Norwegian libraries and special services for immigrant women

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Abstract:

In Norway, all municipalities are required by the Library Act to have a public library. The public libraries are well used. Women are more frequent users than men, and the immigrant population are also a big user group.

Several Norwegian libraries have special programmes or services for immigrant women or they have initiated projects with immigrant women as target group. The city of Lillehammer has run ICT training for immigrant women. The county library in Oppland is involved in a project to see how libraries can play a part in intercultural and political education in adult and community learning for immigrant women. Tromsø library cooperates with the municipal adult learning centre on services directed towards immigrants. Other libraries provide reading circles for immigrant in combination with language courses.

The paper will present these cases and discuss what impact they have.

Introduction

Norway has a population of 4.9 million. The country is divided into 19 counties and 430 municipalities. All municipalities are required by the Library Act to have a public library. The public libraries are well used. Statistics show that women are more frequent users than men.

The immigrant population constitute a big user group. Arrangements are made in the libraries so that the immigrant population can use them for learning, culture and meetings. Several Norwegian libraries offer special programmes or services for immigrant women or they have initiated projects, with immigrant women as a target group. This paper presents some of these cases and discusses their impact.
The Norwegian library landscape

There are just under 800 public libraries in Norway, including branches. The Norwegian Library Act requires all municipalities to have a public library with a professionally qualified chief librarian. Public libraries are owned and financed by their municipality. The Norwegian Library Act states that, "public libraries shall be responsible for promoting knowledge, education and other cultural activities by providing access to information and by making available books and other suitable material, free of charge, to everyone residing in Norway."

The library landscape in Norway corresponds to the administrative division of the country:

- At national level the National Library
- At regional level the 19 county libraries
- At local level the municipal libraries

A total of 2,500 people (1,800 full-time equivalents) working in the local libraries shows that a large number of them are small units.

The National Library has been responsible for national library development from 2010 onwards. The Ministry of Culture has overall political responsibility for public libraries.

Norway's immigrant population

Norway's immigrant population consists of people from 215 different countries and independent regions. They have come as refugees or as labour migrants, to study, or to join family living in Norway (Statistics Norway 2011). Immigrants and those born in Norway to immigrant parents constitute more than 552,000 persons or 11.4 per cent of Norway's population. Immigrants and Norwegian-born persons with immigrant parents are represented in all Norwegian municipalities. Oslo, which is the capital, a municipality and a county, has the largest proportion with 27 per cent, or 160,500 people, as shown in figure 1.

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1 Persons who are born abroad to two foreign-born parents, and who have moved to Norway, are defined as immigrants. Those born in Norway with two immigrant parents are defined as Norwegian-born to immigrant parents. The following categories are used to define other immigration backgrounds: Foreign-born with one Norwegian-born parent; Norwegian-born with one foreign-born parent; Foreign-born to Norwegian-born parents (includes adopted).
Broken down by region, 257,000 have a European background, 199,000 persons have a background from Asia, 67,000 from Africa, 18,000 from Latin America and 11,000 from North America and Oceania. Figure 2 below shows the largest immigrant groups in Norway.
The number of immigrants residing in Norway has varied along with the government's immigration policy, labour market needs and shifting global crises. Immigration increased during and after the Balkan wars of the 1990s, as figure 3 shows. In recent years, the majority of new immigrants have come to Norway as a result of family reunification.

Integration and social inclusion as a policy area in Norway

The integration and social inclusion of the immigrant population and everyone with an immigrant background, has for several years been a priority policy area, with a number of ministries involved. It is the Norwegian Government’s goal that everyone, irrespective of origin and gender, should have equal opportunities, rights and duties to participate in society and make use of their resources. The Government wants a tolerant, multicultural society without racism (Government.no 2011).

The introductory programme

Knowledge of the Norwegian language is an important precondition for active participation in society. From September 2005, it has been compulsory for newly arrived adult immigrants to participate in 300 lessons of Norwegian language training and social studies (Ministry of Children, Equality and Social Inclusion 2011). Beyond the compulsory instruction, those who have further needs for instruction will have the opportunity to take more classes.

Refugees, persons granted humanitarian status, persons who have collective protection and persons who are family members of these categories have a statutory right and obligation to take part in this training scheme: the introductory programme. The purpose of the programme is to provide basic Norwegian language skills, basic insight into Norwegian society and prepare for participation in working life and/or education. The introductory programme is normally provided at local level through institutions like the municipal service for immigrants and refugees and the adult learning centre.
Norwegian Inclusion Commission

One of the major recent initiatives of the Government is the establishment of the Norwegian Inclusion Commission (Inkluderingsutvalget). The Inclusion Commission shall highlight the challenges and opportunities in a multicultural Norway and propose measures for inclusion and integration policies (Inkluderingsutvalget 2010). The work of the Commission is based on a number of specific challenges, which are presented later in the paper. The Commission will present its conclusions in 2011.

Culture and inclusion

In 2010, The Ministry of Culture launched a national reading campaign 2010-2014. The objective of the campaign is to raise the reading skills in the entire population.

The Ministry of Culture is presently preparing a white paper, a report to the parliament, on culture, inclusion and participation. The report will discuss questions about use and participation in the field of arts and culture, barriers to use and possible measures in order to reach new groups.

Immigrants and library use

The Norwegian cultural barometer (Vaage 2009b) includes the following key data on use of public libraries.

- 51 per cent of the Norwegian population visit the public library within a year
- More women than men visit the library
- Children and young people are the biggest user group

Another report by Vaage (2009a) on the use of culture and media among the immigrant population, shows that people with a non-western background use libraries more than the rest of the population. This applies regardless of age, gender, income or educational level.

While the statistics show that more women than men use the library in general, a study published by The State Authority for Archives, Libraries and Museums (ABM-utvikling 2008) shows another picture of library use by immigrants in the urban areas. Among immigrant library users in five big Norwegian cities, there were more men than women.

The IFLA/UNESCO Multicultural Library Manifesto is an important tool for working with services for immigrants. Norway played an active role when the manifesto was endorsed by UNESCO in 2009.

The Multilingual Library

Soon after immigration to Norway took off in the late 1960s, Oslo Public Library (Deichmanske bibliotek) became aware of the needs of the many foreign immigrants in the capital for adequate library services, and the library started purchasing books in Urdu, Arabic and Turkish. Libraries in other parts of Norway also felt the increased demand for books in foreign languages. From 1975, Deichmanske bibliotek was therefore given the national responsibility for meeting these multilingual demands (Det flerspråklige bibliotek 2011).
In 1996, *The Multilingual Library* (Det flerspråklige bibliotek) was launched as a special section of Deichmanske bibliotek, serving the whole country. It has three main functions:

- Competence and advisory centre for multicultural library services with a special focus on services for asylum seekers, immigrants and refugees
- Purchasing and cataloguing unit for literature and other media in multiple foreign languages
- National centre for distance lending of literature and other media for asylum seekers, refugees and immigrants

The target groups of The Multilingual Library are:

- County, public and school libraries, as well as other public institutions such as hospital libraries and prison libraries
- Teaching staff in kindergartens and educational establishments
- Individuals whose mother tongue is among the library’s languages, as well as those who want to learn a language

The Multilingual Library has also established a network group for those working especially with cultural diversity in the public libraries across Norway.

**Immigrant women and library use**

In 2009, immigrant women and library use was the topic of a master thesis at the Faculty of Journalism, Library and Information Science at Oslo University College (Essmat 2009). Essmat studied the library as a meeting place for immigrant women in the county of Vestfold and came to a number of interesting conclusions about the role of the library for this group.

In general, immigrant women have a high level of confidence in the library as an institution, which Essmat finds surprising since many of the women come from countries where confidence in public institutions is low. Most of the immigrant women have a very traditional image of the library when they come to Norway. As they start to use the library and become familiar with its services, their perception changes. They use the library together with their family, for leisure, work, education, and for company. The library becomes important in their daily life.

Immigrant women use the library both for integration into Norwegian society and to keep contact with their own culture. In integration it is used:

- for education, training and information by using information resources or taking part in courses and activities
- for observation of accepted practice in the community
- as an arena for social participation
- as a centre to become acquainted with Norwegian culture

To keep in contact with their own culture, immigrant women use the library as:

- an information centre for news from their home country
- a knowledge centre where they can learn more about their home country
- a cultural centre where they can read literature in their own language
- a social centre for physical or virtual meetings with friends or family
So for immigrant women libraries seem to be used as both a *first place* (meetings related to home and family), *second place* (meetings related to work and studies) and as a *third place* (informal meeting places outside home and work) (Oldenburg 1999).

**Areas where libraries can contribute**

The Norwegian Library Association recently prepared a written statement (Norwegian Library Association 2011) to The Inclusion Commission on how libraries can contribute to tackling the challenges that are the basis for the work of the Commission. Very systematically, the statement lists the challenges and presents examples of how libraries can provide some of the answers.

*Challenge: The possible development of a class-divided society in which people with an immigrant background have poorer living conditions and lower community participation than the rest of the population. This relates particularly to labour market participation.*

**The Library Association:**
- In Norway, there are public libraries in all municipalities. Libraries help to reduce the class-divided society, in that all citizens have equal and free access to library services regardless of gender, age, economics and race.
- The Norwegian language is often the key to the labour market. The language training provided is often not sufficient for labour purposes. Public libraries should be given financial support to provide language courses for individual study.
- One of the reasons that immigrants are disproportionately represented in the labour market, is that people with an immigrant background can be discriminated against as job-seekers. Several libraries have provided the opportunity to borrow ”living books” in various contexts - an immigrant woman, an unemployed immigrant man, a homosexual, an imam, a bishop, etc. The purpose is to combat prejudice. Prejudice can also be tackled by using volunteers in library services such as ICT courses, language training or homework assistance; a type of collaboration that benefits both the provider and the receiver.
- Community participation is also about political engagement. During election campaigns, public libraries are a natural place to organize physical meetings between people and elected representatives.

*Challenge: What can be done to increase the low labour market participation of some groups of women with an immigrant background?*

**The Library Association:**
- The confidence and the use of libraries shown by immigrant women make the libraries relevant as arenas where immigrant women can receive targeted information on labour market opportunities.
- Libraries can be arenas for ICT courses for immigrant women.

*Challenge: How can society better utilise the resources that many people with an immigrant background possess, both in terms of economic growth and social development?*
The Library Association:
- Libraries should be challenged to create processes for meeting and learning across different cultures. Such processes will help to highlight the resources of people with an immigrant background.

Challenge: How participation in education by immigrants and their children can contribute to increased equality, creating social mobility and enabling young people to make independent life choices.

The Library Association:
- To improve participation in education, one has to start at an early age with reading stimulation. The Lesefrø project (see case 1 below) has aimed at close cooperation between libraries and kindergartens, and has been successful.
- Net based services like Online homework appeals to boys with an immigrant background and should be made a national service.

Challenge: Challenges relating to the segregation of some groups in urban areas.

The Library Association:
- A Swedish study shows that many library users with an immigrant background find it important to have library staff with a non-European origin. This is not primarily a question of using the same language, but about having an equal background. Measures are needed to recruit more library staff with an immigrant background.
- Relevant urban areas in Norway could adopt the Danish Bookstart project where immigrant parents are introduced to the library when their children are born.

Challenge: What common values should form the basis of our multicultural society, and what can be done to ensure that the entire population supports these values?

The Library Association:
- The multicultural society should be based on common values like respect, democracy, equality and opportunities for participation and responsibility. Libraries can highlight these values through exhibitions, events and study circles in which these issues are taken up.

Challenge: What current and potential areas of conflict exist in a multicultural society where different values and principles can collide? How can society best deal with such conflicts when they occur?

The Library Association:
- Libraries can offer a venue for informal dialogue but also a place for debate on neutral ground.

Library projects and services for immigrant women

Case 1: Kindergarten libraries
Kindergarten libraries are branch libraries established in kindergartens to make access to literature for children, staff and parents as easy as possible. The national funded projects
**BOKTRAS** and **Lesefrø** provided valuable experience that public libraries can build on if they want to establish a kindergarten library.

**BOKTRAS** and **Lesefrø** were two projects initiated by the national library authorities and implemented in cooperation with The Centre for Reading Education and Research Reading at the University of Stavanger. In both projects, the establishment of branch libraries in kindergartens was a basic element. The projects focused on the relationship between stimulation of language and reading activities in kindergarten. Establishment of kindergarten libraries ensured that children, parents and staff had easy access to books in order to facilitate reading activities.

In **BOKTRAS** (2005-2008) the libraries in Drammen (pop. 63000), Klæbu (pop. 5000) and Sortland (pop. 9000) took part. A language theory basis for the project was **TRAS**, a method enabling the early registration of language development, used in a number of Norwegian kindergartens. **Lesefrø** was a project with libraries in kindergartens involving many immigrant children. Participating libraries were the Holmlia branch of the Oslo public library and the library in Kristiansand (pop. 82 000). Both libraries collaborated with two kindergartens with a high proportion of immigrant children. Both books in Norwegian and the children’s mother tongue were used. The supply of books in mother tongue was made possible in cooperation with The Multilingual Library.

The experience from BOKTRAS is described in the booklet *Bok i bruk i barnehagen. Språkstimulering gjennom leseaktiviteter* (Helgevold & Hoel 2007). Many public libraries have started with kindergarten libraries inspired by the two projects. It is important to use the full concept of kindergarten libraries, including regular reading to the children, and book presentations from library staff both to the kindergarten staff and the parents. Special attention should be given to the needs of immigrants.

Many county libraries arrange courses for local libraries wanting to start kindergarten libraries.

**Case 2: Language cafés and conversation groups in Norwegian public libraries**

*Language cafés* are international phenomena, which have spread with increasing pace in recent years. They are now also being introduced in more and more Norwegian libraries, not necessarily as language cafés as such, but simply as *organized conversation groups*, and with immigrant women as the target. As part of the national reading campaign launched in 2010, with adults as the special target group, the National Library has funded a number of local library projects, several of them for the establishment of such groups. The main concept is just about the same all over, but there are a number of local variations when it comes to organization, content and degree of formalization.

Often the groups are *organized* in cooperation between the library and another institution. In some cases this is a volunteer centre. Such centres, by the way, often run groups for immigrant women themselves. It could also be in cooperation with the local labour and welfare service (NAV), like in the Saupstad library branch in the city of Trondheim (pop. 173 000), where someone from NAV with a pedagogical background helps to organize the

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2 **Lesefrø** means a seed to reading.
cafe. In municipalities like Sandefjord (pop. 43 000) and Sund (pop. 6500), groups have been organized in collaboration with the municipal adult education centre, which is responsible for the Norwegian language training courses for adult immigrants.

Participants for these language cafés are recruited in a number of ways; through the municipal adult education centre, through mothers’ courses in schools, through NAV, qualification centres for immigrants, by posters in the local community, through the local newspaper, flyers in the library or even through the grapevine. In Sund the municipal service for immigrants and refugees sent a personal invitation to all immigrant women as part of the local library project. In the city of Bergen (pop. 260000), the public library organizes groups for immigrant women as an integral part of the municipal service for immigrants and refugees. Women who are benefiting from this service, are obliged to take part in the groups, but it is generally regarded as a positive obligation. The library in Frogn (pop. 15000) close to Oslo, has organized groups since January 2010 and has had women from 28 different nations participating. Recruitment of young mothers can be difficult since they need child-care to be able to participate.

Often the libraries receive some extra funding from their owners (the municipalities). The Skjeberg library in the municipality of Sarpsborg (pop. 52000) received extra funding from The Directorate of Integration and Diversity. The National Library has funded projects in Frogn, Sandefjord, Sund, Tromso and other places as part of the national reading campaign launched in 2010. It is free to participate in the groups. Normally coffee, tea and some light snacks are served.

The main content in the conversation groups is, of course, language practice through discussion and activities around a variety of topics. The Saupstad library has used Klar Tale, which is an easily ready newspaper, for conversation about news in the media. Other topics have been:

- Word of the week. A word often used in the media during the last week
- My word. Which word do you like?
- Cultural background. The participants tell each other about their culture
- Food. The participants prepare some food together or bring something with them

The Skjeberg library has had topics like job applications, child-care and school and national celebration days. Sandefjord library, which had a group of 20 women for two hours a week over a whole school year, divided the group into three:

- a conversation group, which used books, had discussions around various topics, and played games
- a children’s department group, which played games and had fairy tales as a special topic
- an Internet and news group

The library personnel find and present simple and suitable texts or books on the subjects discussed or books that they find suitable for the language level of the participating women. Sometimes external presenters are invited. Conversation groups are also frequently combined with museum visits or other excursions. In such cases, the groups prepare by talking about the visit in advance.
These are some of the experiences recounted by the organizers at the Saupstad library branch:

- It is important that the surroundings feel nice and safe so the participants are not afraid they might make fools of themselves.
- The approach should not be too school-like, but some pedagogical tools should be at hand.
- One should take into account what the participants want to talk about.
- The participants are on different language levels, and it is important to try and involve even the weaker ones.

These are some of the results expressed by various organizers:

- The participants are very satisfied and say they have expanded their social network.
- They have become familiar with the library, and they have become users, both individually and together with their families.
- Some participants have become volunteers at the local volunteer centre.
- The groups seem to help integration of the immigrant women into Norwegian society.

**Case 3: Reading circles for immigrant women at Furuset and Stovner library branches**

In autumn 2010 and spring 2011, reading circles for immigrants were organized at two library branches in Oslo (Furuset and Stovner). The groups were led by Barbro Thorvaldsen, who has a background both as a teacher and a librarian. The activity was based on her books *Leseglede 1-3* (Thorvaldsen 2010), containing short stories adapted for the target group.

During autumn 2010 at the Furuset branch, eight reading circles, each lasting two hours, were arranged every two weeks. The groups were organized in cooperation with the Oslo branch of the AOF study association, which used the circles as part of their educational programme. The number of participants ranged from 20-50, and around 12 different nations were represented. The academic level of participants ranged from little or no educational background from their home country to upper secondary school level. Knowledge of the Norwegian language also varied greatly. The large group was often divided into smaller groups based on differences in knowledge in the Norwegian language.

The circle leader differentiated her method according to the level of the participants and kept a main focus on plenary activities, all connected to a short story. This included introduction to the story with illustrative materials, use of props, elucidation of the content by use of body language and role plays, dialogical approach between the leader and the plenary group, *Total Physical Response*-activities and reading of the short story in the form of choral speaking repeating after the leader. When needed or wanted, explanation and elaboration was provided.

In the spring of 2011, seven reading circles were organized at the Stovner branch. This time cooperation with the adult education association was toned down, in order to see whether this made a difference in attendance. The number of participants ranged from 6-30. When classes from the study association were invited, the participation was higher.

The universal themes in the short stories engaged the co-writer in several of the participants. Through elements of both the brain-based method in second language learning called
suggestopedia\textsuperscript{3} and storyline, the participants were invited to express their own hypothesis concerning the further development of the story. The suggestions that emerged were exciting and creative.

The reading circles aimed to be something quite different from working life experiences and that of traditional classroom education. The library arena with its staff and its literature constituted an inspiring backcloth. The reading circles added to the participants’ feelings of hope, self-confidence, fantasy, courage and joy. Many participants now believe that they themselves can tell stories, in their mother tongue, and even in Norwegian. Some would also like to write more in Norwegian, but say they need help. AOF Oslo is hoping to start a group for immigrants eager to write, with professional guidance.

The reading circles’ methodology in libraries, which now has been tested out for two terms, will be further developed in various ways:

- **Training of teachers and librarians**
  Teachers and librarians who want to learn the method will be offered a three-day course. Three such courses will be held during the current year, and the courses will continue depending on interest. AOF Oslo will be responsible for the course program, and financial support is granted from VOX, the Norwegian Agency for Lifelong Learning.

- **Learning resources on-line**
  Guides for teachers and librarians will be made available on the VOX website.

- **More texts prepared for the target group**
  Three new booklets, *Leseglede 4-6*, will be published in 2012 with financial support from VOX.

- **Follow-up among library staff**
  All librarians at the Oslo public library will be invited to an information meeting about the project, and staff will be encouraged to attend courses.

- **Dissemination to libraries in other Norwegian counties**
  The method might be part of the cooperation activities in a new partnership project involving four of the county libraries in Norway.

**Case 4: The Multicultural Library in Tromsø**

In 2007, the public library in Tromsø (pop. 68000) received national funding for a project entitled *The Multicultural Library* (Seim 2009). The project leader had extensive experience teaching refugees and immigrants Norwegian at the municipal adult learning centre. She was also a librarian. Thanks to an agreement between the adult learning centre and the library, she divided her post between the two places, 50 per cent teaching and 50 per cent at the library. This unique combination has allowed for many possibilities.

One advantage for both the students as library users and the library is that many students feel safer when it comes to asking for help in the library when they have a person they know to approach.

\textsuperscript{3} Method developed by Georgi Lozanov
Another advantage is that the library can provide specialized services to anyone on the adult learning side since all information regarding age, nationality, language level and gender are readily available. Acquisition of media also become more targeted. The project leader had a good overview of the nationalities that were relevant and knew the needs of the students.

A reading circle for immigrant women was initially started by the local church, but moved to the library in 2007. The group still meets two hours a week every school term for reading, singing and social activities. Equally as important as the social aspect, is the fact that the women also contribute as resource persons at other library events. They have read texts in their mother tongue and taken part in children’s events.

Some refugees and immigrants have provided other important assistance such as translation work and interpretation. During the international week in June 2008, locals could borrow a "living book", who could tell them about their home country and culture.

The most important outcome of the project is that more children, young people and adults with a minority background use the library more actively than before. The project has proved so successful that the project leader still works half the time for the adult learning centre and half her time for the library.

**Case 5: A library pathway to intercultural and political education**

Already in 2006, Oppland County Library took part in a partnership project funded by the European Commission’s *Grundtvig* programme. In *Stepping Stones Into the Digital World*, the county library shared its experience of ICT training in local libraries with seven European partners. The county library sees the benefit of European projects in adapting to a global world, and as a means to increase cultural understanding. Libraries should build bridges between different cultures and international projects will provide inspiration and new perspectives on their own activities.

The Oppland County Library is now one of six European partners in the project *PATHWAYS to intercultural and political education*. The overall objective is to compare methods and understanding of intercultural and political education in adult and community learning. The outcome of the partnership will be a set of good practice examples highlighting a variety of methods used in engaging learners in intercultural and political learning across Europe.

The partners themselves represent a variety of organisations:

- *Vereniging voor Ontwikkeling en Emancipatie van Moslims* is an organization working for integration and emancipation of Muslims in Belgium.
- *VNB* from Göttingen in Germany is an adult education institution.
- *TVV* is an umbrella organization of 23 training centres in the German state of Thuringia.
- *Burgenländische Forschungsgesellschaft* is a non-profit organisation in Austria and an interface between research and its translation into (regional) education activities.
- *Variety Town* is a small institution in Cumbria, near the border between England and Scotland.
- *Oppland County Library* is a centre of competence and an initiator of library development in the Norwegian county of Oppland. Oppland County Library coordinates and provides services for 26 public and 15 high school libraries.
All six partners each had their goals and visions when they entered the project. The county library wants to gain insight into cross-cultural interaction in other European countries, and to use this for the development of libraries as learning arenas and multicultural meeting places.

Oppland County Library has invited two local municipal libraries into the project. The Lillehammer library (pop. 26 000) has shared its experience of ICT training for immigrant women, both in groups and on a one-to-one basis. The library in Østre Toten (pop. 14 000) has presented its cooperation with a number of local partners in order to make the library an arena for song, tales, literature, craft and computer games.

_PATHWAYS is not a library project but a project where a library makes use of the experience of other institutions in learning and integration activities, and where other institutions can discover the benefits and draw on the experience of the libraries._

**Conclusion**

Norwegian library statistics show that women are enthusiastic library users and that immigrants are over-represented as users. There is, however, good reason to believe that there is much unused potential in immigrant women as a user group. In one of the project reports from the national reading campaign, the women are quoted as saying that in their culture, it is not common for women to spend time on themselves.

Essmat (2009) concludes in her master thesis that the library can fulfil many functions in the daily life of these women. She does, however, also point out areas for improvement. The library is often an important centre of culture, but it plays a very minor role when it comes to showing the culture and the abilities of immigrant women. There is also a need to recruit more library staff with an immigrant background.

The challenges facing the Norwegian Inclusion Commission and the response by the Library Association demonstrate the potential of libraries in a policy for social inclusion. The cases presented in this paper, are some examples of the realities.

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