



RIKSREVISIONEN

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## Bilaga till granskningsrapport

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# Bilaga 3

## Internationell jämförelse



## Skolpengen

– effektivitet och konsekvenser

## Internationell jämförelse

Vi har inhämtat information från våra grannländer om regler för etablering av och ersättning till fristående i skolor i Danmark, Finland och Norge. Sverige och Danmark har en betydligt större andel elever i fristående skolor än Finland och Norge.

I Finland måste det finnas ett behov av att organisera en specifik typ av utbildning för att en fristående skola ska få starta. I Norge måste en fristående skola på något sätt vara profilerad för att få tillstånd att starta, exempelvis genom en alternativ pedagogik eller som elitidrottsskola. I både Sverige och Norge får inte etableringen av en fristående skola medföra negativa följder för skolsystemet i den aktuella kommunen. I Finland och Norge gäller tillstånden för fristående skolor för ett maxantal elever. I Sverige och Danmark finns det i tillstånden inget övre tak för hur många elever som fristående skolor får anta.

I alla fyra länder är kommunen skyldig att bereda plats åt alla elever som vill gå i en kommunal skola. Ersättningssystemen till de fristående skolorna skiljer sig däremot åt mellan länderna. I Norge ersätter staten fristående skolor med 85 procent av vad eleven skulle ha kostat i den kommunala skolan. I Danmark ersätts fristående skolor med 76 procent av genomsnittskostnaden för en elev i grundskolan, varav elevens hemkommun betalar 85 procent och staten resterande 15 procent. I Finland ersätts fristående skolor av staten på samma sätt som kommunala skolor. I Sverige ska fristående skolor ersättas enligt samma grunder som de kommunala skolorna och kommunen står för 100 procent av ersättningen.

Av de fyra länderna är det bara Sverige som tillåter vinstdrivande skolor. Dock är inga avgifter tillåtna för fristående grundskolor i Sverige. Danmark och Norge tillåter skolorna att ta ut avgifter för skolgången, och Finland gör det i vissa undantagsfall.

Informationen om våra grannländer har vi fått av det finska utbildningsdepartementet, Norges skolmyndighet och danska riksrevisionen.

	Sweden	Denmark	Finland	Norway
<b>Percentage of independent schools (2020/2021)</b>	17,1 %	23,4 %	3,1 %	9,4 %
<b>Percentage of students in independent schools (2020/2021)</b>	15,7 %	18,4 % <sup>1</sup>	2,6 %	4,1 %
<b>Which agency is responsible for authorising new independent schools?</b>	Swedish Schools Inspectorate (Skolinspektionen)	The Agency for Education and Quality (Styrelsen for Undervisning og Kvalitet)	The Finnish government.	The Norwegian Directorate for Education and Training (Utdanningsdirektoratet)
<b>What criteria have to be fulfilled for an independent school to be authorised?</b>	<ol style="list-style-type: none"> <li>1. The owners must prove that they have the economic capacity to start and run a school.</li> <li>2. The owners must prove that they have the necessary knowledge and show that a sufficient number of students are interested in enrolling at the school.</li> <li>3. The establishment of a school may not negatively affect the pupils or the school system in the municipality in a long-term perspective.</li> </ol>	<p>The following criteria have to be fulfilled in order for an independent school to be authorised with public grants:</p> <ol style="list-style-type: none"> <li>1. The school must submit a set of statutes for the agency's approval.</li> <li>2. The school must submit the application for approval to the agency in person. In such meeting, the persons behind the school initiative must sign a declaration that states that the school will be independent and prepare the students for a life in the Danish society with freedom, democracy and knowledge of and respect for</li> </ol>	<ol style="list-style-type: none"> <li>1. The owner needs to be a private association or a foundation.</li> <li>2. The owner needs to have the financial prerequisites to organise education.</li> <li>3. The owner needs to have the professional prerequisites to organise education.</li> <li>4. There needs to be a need to organise a specific education</li> <li>5. The education provider needs to enter into a contract with the municipality</li> <li>6. The government can still, even though all these requirements are met, use discretion.</li> </ol>	<ol style="list-style-type: none"> <li>1. The schools must base their education on a certain basis, for example use an alternative pedagogy, be religious or combine education with elite sports.</li> <li>2. The applicants must show that they have the knowledge and capacity necessary to run a school, by sending in, among other things, a budget, admission and classroom rules, articles of association and curriculum.</li> <li>3. An establishment of the school is not allowed to negatively affect the public the school system in the municipality.</li> </ol>

<sup>1</sup> Denna siffra gäller elever i klass 0-9 läsåret 20/21, alla grundskoletyper (dvs inklusive t.ex. kommunala ungdomsskolor, specialskolor, behandlingshem etc.). Motsvarande andel elever i fristående skolor i klass 0-10 är 17,8%.

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	<p>the basic freedom- and human rights. Further, the same persons must fill in, sign and submit nine questions regarding the same topic.</p> <p>3. The agency assesses whether:</p> <ol style="list-style-type: none"><li data-bbox="987 491 1317 632">i. The purpose and function of the new school will be in accordance with the above regarding freedom and democracy,</li><li data-bbox="987 639 1317 975">ii. The persons behind the school initiative are involved or have been involved in activities that are not compatible with the above mentioned regarding freedom and democracy and which can be expected to influence the new school's compliance with the above regarding freedom and democracy,</li><li data-bbox="987 983 1317 1094">iii. There is transparency in the composition of the group of persons supporting the school, and</li><li data-bbox="987 1102 1317 1238">iv. The new school will be independent, and the school funds will only be used for the school's school and education purposes.</li></ol>		

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		<p>4. In addition, the agency will obtain additional documentation regarding, among other things, donations to the school, potential cooperation/partners and the school's facilities (see below) and review the school's website and public social media.</p> <p>5. In the final phase of the application process, the new school has to submit a document listing, fx the name of the school principal, the school's accountant, the name of the chairperson of the board and the school's company registration number.</p>		
<b>Are schools required to have a contract for school facilities when applying for a permit?</b>	No.	No, this does not have to be submitted together with the application. However, later in the application process a contract for school facilities (for renting or buying) must be submitted for the agency's review. In addition, the school must submit documentation that official authorities have approved that the facilities fulfil the fire regulations and can be used for educational purposes.	Not necessarily, but there needs to be a concrete plan or a pre-permit.	No.

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<b>Are permits issued for specific grades?</b>	Yes.	No. However, no later than in the third school year a new school must have at least 9 students in total in kindergarten, first and second grade as per 5 <sup>th</sup> of September. Further, no later than the fifth school year, the school must have at least 6 students in total in third and fourth grade and no later than the eighth school year the school must have at least 9 students in total in fifth, sixth and seventh grade.	Yes.	Yes, and for specific programs in secondary education.
<b>Are permits issued for a maximum number of students?</b>	No. The new school must show a minimum number of pupils that they are likely to attract, but the permit is not limited to a specific number of pupils.	No. However, in order to receive public grants the new school must have at least 14 students on the 5 <sup>th</sup> of September in the first school year. Furthermore, in the second year the school must have at least 24 students and in the third year and going forward at least 32 students.	Yes.	Yes.
<b>Principles of funding for independent schools</b>	100% public funding on a per pupil basis. Independent schools are compensated at an amount per pupil that is equal to how much the pupil would have cost the municipality if they had attended a municipal school.	Private schools receive public grants per student. In 2022, the grant is equal to 76 % of the average expenditure per pupil in the Folkeskole (public primary and lower secondary education).	The state participates in the financing of educational services by means of the central government transfers system. The central government transfers system for pre-primary education and basic education comprises the central government transfers to local governments for basic public services and the municipality of	85 % public funding on per pupil basis. The independent school shall be compensated at an amount per student which is 85 % of what the student would have cost the municipality if s/he had gone to a municipal school.

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			residence reimbursement to pre-primary education and basic education providers, which are coordinated by the Ministry of Finance, as well as central government transfers for the provision of education and culture coordinated by the Ministry of Education and Culture. The financing system applies to municipalities, private education providers and joint municipal authorities.	
<b>In the case of partial or full public funding, who compensates the independent schools?</b>	The municipality does.	The municipalities have to pay 85 % of the grant per pupil, while the remaining 15 % of the grant is paid for by the central government.	See answer above.	The Norwegian State, state grants.
<b>Which other means of funding are permitted (in the event that financing is not 100% public funding)?</b>	No other fees, such as student fees, are permitted.	The private schools are required to have other means of funding beside public funding. There is a minimum limit for the degree of self-financing per student. Parents pay a fee, that is decided by the individual private schools. Other means of funding can be private donations.	In general, no fees are allowed, with some exceptions.	Student fees, limited up to 15 % of what the state grant for each student. I.e., is the state grant 100 000 NOK per year per student, the student fee can be up to 15 000 NOK.
<b>Are for-profit independent schools permitted?</b>	Yes.	No.	No.	No.

	Sweden	Denmark	Finland	Norway
<b>Percentage of for-profit independent schools (out of all independent schools) in 2020.</b>	61 %	0 %	0 %	0 %.
<b>What is the base of financing for independent schools?</b>	This is up to the municipality. Most municipalities adjust the compensation level monthly, based on the number of pupils in the school on the 15th of each month.	The base of financing for private schools is the number of pupils in different schools on the 5 <sup>th</sup> of September each year.	According to an annual number of pupils, counted on 15 December each year.	For primary school (first to seventh) and lower secondary school (eight to tenth grade) the base of financing is the number of pupils the 1st of October each year.
<b>Do public and independent schools have a common admissions system?</b>	No, not as a rule. Although they do in some municipalities.	No.	Not as a rule. Some schools act as a part of the municipal school network.	No.
<b>How do independent schools admit pupils?</b>	Based on special needs, sibling priority, or via a waiting list. Often a combination of all three.	It is up to the individual school to decide which students are admitted. Private, independent schools must be able to offer education that meets the needs of the individual child	It varies. If it is not part of the municipal network, the education provider decides on the criteria.	According to approved admission rules. They must prioritize based on fair principles and be open for all applicants with a right to education.
<b>How is the responsibility to provide education to all pupils shared between public and independent schools?</b>	Municipalities have an obligation to provide a municipal school education to each pupil living in the municipality who so wishes. Independent schools can choose how many students they accept and they can thus decline some applicants.	There is no formal division of this responsibility, but a new approach is expected to be discussed at a political level. Public schools/folkeskoler must admit all students wishing to attend the school if they live in the school district.	Same as Sweden.	Municipalities have an obligation to provide each student living in the municipality, who so wish, education in a public school. So the municipality have all the responsible, but students can choose independent schools as an alternative where they exist and as long as they have vacancies.