school attendance when they turned 6..
- Relatively frequent changes in laws and framework can be considered as an expression of the Norwegian kindergarten's strong position



# Historical perspective (3)

- Common attitude:
  - children under 1 year should be cared for by their parents
  - 3 to 5 year olds profit from being together with other children
  - For the 1 to 3 year olds the opinion is more varied.



# Historical perspective (4)

- Guaranteed parental leave for both mothers and fathers
- Parents can receive 100 percent of their parental benefits for a period of 47 weeks or 80 percent for a period of 57 weeks.
- 1998 : introduction of cash benefit for parents caring for their children at home and not using kindergarten.
- Hotly debated





# The purpose of kindergarten education

- Important measure in society for the formation (Norwegian: "danning") of children into citizens of the society.
- Main concepts in this process are *development, play, activity, learning, formation and participation.*
- Double challenge of seeking to ensure the children's possibilities for play and also for adult-led activities having pedagogical aims is discussed controversially



# Education of kindergarten teachers

- A regular 3 years full time bachelor or 4 years part time
- The academic content of kindergarten teacher education is now organized into six knowledge areas. Within each knowledge area, academic subjects, didactics, pedagogy and practice are closely connected, both in terms of content as well as organization
- Obligatory supervision for new kindergarten teachers



# Quality in kindergartens

- Good foundations for further development and learning.
- Safe kindergartens with qualified and caring adults, and where children can learn and play.
- After focusing on increasing the amount of kindergarten, the focus is now turning onto the quality of kindergarten education



# Funding

- Earmarked funding while building capacity
- Since 2011: general grants
- Ca. 80% municipal funding, 20% parents's fees.
- Private kindergartens getting about the same amount of funding as municipal Private owners (nationwide providers) are earning substantially on drifting kindergartens

# Funding

## Parents' fees maximum 2016

År	Tidsrom	Makspris per måned	Totalt per år
2016	Fra 1. januar 2016	2 655 kroner	29 205 kroner

# Funding

## Average subsidy per place/year for 2016

### Satser for driftstilskudd til private ordinære barnehager

	<b>Kroner per oppholdstime Drift, inkl. adm.</b>	<b>Kroner per heltidsplass Drift, inkl. adm.</b>
Ordinære barnehager, barn 0-2 år	90,80	196 200
Ordinære barnehager, barn 3-6 år	43,80	94 700

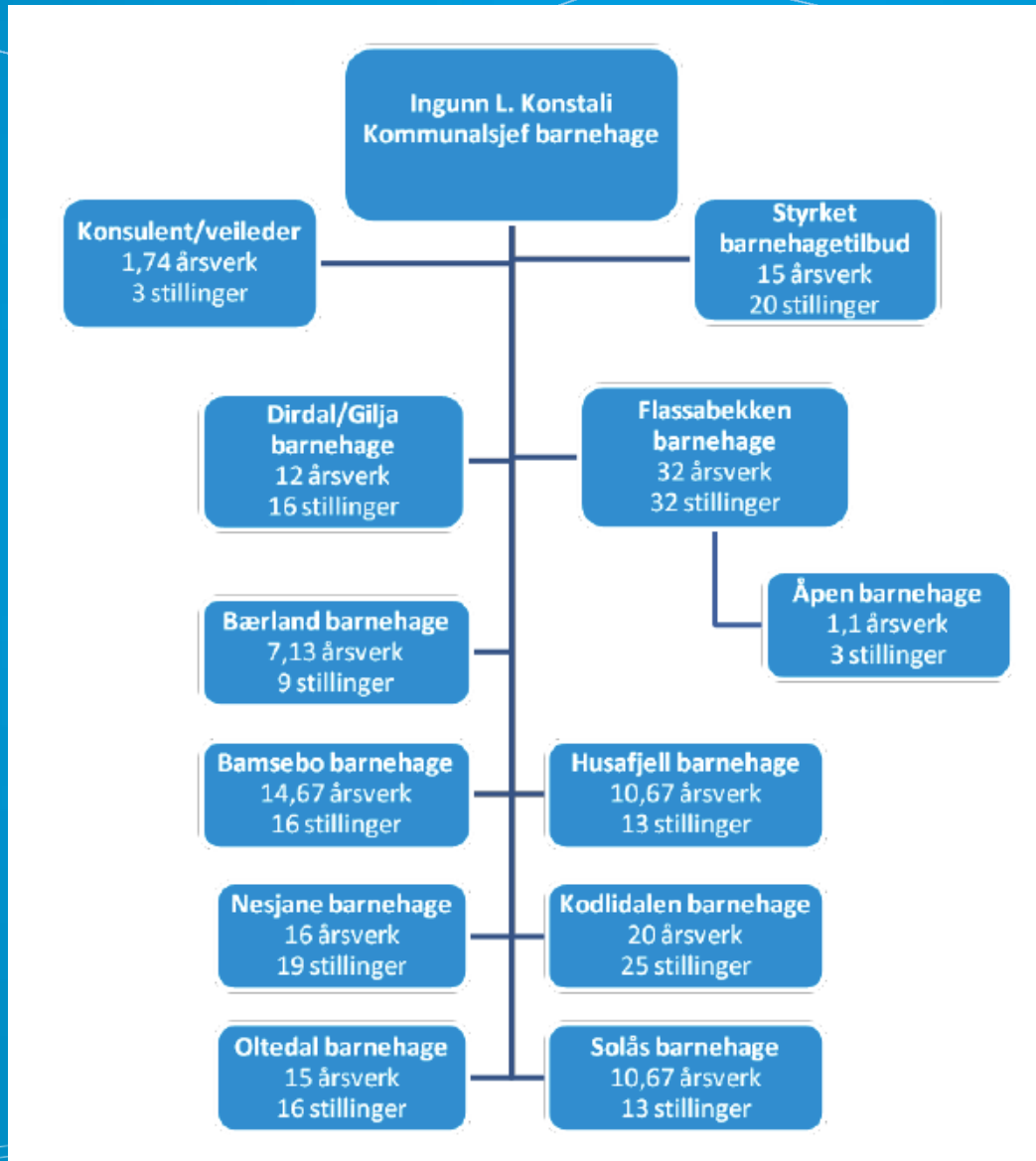
# Funding

## Average capital grant/place/year for 2016

### Satser for kapitaltilskudd til private ordinære barnehager

Byggeår	Tilskuddssats per plass
Til og med 2007	8 800
2008-2010	14 100
2011-2013	17 400
2014-2016	18 300

# Some facts about Gjesdal's kindergartens (1)





# Some facts about Gjesdal's kindergartens (2)

Innbyggere og brukere	Note	2012	2013	2014	2015
<b>Målgruppe for tjenestene</b>					
Antall barn med barnehageplass	1	778	825	843	853
Andel barn 1-5 år med barnehageplass I ref. gruppa	2	84,4 % 87,1 %	85,6 % 86,4 %	85,1 % 86,6 %	85,8 % 87,7 %
Brukertilfredshet, samlet for tjenesteområdet	3	5,1	-	5,0	-

Økonomi	Note	2012	2013	2014	2015
<b>Produktivitet:</b>					
Brutto driftsutgifter i kr. pr. barn I ref. gruppa		143.964 154.469	157.061 160.425	176.297 183.284	173.997 180.255

# Some facts about Gjesdal's kindergartens (3)

Medarbeidere	Note	2012	2013	2014	2015
Antall stillinger	4	159	179	183	185
Antall årsverk	5	135	152	157	157
Antall årsverk i private barnehager		54	54	54	56,8

Ref. gruppe er Hå, Time, Klepp, Strand og Eigersund. Tall i hele 1000.

Andel ansatte med førskolelærerutdanning I ref. gruppe	6	24,8 % 26 %	30,2 % 27,6 %	30 %	30,9 % 31,1 %
Andel ansatte menn til basisvirksomhet I ref. gruppe	7	5,3 % 4,8 %	6,2 % 4,8 %	6 %	6,7 % 5,3 %
Årsverk kommunale barnehager		151	157	167	157
Årsverk private barnehager		54	54	54	56,8
Sykefravær	8	6,1 %	8,7 %	5,0 %	9,5 %
Medarbeidertilfredshet	9	4,9		5,0	4,8



# Thank you for your attention

