Improving School Leadership

National background report, Denmark

Pluss Leadership A/S in cooperation with Professor Jan Molin, Copenhagen Business School.
February 2007

This report was prepared for The Ministry of Education by Pluss Leadership A/S, in cooperation with Professor Jan Molin, Copenhagen Business School, for the OECD project Improving School Leadership, following common guidelines the OECD provided to all countries participating in the activity. Country background reports can be found at www.oecd.org/edu/schoolleadership.

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INTRODUCTION

The Ministry of Education has asked Pluss Leadership to compile the Danish background report for the OECD project Improving School Leadership. Thus Pluss Leadership, in cooperation with Professor Jan Molin, has implemented this assignment on behalf of the Ministry of Education between mid-September and late October 2006. This report constitutes the responses to the queries on school leadership posed to Denmark by the OECD.

The cooperation with the Ministry of Education is in progress as part of the process. The Ministry has contributed factual feedback on the individual sections of the response. For example, the Ministry has ensured that descriptions and wordings based on acts and regulations correspond to applicable law at the end of 2006.

From the Ministry of Education, a steering committee was appointed involving the following individuals:

- Jarl Damgaard, Director General of Education, Department for Upper Secondary Courses
- Jørn Skovsgaard, Senior Adviser, The International Unit, Ministry of Education
- Karsten Vest Nielsen, Deputy Director, Uni-C
- Kim Merk Jacobsen, Director General of Education, Department for Compulsory Education and Adult Liberal Education, Ministry of Education
- Per Hansen, Head of Department, Institution Administration, Ministry of Education
- Roland Østerlund, Director General of Education, Department for Vocational Education and Training
- Søren Boy Larsen, Head of Section, Institution Development Unit, Ministry of Education
- Søren Hansen, Head of Division, Institution Development Unit, Ministry of Education.

Existing data on leadership within municipal primary and lower secondary schools and post-compulsory education in Denmark forms the basis for these responses as required by the OECD. That is to say, it has not been possible for Pluss Leadership to gather data in the form of interviews with central experts and researchers or via questionnaires, focus group interviews, etc. Thus Pluss Leadership has not been able to use direct access to the many stakeholders and organisations in the field as its basis with regard to the responses to the questions.

This report has been compiled on the basis of 66 survey questions formulated by the OECD, and is based on existing data and sources. Thus the basic data for the background report is relevant material that is available to the public, dealing with conditions and frameworks for school leadership. This means that as a starting point, the report will reflect the existing public-domain literature and surveys relating to the topic.

The report has been prepared on the basis of the following process:

1. A number of resources were used to search for the latest information and data published on the topic of leadership in municipal primary and lower secondary schools. Please see the enclosed list of sources (Section 8).
2. Following this, applications were made to a number of selected organisations – with the agreement of the Ministry of Education – in order to find out whether these organisations would be in a position to contribute data in addition to what we were able to identify via their websites, cf. the enclosed mailing list in Appendix 9.2.
3. The draft report was submitted to the parties invited to the Improving School Leadership conference, which was held by the Ministry of Education at Moltkes Palæ on 29 November 2006, prior to the conference taking place. The parties invited to the conference (see the invitation list, Section 9.4.4) thus had the opportunity to express their views on the content of the draft report prior to the conference taking place, and then – where appropriate – to comment on it at the conference itself.
4. At the conference on 29 November, the stakeholders invited were given a presentation of the content of the report and had the opportunity to comment on any suggested changes directly to Pluss Leadership, both in the general session and in the individual group activities which followed.

5. A number of corrections were made to the report following the conference, which was then once again submitted to the parties invited to the conference so that they could have the opportunity to comment on the content before finalisation of the report.

Our partnership with the Ministry of Education and Professor Jan Molin, who has acted as our academic sparring partner, has been ongoing throughout this process.

The questions which the OECD wishes Denmark to answer in Sections 1-6 are structured in a logical fashion. We have used as our basis the national frameworks and basic conditions – relating to schools’ management conditions and leadership frameworks – regarding development of the leadership role in relation to the structure of the questions. This is a sensible approach in Denmark, where external framework conditions for the work of schools have just been provided from a central location (the State and municipalities).

However, this comprises a restriction on the collection of data as part of the project allocated. The general frameworks for headteachers are set from a central location, while compliance with the frameworks takes place on a decentralised level. There is a lot of information within the municipalities (some in the former administrative districts) or institutions, and as no national statistics have been compiled on some of the topics which the OECD has queried, it has not been possible to respond; and in this respect we have cited the fact that the strong decentralisation has resulted in a lack of publicly available information. So in other words, the closer we are to the centre of the illustration below, the harder it is to collate data in the decentralised system. Therefore, the insight into headmasters’ everyday lives and execution of leadership are very much dependent on whether there are any relevant, more recent surveys of the fields in question. If any information is missing from some areas, therefore, this may be due either to the nature of the questions or the lack of publicly available information. The latter is applicable, for example, in respect of the role played by trade unions, the interfaces between the various levels of education, etc. As far as the breadth of the data is concerned, it must be pointed out that there are a number of fairly recent surveys of leadership and leadership conditions in respect of municipal primary and lower secondary schools in particular, but that there is relatively little information available at upper secondary school and vocational school level (not least at the individual types of institution). Given the requirement for a well documented response to the questions, therefore, this explains why it is possible that some people will find the response “one-sided” in respect of the amount of information provided on each individual type of school.

All the information is summarised in Section 7, and Pluss Leadership uses the responses to the OECD questionnaire to set forth a few future perspectives for school leadership – in line with what the OECD is demanding. Pluss Leadership has previously executed assignments for the Ministry of Education and a range of educational institutions, and of course the knowledge gathered as part of this work has been used to the relevant extent in this response. If the reader does not wish to read the report in its entirety, Section 7 may be read on its own as it constitutes a kind of summary and includes recommendations for further development of school leadership at municipal primary and lower secondary schools and in the field of post-compulsory education.

If any section is a little longer or shorter than specified by the OECD structure, this is due to conscious prioritisation on the basis of a “common sense and practical approach”. Therefore, the OECD guidelines on the number of pages in each section have not been followed in practice, even though this was the initial starting point for the response.
In the response, we have not provided any in-depth theoretical definitions of the terms used – just as the OECD has not opted to define leadership terms and other terms independently – but these terms are explained by means of the ways in which the questions are phrased. Correspondingly, we have attempted in the answers to create a connection in the response with the logic in the questions. In other words, the import of terms and words can be found by reading the responses in this report in their entirety.

We would like to extend our thanks to everyone who has helped us to find the existing data and encouraged us in our work of answering the many interesting questions.
1. The national context of school education

1.1 Financial, social and cultural background

"Improving School Leadership" is all about something which from its origins can be considered to be much the same thing as Leadership. But in Denmark, school leadership is a very difficult, conflict-ridden topic. This is due in part to a range of social challenges which can be related to politics, finance, and social and cultural conditions. This is illustrated by an overview of challenges and contributions to solutions.

Box 1.1.1 Social trends, challenges and tendencies in contributions to solutions

<table>
<thead>
<tr>
<th>Social trends</th>
<th>Challenges</th>
<th>Tendency in contributions to solutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Globalisation</td>
<td>If Denmark is to be able to cope with globalisation, and in particular with competition with Asiatic nations, it is entirely imperative that our education system undergo significant development.</td>
<td>It is necessary to develop more challenging, supportive educational environments and to be more flexible and efficient at improving the results of education. At the same time, it is important for Denmark to be open to the prospect of learning from international experiences.</td>
</tr>
<tr>
<td>Politics</td>
<td>Result measurements in the form of PISA, etc. in 2000 and 2003 have challenged the historical political status quo whereby we have good education and well educated people in Denmark.</td>
<td>A range of specific initiatives have been implemented in the Government’s foundation and globalisation strategy to bring about “the best municipal primary and lower secondary school in the world”, with additional emphasis on education for young people. This poses a challenge in particular to teachers and teachers’ organisations, but changes in attitudes appear to be in the pipeline.</td>
</tr>
<tr>
<td>Culture</td>
<td>The Danish culture/school culture is based to a great extent on the fervour apparent in Grundtvig’s work relating to community, people and values. This in itself is an advantage, but it is not at all sufficient in a knowledge-based society, where conditions have changed. It is no long enough to refer to cultural values; there must also be evidence, evaluation. There is no tradition of this in Denmark.</td>
<td>A number of analyses and discussions are in progress at the moment with regard to the necessity of systematic measurements, evaluations and genuine scope for leadership. The political climate surrounding this cultural challenge is occasionally fervent and views are set sharply against one another – also because things may be difficult beforehand, in this reflective modernity, where it is possible to legitimately ask questions about almost anything (and of course, this does also include teachers and headteachers, just like everyone else).</td>
</tr>
<tr>
<td>Social conditions</td>
<td>One primary element of the Danish welfare model states that everyone must have equal options open to them. Education has a critical part to play in achieving this objective. Education is viewed as the route to equality and welfare.</td>
<td>The Government wishes to preserve and develop the welfare state. When queries are raised as to whether or not inequality is on the increase, the debate is keen. For instance, the Prime Minister has stated that our negative social heritage must be reduced. Of course, education has a part to play here when the fact that one child in six leaves school without being able to read properly is emphasised. A disproportionately large number of these children are of a non-Danish ethnic background.</td>
</tr>
<tr>
<td>Finance</td>
<td>Denmark is consistently at the top of the tree when it comes to the amount of money being spent on municipal primary and lower secondary schools and support for education. Only four OECD countries</td>
<td>This and other initiatives aim to seek the solution to the dilemma: We have one of the most expensive municipal primary and lower secondary school systems in the world, while at the same time our results in international benchmarks are too low – and</td>
</tr>
</tbody>
</table>

spend more money per student (Years 1 to 6) than Denmark. Denmark also spends significantly more money per student in Years 7 to 10 than the average OECD spend.

Globalisation and politics
In a strategy for Denmark in the global economy, it is apparent that the objective of Government is for Danish education to be comparable with the best in the world. Another element of this is objective is to see more people completing post-compulsory education or further education.

The Government foundation makes it clear that there must be regeneration of municipal primary and lower secondary schools. This will involve a range of objectives for municipal primary and lower secondary schools, including:

- Additional training for headteachers.
- Underpinning of the academic level for selected subjects.
- Promotion of an evaluation culture.
- Documentation of municipal primary and lower secondary school results.
- Greater municipal supervision of schools.

A number of objectives have also been specified in respect of post-compulsory education under the heading “Post-compulsory education for all”, including:

- Post-compulsory education for all. at present, (2005) 78 % of students in a school year continue to post-compulsory education, and the objective is to get this figure to at least 95 % by 2015.
- More work experience placements.
- Reintroduction of apprenticeships.
- Training and jobs instead of handouts.
- Greater responsibility given by municipalities and parents.

Thus the Government foundation of 2005 demonstrates a clear link between education and growth, welfare and democracy. At present there is a lot of emphasis on education as the Government foundation specifies that the education system must be reinforced by modernising and streamlining a series of conditions relating to municipal primary and lower secondary schools, post-compulsory education and further education. Under the heading “Regeneration of municipal primary and lower secondary schools” is the following statement: “A municipal primary and lower secondary school which functions well, with stringent academic requirements, is a must for growth, welfare and democracy. The seeds of all future education are sown at municipal primary and lower secondary school.”

Culture and social conditions
The school and education culture in Denmark is characterised by Grundtvig, who emphasised the fact that young people learned to value the spoken word and independent thought. Education and knowledge are deemed to be the cornerstones of Danish democracy. A characterisation of Denmark’s basic social values states the following: “Denmark has a long tradition of striving to attain unity – or at least a stable compromise – regarding the country’s policy on education. (…) the education system (has) been perceived as one of the most important tools required to stimulate and guarantee the existence of liberal democracy.”

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2 Latest figures show that 82% of students in a school year continue to post-compulsory education, as illustrated by Uni-C, Statistik & Analyse, 7/2 2007.
Cultural heritage is of greater significance in Denmark than it is in the other Nordic countries. The chances of a student from the lowest socioeconomic class being placed in the lowest category on the PISA mathematics scale are four times as high in Denmark as the chances of a student from the highest socioeconomic class being placed in the same category. In the other Nordic countries, children from lower social categories (families) have a greater chance of breaking with social heritage. In these countries, students in the worst positions have slightly lower than three times the chance of ending up in the lowest category for mathematics, compared with the best.

However, a survey going by the name of “Wie sozial ist Europa”\(^6\) (How social is Europe?), undertaken by the German research institute Hans-Böckler Stiftung in Düsseldorf, concludes that of the 25 EU states, Denmark has the greatest social fairness. The countries are compared in this survey on the basis of 35 different parameters with regard to education systems, equality and income distribution. Denmark’s superbly functioning education system in which everyone is entitled to an equal education is deemed to be crucial to the country’s occupation of the top spot. In particular, the fact that municipal primary and lower secondary schools in Denmark are unified schools in which students are not streamed, but in which everyone receives equivalent basic schooling and hence equal basic conditions for ongoing education, is deemed in this report to be a strength. “Denmark has one of the best education systems in Europe, and this is why we top a new league table of social fairness”,\(^7\) wrote Politiken in the introduction of an article on the new research.

**Economic conditions**

“Denmark has one of the most expensive municipal primary and lower secondary school systems in the world. Consequently, we should also have one of the best municipal primary and lower secondary school systems in the world. Things are going extremely well in some areas. Surveys show that the strengths of municipal primary and lower secondary schools include the commitment of teachers and educationalists with an extensive enthusiasm for improving their schools. And also self-assured, happy students who are receiving good support. But Denmark’s results in a number of international comparisons of the academic levels at municipal primary and lower secondary schools – cf. the latest PISA survey – are most definitely not satisfactory when it comes to the central subjects and skills such as Danish, mathematics and science. This is why the Government wishes to set forth a complete discussion on regeneration of municipal primary and lower secondary schools.”\(^8\)

The current economic situation in Denmark is strong. Unemployment has fallen to its lowest level in more than 30 years. Plenty of economic activity is strengthening the public coffers and has increased the pace at which public liabilities are being reduced. For 2006 and 2007, a public finance surplus in the order of 2¼ - 3 % of the GNP is anticipated, while, for 2006, this surplus is expected to be the highest in the EU. At the same time, our foreign debt is being wiped out, and Denmark now has net liabilities abroad. The economic upswing is broadly founded as both private consumption and Danish exports to other countries are making a significant contribution to economic growth.\(^9\) This favourable economic situation has led to debate on the scope of public consumption and on the level of the service which the public sector – schools included – should be providing. The Confederation of Salaried Employees and Civil Servants (FTF) recently implemented a survey of its members employed in the public sector regarding their perception of development in the level of service. From this survey, we can see that:

- Two-thirds of respondents state that they have less or a lot less time for users compared with two years ago – this is particularly true of municipal employees.
- 32 % find themselves in a situation several times a week in which the service offered fails to meet the needs of the user/citizen – 56 % of municipal employees feel that they supply inadequate service several times a week.

Most FTF members feel that their areas of work have been subject to cutbacks over the past two years – this is something mentioned in particular by municipal employees, two-thirds of whom have experienced cutbacks over the past two years. Only 7% of municipal employees feel that they have been allocated additional resources.

Finally, 58% of public employees state – at the time of the survey, weeks 38-39 of 2006 – that savings will be made at their places of work: this is particularly true for municipal employees (68%).

### 1.2 General population tendencies

In 2006, there were 1,330,092 individuals, aged 0 to 19 years old, who were considered to be the primary objective group for compulsory education and post-compulsory education, 2006 individuals. Population figures in Denmark have been generally on the increase over the past decade.

#### Table 1.2.1 Population figures as at 1. January, sorted by age and date – 1997-2006

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<tbody>
<tr>
<td>0-9</td>
<td>660,314</td>
<td>671,609</td>
<td>678,476</td>
<td>682,397</td>
<td>685,647</td>
<td>686,760</td>
<td>682,798</td>
<td>679,257</td>
<td>672,118</td>
<td>664,967</td>
</tr>
<tr>
<td>10-19</td>
<td>582,140</td>
<td>578,036</td>
<td>576,737</td>
<td>580,084</td>
<td>587,837</td>
<td>600,995</td>
<td>617,014</td>
<td>633,415</td>
<td>650,610</td>
<td>665,125</td>
</tr>
<tr>
<td>20-29</td>
<td>758,209</td>
<td>742,317</td>
<td>732,710</td>
<td>723,188</td>
<td>711,332</td>
<td>693,203</td>
<td>673,685</td>
<td>655,428</td>
<td>638,255</td>
<td>624,789</td>
</tr>
<tr>
<td>30-39</td>
<td>803,602</td>
<td>813,449</td>
<td>816,726</td>
<td>817,444</td>
<td>815,520</td>
<td>816,854</td>
<td>816,853</td>
<td>808,465</td>
<td>798,106</td>
<td>786,779</td>
</tr>
<tr>
<td>40-49</td>
<td>755,910</td>
<td>745,952</td>
<td>741,435</td>
<td>740,459</td>
<td>742,366</td>
<td>746,846</td>
<td>752,029</td>
<td>760,323</td>
<td>771,629</td>
<td>783,735</td>
</tr>
<tr>
<td>50-59</td>
<td>678,352</td>
<td>703,658</td>
<td>721,914</td>
<td>735,824</td>
<td>747,620</td>
<td>755,395</td>
<td>757,233</td>
<td>756,403</td>
<td>748,777</td>
<td>738,785</td>
</tr>
<tr>
<td>60-69</td>
<td>463,593</td>
<td>467,549</td>
<td>472,199</td>
<td>478,726</td>
<td>487,036</td>
<td>497,540</td>
<td>514,402</td>
<td>535,520</td>
<td>560,692</td>
<td>588,519</td>
</tr>
<tr>
<td>70+</td>
<td>573,001</td>
<td>572,290</td>
<td>573,380</td>
<td>571,898</td>
<td>571,854</td>
<td>570,761</td>
<td>569,493</td>
<td>568,829</td>
<td>571,218</td>
<td>574,760</td>
</tr>
</tbody>
</table>

As far as the development of the age structure of the population is concerned, it appears that over the period 1997 to 2006, numbers of elderly people have increased and numbers of young people have fallen. In particular, the number of people aged 20-29 has fallen over the period. Comparably, another population tendency has come to light; the fact that the numbers of people aged over 60 are on the increase.

The demographic breadwinner burden indicates the ratio of number of people not engaged in active employment to the number of people that have to provide for them. If we take the 20-59 age group as being made up of people engaged in active employment, the breadwinner burden in 2006 can be estimated to be 0.85 – that is, for every 100 people engaged in active employment, there are 85 people to be provided for. If we take as our basis the latest population projections, the breadwinner burden will rise to 0.91 in 2010 and 1.1 in 2030. Thus there will be more people to be provided for in years to come, as numbers of elderly people will rise. All things being equal, this means that the social productivity will also increase for this reason, and education could have an essential part to play in this process.

Of the overall population, immigrants and their offspring account for 8.5% (463,235 people as at January 2006), of which approx. 6.5% are immigrants and approx. 2% are offspring. Of this 8.5% of immigrants and their offspring, around 29% originated in Western countries, while 71% are from non-Western countries. This proportion has risen over the past few years. A large number of students leaving municipal primary

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11 Danmarks Statistik. Statistikbanken.
and lower secondary school with reading problems come from families with ethnic backgrounds other than Danish.\textsuperscript{14}

Since 1996, the number of live births has generally been falling year on year and the number of deaths per year has also been generally falling, while the number of immigrants from overseas has been higher every year than the number of emigrants to other countries; in other words, we have seen positive net immigration. Measured in thousands, the population of Denmark has risen from 5,262 in 1996 to 5,416 in 2005.\textsuperscript{15}

### 1.3 Most important tendencies – finance and labour market

There is a statistical link between levels of education and unemployment in Denmark – the higher the level of education, the lower the unemployment. As can be seen from the table, the highest level of education for the majority of people outside of the labour market is Years 8 to 10 of elementary school. Thus education is very important for association with the labour market.

#### Table 1.3.1 Percentage distribution of individuals outside the labour force, divided into primary education groups\textsuperscript{16}

<table>
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</tr>
</thead>
<tbody>
<tr>
<td>All levels of education</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Elementary school, Years 8-10</td>
<td>57.6</td>
<td>56.4</td>
<td>55.3</td>
<td>54.6</td>
<td>54.2</td>
<td>53.0</td>
<td>52.6</td>
</tr>
<tr>
<td>General upper secondary education</td>
<td>9.2</td>
<td>9.5</td>
<td>9.6</td>
<td>9.5</td>
<td>9.5</td>
<td>9.0</td>
<td>8.8</td>
</tr>
<tr>
<td>Vocational upper secondary education</td>
<td>1.7</td>
<td>1.8</td>
<td>1.8</td>
<td>2.0</td>
<td>2.1</td>
<td>2.1</td>
<td>2.2</td>
</tr>
<tr>
<td>Basic vocational training, main course</td>
<td>19.0</td>
<td>19.5</td>
<td>19.4</td>
<td>19.4</td>
<td>19.5</td>
<td>19.8</td>
<td>19.9</td>
</tr>
<tr>
<td>Short further education courses</td>
<td>1.5</td>
<td>1.6</td>
<td>1.6</td>
<td>1.6</td>
<td>1.7</td>
<td>1.7</td>
<td>1.8</td>
</tr>
<tr>
<td>Occupational undergraduate courses</td>
<td>3.0</td>
<td>3.2</td>
<td>3.3</td>
<td>3.4</td>
<td>3.6</td>
<td>3.8</td>
<td>4.0</td>
</tr>
<tr>
<td>Undergraduate courses</td>
<td>1.2</td>
<td>1.4</td>
<td>1.6</td>
<td>1.7</td>
<td>1.8</td>
<td>2.1</td>
<td>2.1</td>
</tr>
<tr>
<td>Other medium-term further education courses</td>
<td>0.9</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
<td>1.1</td>
</tr>
<tr>
<td>Postgraduate courses</td>
<td>1.2</td>
<td>1.3</td>
<td>1.2</td>
<td>1.2</td>
<td>1.3</td>
<td>1.4</td>
<td>1.5</td>
</tr>
<tr>
<td>PhD, etc.</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Uneducated</td>
<td>4.5</td>
<td>4.4</td>
<td>5.1</td>
<td>5.6</td>
<td>5.3</td>
<td>6.0</td>
<td>6.0</td>
</tr>
</tbody>
</table>

If wages are categorised according to education level, we also see marked links between level of education and level of wage.\textsuperscript{17}

Increasing levels of education is an important political objective for the Government. In Denmark, levels of education among young people has risen to a considerably lesser extent over the past few years than has been the case in many other countries. The objective is to make Denmark into a world-leading knowledge society, and for everyone to be given the opportunity to play their part in this development.\textsuperscript{18}


\textsuperscript{16} Undervisningsministeriet: Statistikdatabasen.

\textsuperscript{17} Danmarks Statistik (2006): Statistisk Årbog 2006. Arbejdsmarked og løn. See, for example, Table 123, p. 125, which indicates differences in wages in the private sector according to level of education.

\textsuperscript{18} Statsministeriet (2005): Nye Mål, Regeringsgrundlag.
Table 1.3.2 16-66 year olds, according to origin and labour market affiliation

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Entire population</td>
<td>77 %</td>
<td>72 %</td>
<td>76 %</td>
<td>73 %</td>
</tr>
<tr>
<td>Immigrants from Western countries</td>
<td>66 %</td>
<td>59 %</td>
<td>64 %</td>
<td>60 %</td>
</tr>
<tr>
<td>Immigrants from non-Western countries</td>
<td>48 %</td>
<td>35 %</td>
<td>54 %</td>
<td>46 %</td>
</tr>
<tr>
<td>Offspring</td>
<td>67 %</td>
<td>61 %</td>
<td>67 %</td>
<td>62 %</td>
</tr>
<tr>
<td>Individuals of Danish origin</td>
<td>79 %</td>
<td>74 %</td>
<td>78 %</td>
<td>75 %</td>
</tr>
</tbody>
</table>

As stated, the numbers of immigrants to Denmark and their offspring have increased over the past few decades. One challenge which Denmark faces involves securing employment for new Danish citizens. The table shows the participation rate and employment participation rate for the entire population, immigrants from Western countries, immigrants from non-Western countries, and individuals of Danish origin. As can be seen, people of a different ethnic origin have a lower participation rate and a lower employment participation rate. This is true in particular of immigrants from non-Western countries. The participation rate for the latter group stands at 54 %, while their employment participation rate stands at 46 % – the equivalent figures for individuals of Danish origin are 78 % and 75 % respectively (2005).

In the light of the above, one of the greatest challenges faced by labour market policy is to find jobs for all unemployed people. This task is a matter of enormous interest for the Government and is supported by new job centres and reforms of the labour market. Integration work is increasingly becoming an integral part of labour market policy.

1.4 Consequences for schools and headteachers

As outlined in the overview in Section 1.1 and the review of the other factors in this section, there are many social conditions that may affect leadership challenges and conditions at municipal primary and lower secondary schools and in post-compulsory education. That is to say that initiatives and results are to be found in the link between social, organisational and individual-based levels: these are the elements which together create the conditions for schools, and hence for school leadership. School leadership faces conditions and challenges on account of the fact that there is a general political belief in the abilities of education to resolve a large number of problems originating from globalisation challenges; such as the increasing breadwinner burden, unemployment, integration, etc. This belief comes to life only at the moment in which it is linked with leadership – these links do not just develop on their own.

---

2. General description of the school system

2.1 The most important features of the structure of the school system

The Danish school system is normally divided into a number of primary areas structured according to education levels and direction. Below, we will be focusing on what is known as compulsory education and post-compulsory education; levels which can be designated as elementary and upper secondary schools in Denmark.

Figure 2.1.1 The standard Danish education system – 2004

Undervisningsministeriet (2005): Tal der taler – uddannelsesnøgletal 2005. p. 17. Note: Age is the theoretical minimum age for formal education. The lines illustrate general links between compulsory education, post-compulsory education and further education, but are not all actual transition points.

---

20
The following schools are governed and financed by municipalities
- Municipal primary and lower secondary schools
- Municipal continuation schools

The following schools are self-governing institutions receiving subsidies from the State
- Private independent elementary schools
- Continuation schools
- Private upper secondary schools
- Other upper secondary schools
- Vocational schools
- Adult education centres
- Special teaching centres
- Social and health care centres
- Production schools

The public upper secondary schools, adult education centres, special teaching centres and social and health care centres were governed and financed by the administrative districts up to 31 December 2006. On 1 January 2007, these institutions became State-financed, self-governing institutions. This has major consequences for the institutions and their leadership.

At the top level, there are three large groups of schools at compulsory and post-compulsory level. At compulsory level, municipal primary and lower secondary schools – the public elementary schools – are governed and financed by the municipalities, as well as the private independent schools and continuation schools which are self-governing institutions. As far as post-compulsory education is concerned, we have upper secondary schools and vocational schools, the latter consisting of a number of different types of school (see Table 2.1.4.1 for an overview of education locations in Denmark). Vocational schools have been self-governing institutions for some 15 years now, and they have their own finances established on the basis of value added financing laid down in the national budget. The boards of governors of self-governing schools hold full responsibility for them.

Typically, vocational schools have a more complex structure than upper secondary schools. They are significantly larger as a rule, and most schools offer different courses at a number of levels. Teaching groups at vocational schools are also broader in structure than upper secondary school teaching groups. Vocational schools have adapted to their situation as self-governing institution over a fairly long series of years, and they have also undergone a range of reforms relating to the content of their courses, for example. This has been of significance to these schools, and in a number of places it has been concluded that “the frequent reforms can be assumed to have influenced the culture of vocational schools, inducing a higher level of flexibility and adaptability”. (…) Thus vocational schools are characterised by a culture of organisation which differs from that at general upper secondary schools.”

---

22 This report focuses exclusively on the period following 1 January 2007, cf. the time perspective for the Improving School Leadership project. As far as upper secondary schools making the switch to self-government as at 1 January 2007 but which are first switching to taximeter funding as at 1 January 2008 are concerned, no emphasis is placed on the interim transitional period. Where relevant, we have used a retrospective perspective.
2.1.1 Elementary school\textsuperscript{24}

Children in Denmark must undergo nine years of education, but school attendance is not mandatory. Compulsory education begins in the August of the calendar year in which the child turns 7. Public municipal primary and lower secondary schools cover teaching for most students (86.9\% over the 2005/2006 school year), but their input is supplemented by the private independent elementary schools (private independent schools and private elementary schools, 13.1\% of students over the 2005/2006 school year)\textsuperscript{25} and continuation schools. At private independent elementary schools and continuation schools, parents pay fees in addition to the public finance provided.

Municipal primary and lower secondary schools include a one-year pre-school class (which is voluntary, but must be offered by municipalities), nine years of elementary school and a one-year Year 10, which is also voluntary. Almost all parents accept the offer of a pre-school place for their children. 51.7\% of Year 9 students in 2006 opted to continue to Year 10. Over a seven-year period, applications for Year 10 admissions have fallen by over 10 percentage points.\textsuperscript{26}

The preamble for municipal primary and lower secondary schooling in Denmark is reproduced in Box 2.1.1.1.

\textbf{Box 2.1.1.1 Objectives of municipal primary and lower secondary school – Act relating to municipal primary and lower secondary schools\textsuperscript{27}}

\begin{quote}
§ 1 Municipal primary and lower secondary schools shall work in cooperation with parents to give students knowledge and abilities which: prepare them for further education and give them a desire to learn more, familiarise them with Danish culture and history, give them an understanding of other countries and cultures, help them to understand human interaction with nature, and promote the general development of each and every student.

Para. 2. Municipal primary and lower secondary schools shall develop working methods and create frameworks for experience, in-depth studies and a desire to work so that students develop awareness and imagination, and develop confidence in their own abilities and background for making decisions and acting.

Para. 3. Municipal primary and lower secondary schools shall prepare students for participation, acceptance of joint responsibility, rights and obligations in a society offering freedom and representative government. Therefore, the work of schools shall be characterised by intellectual liberty, equality of status and democracy.

§ 2 Municipal primary and lower secondary schools are a municipal task. The municipal council is responsible for ensuring that all children in the municipality are assured of free-of-charge teaching at municipal primary and lower secondary schools. The municipal council establishes (…) objectives and frameworks for the activities of schools within the scope of this Act.

Para. 2. Within the scope of the frameworks specified, individual schools will bear responsibility for the quality of teaching in accordance with the objectives of municipal primary and lower secondary schools, cf. § 1, and themselves establish the organisation and arrangement of the teaching.

Para. 3. Students and parents will cooperate with municipal primary and lower secondary schools with regard to compliance with the objectives of such schools.
\end{quote}

The Act relating to municipal primary and lower secondary schools – plus the preamble cited above – was amended recently because there is a political desire to reinforce municipal primary and lower secondary schools.\textsuperscript{28}

\textsuperscript{24} Unless specified otherwise, this section is based on Undervisningsministeriet (2005):\textit{Tal der taler – uddannelsesnøgletal 2005}. Section 2.

\textsuperscript{25} Undervisningsministeriet (2006):\textit{Antallet af elever i grundskolen stiger}.


Private independent elementary schools offer teaching which must be comparable with what is generally demanded at municipal primary and lower secondary schools, but the frameworks for lesson preparation are freer. Private independent elementary schools are self-governing institutions, and the municipalities pay contributions to the State for students of the private independent elementary schools, which thus accept student subsidies from the State.

Continuation schools are private independent boarding schools which normally offer teaching for Years 8 to 10.

So all in all, elementary schools include: municipal primary and lower secondary schools (including special schools for the disabled), private independent schools, private elementary schools and continuation schools.

2.1.2 Post-compulsory education

Post-compulsory education can be either academic preparatory in nature, vocationally oriented or both.

All young people must be offered post-compulsory education. A graded range of courses and preparation of courses permits individual abilities and wishes to be accommodated. At present more than 80% of young people in a school year start on such courses.

Post-compulsory education courses normally last three years, although they can be anything from 1½ to five years long.

Academic preparatory upper secondary education covers general upper secondary education and general vocational upper secondary education. These courses must prepare young people for further education by giving them the general, theoretical and academic qualifications necessary for this. This individual courses include mandatory subjects, study programme subjects and optional subjects, and so all the courses studied can – to a certain extent – be compiled in a manner to suit the individual. Academic preparatory upper secondary education qualifies students for further education, although this is often dependent upon study programme subjects and optional subjects, specialist level and examination results. Upper secondary courses can also be used for entrance to a vocational school.

All students who have received the relevant teaching and passed the set tests at elementary school can continue with an upper secondary post-compulsory education, unless the school in question believed that the student has made his or her choices on the basis of some inadequate or unrealistic expectation.

General upper secondary courses consist of a three-year upper secondary placement (STX), the two-year higher preparatory course and the two-year adult upper secondary level courses. These are academic courses which end with adult upper secondary level or higher preparatory examinations.

The vocational upper secondary courses are three-year courses at business colleges or technical colleges. These end with Højere Handelseksamen (HHX) or Højere Teknisk Eksamen (HTX) respectively. These are academic courses with particular emphasis on social sciences and languages (HHX) or technology and natural sciences (HTX).

Post-compulsory education also includes the special entrance examinations required for engineering courses and maritime preparation courses.

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Basic vocational training includes commercial and technical vocational training (EUD), basic social and health care training (SOSU), basic pedagogical training (PGU), other courses in the fields of agriculture and shipping, etc., as well as basic vocational training (EGU). These courses must give students solid academic, personal and general skills which are formally and genuinely recognised and in demand on the labour market. They provide direct preparation for jobs in specific fields, and all vocational courses provide formal vocational skills. These courses must also prepare students for further education.

Normally the only thing required for acceptance on a basic vocational course is for the application to have completed compulsory schooling. There are a number of mature students on some basic vocational courses; not least on social and health care courses.

Vocational training (EUD) accounts for the majority of basic vocational post-compulsory education. As at 1 January 2005, the EUD system consisted of 122 different technical and commercial courses, with 215 specialist areas and 45 stages.

Vocational courses are of an overall duration of 1½ to five years. However, three to four year courses are the most common. Vocational courses begin either at school (typically) or on the job at a company. There is free access to the basic EUD course. All in all, around 30-50% of the time is spent at school/college and the other 50-70% is spent at work.

Commercial vocational courses (trade and office courses) aim to prepare students for office jobs and shop work.

Technical vocational courses focus mainly on manual jobs, but also aim at information technology jobs and jobs in the service sector.

Relevant vocational courses – in line with upper secondary courses – provide access to a range of relatively short further education courses and certain occupational undergraduate courses.

Social and health care courses (SOSU), like EUD, are exchange courses involving a mixture of on-the-job training and school/college-based teaching. To do one of these courses, students need to have completed compulsory schooling. Social and health care orderly training takes place over one year, two months, with 24 weeks spent at school/college. Social and health care assistant training takes place over one year, eight months, and to do one of these courses, students need to have completed the social and health care orderly training course or hold equivalent qualifications.

Social and health care courses also include basic pedagogical training (PGU), which qualifies students for educational and care-related professions working with children, young people and adults.

Basic vocational training also includes a range of other courses in the fields of agriculture and shipping.

Completing basic vocational training (EGU) provides students with vocational skills and normally takes two years to complete. This training is industry-oriented and alternates between college attendance for 20 to 40 weeks and practical work experience at one or more companies.

In February 2007, the Government will be proposing legislation which will combine the EUD courses, SOSU courses and agricultural courses under one umbrella Act so as to create a more cohesive, more transparent field for education and training.
2.1.3 Staff

There is no national specification of staff employed in compulsory or post-compulsory education. Staff teams at schools and institutions are made up of a broad range of employees: teachers, leaders, educationalists, administrators, secretaries, service staff and cleaning staff – to name but a few.30

However, there are specifications regarding the numbers of staff with teaching-related tasks to do at elementary school. We will be looking at these below.

Table 2.1.3.1 Number of staff with teaching-related tasks to do at elementary school, 2005/2006 school year31

<table>
<thead>
<tr>
<th>Personnel</th>
<th>Leaders</th>
<th>Pre-school staff</th>
<th>Teachers</th>
<th>Consultants</th>
<th>Educationalists</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quantity</td>
<td>4 284</td>
<td>3 942</td>
<td>58 495</td>
<td>175</td>
<td>2 652</td>
<td>69 548</td>
</tr>
<tr>
<td>Distribution, %</td>
<td>6 %</td>
<td>6 %</td>
<td>84 %</td>
<td>0 %</td>
<td>4 %</td>
<td>100 %</td>
</tr>
</tbody>
</table>

69 548 members of staff held teaching-related jobs at elementary school level in 2005/2006. Of these, 87 % were employed at municipal primary and lower secondary schools, while the other 13 % worked at the private independent elementary schools.

The percentage distribution of staff in personnel categories at elementary school has not changed over the period 2003 to 2006.

Of headteachers at elementary school, two-thirds are male. This is a great discrepancy when compared with teacher numbers, only around one-third of teachers being male.32

30 Information provided by UNI-C.
2.1.4 Overall size and composition of the school system

In 2003, 3,556 education locations existed in Denmark. Of these, institutions at compulsory and post-compulsory level constituted 2,855 education locations.

Table 2.1.4.1 Number of registered education locations in Denmark as at 1 June – 1994-2003

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary schools*</td>
<td>2,336</td>
<td>2,333</td>
<td>2,338</td>
<td>2,348</td>
<td>2,364</td>
<td>2,381</td>
<td>2,370</td>
<td>2,391</td>
<td>2,413</td>
<td>2,420</td>
</tr>
<tr>
<td>Of which: Municipal primary and lower secondary schools</td>
<td>1,695</td>
<td>1,693</td>
<td>1,691</td>
<td>1,689</td>
<td>1,693</td>
<td>1,693</td>
<td>1,698</td>
<td>1,709</td>
<td>1,707</td>
<td></td>
</tr>
<tr>
<td>Of which: Self-governing schools</td>
<td>418</td>
<td>416</td>
<td>421</td>
<td>429</td>
<td>434</td>
<td>442</td>
<td>451</td>
<td>460</td>
<td>463</td>
<td>469</td>
</tr>
<tr>
<td>Of which: Continuation schools</td>
<td>223</td>
<td>224</td>
<td>226</td>
<td>230</td>
<td>241</td>
<td>246</td>
<td>231</td>
<td>238</td>
<td>241</td>
<td>244</td>
</tr>
<tr>
<td>Upper secondary school, higher preparatory and adult upper secondary level courses**</td>
<td>152</td>
<td>151</td>
<td>151</td>
<td>150</td>
<td>150</td>
<td>150</td>
<td>150</td>
<td>150</td>
<td>152</td>
<td></td>
</tr>
<tr>
<td>Of which: Self-governing schools</td>
<td>22</td>
<td>22</td>
<td>22</td>
<td>21</td>
<td>21</td>
<td>21</td>
<td>21</td>
<td>22</td>
<td>22</td>
<td>23</td>
</tr>
<tr>
<td>Vocational schools, etc.</td>
<td>285</td>
<td>282</td>
<td>290</td>
<td>287</td>
<td>279</td>
<td>278</td>
<td>271</td>
<td>269</td>
<td>265</td>
<td>283</td>
</tr>
<tr>
<td>Of which: Commercial and technical schools***</td>
<td>143</td>
<td>143</td>
<td>142</td>
<td>142</td>
<td>140</td>
<td>139</td>
<td>140</td>
<td>141</td>
<td>141</td>
<td>160</td>
</tr>
<tr>
<td>Of which: Agricultural, home economics and food schools</td>
<td>56</td>
<td>55</td>
<td>55</td>
<td>53</td>
<td>51</td>
<td>52</td>
<td>47</td>
<td>47</td>
<td>46</td>
<td>46</td>
</tr>
<tr>
<td>Of which: Health training schools</td>
<td>40</td>
<td>39</td>
<td>40</td>
<td>39</td>
<td>38</td>
<td>37</td>
<td>37</td>
<td>38</td>
<td>39</td>
<td>39</td>
</tr>
<tr>
<td>Of which: Social and health care colleges</td>
<td>33</td>
<td>32</td>
<td>32</td>
<td>31</td>
<td>30</td>
<td>29</td>
<td>29</td>
<td>30</td>
<td>31</td>
<td>31</td>
</tr>
</tbody>
</table>

* Excluding special schools for children and adults, language schools and municipal continuation schools.

** Excluding higher preparatory at seminars included in teaching seminars.

*** Including Statistics Denmark’s registration of departments at main schools. For commercial and technical colleges, there were in 2003 excl. 26 main schools sited at the same address as a department.

As can be seen, the number of education locations has remained relatively constant over the past decade, but with shifts within vocational schools and elementary schools in particular.

Table 2.1.4.2 Key figures from elementary schools

<table>
<thead>
<tr>
<th></th>
<th>1995</th>
<th>2005</th>
<th>Modification</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of children aged 7-16</td>
<td>570 000</td>
<td>683 000</td>
<td>20 %</td>
</tr>
<tr>
<td>No. of municipal primary and lower secondary students</td>
<td>500 460</td>
<td>596 259</td>
<td>19 %</td>
</tr>
<tr>
<td>No. of private school students</td>
<td>69 540</td>
<td>86 741</td>
<td>25 %</td>
</tr>
<tr>
<td>No. of students at private schools</td>
<td>12.2 %</td>
<td>12.7 %</td>
<td>-</td>
</tr>
<tr>
<td>No. of municipal primary and lower secondary schools</td>
<td>1 707</td>
<td>1 672</td>
<td>-2%</td>
</tr>
<tr>
<td>Average school size (municipal primary and lower secondary schools)</td>
<td>293</td>
<td>357</td>
<td>23 %</td>
</tr>
</tbody>
</table>

Over the past decade, we have seen changes to the structure of the Danish municipal primary and lower secondary school, with a shift towards having fewer, larger schools. Over the period 1995-2005, the average number of students per municipal primary and lower secondary school rose by just under 23 %. The number of municipal primary and lower secondary school students rose by just under 100 000 over the same period.

Table 2.1.4.3 Link between municipality size and school size

<table>
<thead>
<tr>
<th>No. of inhabitants in municipality</th>
<th>Average no. of students per municipal primary and lower secondary school</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 10 000</td>
<td>312</td>
</tr>
<tr>
<td>10 000-20 000</td>
<td>396</td>
</tr>
<tr>
<td>20 000-50 000</td>
<td>442</td>
</tr>
<tr>
<td>More than 50 000</td>
<td>520</td>
</tr>
</tbody>
</table>

A clear link can be seen between the number of inhabitants in an area and the average municipal primary and lower secondary school size. Thus there are significantly more students at schools in large municipalities than in small ones. In connection with the ongoing municipal reform, nine out of ten headteachers at municipal primary and lower secondary schools are of the opinion that the reform will mean fewer, larger schools in future. One in three headteachers at municipal primary and lower secondary schools reckon that their school could well be closed down or merged with other schools within the next five years.

Table 2.1.4.4: Number of pupils/students, divided according to level of education

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>In education, total</td>
<td>979 243</td>
<td>992 904</td>
<td>1 013 127</td>
<td>1 036 693</td>
<td>1 054 243</td>
<td>1 074 664</td>
<td>1 092 154</td>
<td>1 111 616</td>
<td>1 122 612</td>
<td>1 134 028</td>
</tr>
<tr>
<td>Elementary school, total</td>
<td>598 968</td>
<td>601 351</td>
<td>610 260</td>
<td>620 833</td>
<td>634 197</td>
<td>645 726</td>
<td>662 117</td>
<td>678 740</td>
<td>692 672</td>
<td>704 238</td>
</tr>
<tr>
<td>Nursery to Year 7</td>
<td>437 446</td>
<td>447 343</td>
<td>461 601</td>
<td>476 658</td>
<td>490 990</td>
<td>504 195</td>
<td>515 800</td>
<td>530 262</td>
<td>539 471</td>
<td>547 285</td>
</tr>
<tr>
<td>Elementary school, Years 8 to 10</td>
<td>161 522</td>
<td>154 008</td>
<td>148 659</td>
<td>144 175</td>
<td>143 207</td>
<td>141 531</td>
<td>146 317</td>
<td>148 478</td>
<td>153 201</td>
<td>156 953</td>
</tr>
</tbody>
</table>

34 Ledernes hovedorganisation and Danmarks Skolelederforening (2005): Skoleledelse. p. 3. These figures were taken from Statistics Denmark’s and Indenrigsministeriets municipal key figures.
In October 2003, around one in five people in Denmark was in some form of education. Viewed over a ten-year period, the number of pupils and students is now at its peak. In 2003, there were approx. 704,200 students in compulsory education and approx. 221,800 students completing post-compulsory education.

As far as the composition of the student population is concerned in respect of ethnic background, 10.2% of students in Years 8 to 10 of elementary school in 2003 were immigrants or offspring. At institutions offering general upper secondary courses, immigrants and offspring accounted for 8.5%, while they accounted for 10.4% at vocational schools.\(^3\) Given students’ socioeconomic backgrounds, their locations and their distribution across school levels, there are no precise details on this. Nor are there any details on the sizes of schools. The details we have are based on institutions which may have differing pedagogical objectives. Furthermore, there is no data available on the composition of teaching staff in respect of their ethnic background, age and socioeconomic background.

The number of bilingual students at private independent elementary schools and municipal primary and lower secondary schools has grown over the past decade. By “bilingual students”, we mean students with a native language other than Danish who are initially learning Danish by coming into contact with the society that surrounds them.

### Table 2.1.4.5 Number and proportion of bilingual students at private independent elementary schools and municipal primary and lower secondary schools, 1995/1996-2005/2006\(^4\)

<table>
<thead>
<tr>
<th>School year</th>
<th>Number of bilingual students at elementary school</th>
<th>Percentage of bilingual students at municipal primary and lower secondary school(^5)</th>
<th>Percentage of bilingual students at private independent elementary school</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995-1996</td>
<td>40,916</td>
<td>7.0</td>
<td>7.3</td>
</tr>
<tr>
<td>1996-1997</td>
<td>45,522</td>
<td>7.6</td>
<td>8.7</td>
</tr>
<tr>
<td>1997-1998</td>
<td>48,182</td>
<td>7.9</td>
<td>8.9</td>
</tr>
<tr>
<td>1998-1999</td>
<td>51,731</td>
<td>8.3</td>
<td>9.2</td>
</tr>
<tr>
<td>1999-2000</td>
<td>53,713</td>
<td>8.4</td>
<td>10.0</td>
</tr>
</tbody>
</table>

\(^3\) http://www.uddannelsesstatistik.dk/pls/www_ndb/ndb?z_dbid=15. Vocational schools: vocational upper secondary courses, basic vocational training, further education and open education. Thus it is possible to see how many pupils/students are registered at institutions and not what courses they are following.\(^4\)

\(^4\) http://www.uddannelsesstatistik.dk/pls/www_ndb/ndb?z_action=label&z_rapportid=82379782

\(^5\) The “municipal primary and lower secondary school” category includes a number of special schools for children.
As can be seen from the table, the total number of bilingual students at the private independent elementary schools and municipal primary and lower secondary schools has risen, from approx. 41 000 students in 1995/1996 to just under 70 000 students in 2005/2006. The number of bilingual students constituted 9.9 % of total student numbers in 2005/2006.

Approx. 87 % of the bilingual students are registered at municipal primary and lower secondary schools, while approx. 13 % of them are registered at private independent elementary schools. The 10 % or so of bilingual students are concealing major differences between the individual schools. Of the 1773 municipal primary and lower secondary schools, there are more than 95 % bilingual students at five schools, while 13 schools have more than 80 % bilingual students. At 1054 schools, equivalent to approx. 60 % of schools, the proportion of bilingual students is less than 5 %. Municipalities with the largest proportion of bilingual students at municipal primary and lower secondary schools are located in and around the capital and in the larger provincial towns.41

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Students</th>
<th>% of Total Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000-2001</td>
<td>(insufficient data)</td>
<td>- 9.9</td>
</tr>
<tr>
<td>2001-2002</td>
<td>(insufficient data)</td>
<td>9.2</td>
</tr>
<tr>
<td>2002-2003</td>
<td>63 644</td>
<td>9.5 9.5</td>
</tr>
<tr>
<td>2003-2004</td>
<td>66 011</td>
<td>9.7 9.9</td>
</tr>
<tr>
<td>2004-2005</td>
<td>68 368</td>
<td>9.9 10.1</td>
</tr>
<tr>
<td>2005-2006</td>
<td>68 358</td>
<td>9.9 9.9</td>
</tr>
</tbody>
</table>

41 http://www.uddannelsesstatistik.dk/pls/www_ndb/ndb?z_action=tabel&z_rapportid=82379782
2.2 Public and private resources available for school education

In 2003, total public expenditure on education amounted to DKK 114.8 billion. This is equivalent to 8.2% of the gross national product. Total public spending on education has been on the increase since 1994, both in terms of set costs and in relation to the gross national product. Expenditure on compulsory education over the period 1994-2003 increased by DKK 11.4 billion, representing an increase of 22.9%. Over the same period, expenditure on post-compulsory education increased by DKK 0.79 billion, equivalent to an increase of around 4%.

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total *</td>
<td>91 329</td>
<td>93 850</td>
<td>99 034</td>
<td>99 534</td>
<td>102 959</td>
<td>108 764</td>
<td>110 053</td>
<td>114 256</td>
<td>114 495</td>
<td>114 844</td>
</tr>
<tr>
<td>Compulsory education</td>
<td>38 422</td>
<td>38 866</td>
<td>40 872</td>
<td>41 312</td>
<td>43 515</td>
<td>44 196</td>
<td>45 610</td>
<td>48 185</td>
<td>49 289</td>
<td>49 750</td>
</tr>
<tr>
<td>Post-compulsory education</td>
<td>18 935</td>
<td>20 810</td>
<td>20 586</td>
<td>22 196</td>
<td>21 700</td>
<td>20 633</td>
<td>19 274</td>
<td>19 189</td>
<td>18 663</td>
<td>19 728</td>
</tr>
<tr>
<td>- of which allocated to SU grants</td>
<td>1 889</td>
<td>1 884</td>
<td>2 025</td>
<td>2 130</td>
<td>2 244</td>
<td>2 265</td>
<td>2 288</td>
<td>2 309</td>
<td>2 306</td>
<td>2 436</td>
</tr>
<tr>
<td>Total expenditure on education, % of GNP*</td>
<td>7.4</td>
<td>7.4</td>
<td>7.6</td>
<td>7.5</td>
<td>7.7</td>
<td>8.0</td>
<td>7.8</td>
<td>8.1</td>
<td>8.1</td>
<td>8.2</td>
</tr>
</tbody>
</table>

*: The total payments also include payments for further education, adult education and administration, auxiliary services, etc.

In Denmark, we have a tradition of financing the education sector publicly, and in 2001 compulsory education and post-compulsory education constituted 8.7% of total public expenditure. This must be viewed in the light of the fact that Denmark's public expenditure is great compared to other countries.

2.3 Main features of management and regulation of the school system

The conditions for compulsory education and post-compulsory education in terms of management and regulation are described in a series of Acts and regulations which cover objectives, the objectives and frameworks of the education, leadership and the relationship between central and decentralised leadership and management.

Overall, it is true to say that "Management of education is essentially based on the principle of objectives and framework management which is implemented by means of Acts and regulations, and where the individual educational institutions maintain responsibility for actual coordination and implementation of teaching."

Specific implementation takes place in a decentralised form, with no central involvement in details or management once the Acts have been passed. Municipal primary and lower secondary schools are a municipal concern, as specified in § 2 of the Act relating to municipal primary and lower secondary schools. Up to 1 January 2007, there were 273 municipalities in Denmark, but with the municipal reform to be set in place as of 1 January 2007, there will be 98 large municipalities, and the municipal primary and lower secondary schools will form part of this arrangement. The principal element as regards post-compulsory education will come into force on 1 January 2007, allowing them to work in freedom but with major local

responsibility under the self-government arrangement. Educational institutions which are responsible for implementing post-compulsory education are generally led by a board of governors which appoints and dismisses institutional leaders. Institutions are led and managed by boards of governors and institutional leaders working in cooperation. Thus this management system is similar to the general management system in use at the Ministry of Education, with decentralised decision-making powers among boards of governors, leadership in municipalities and self-governing educational institutions; and central management with objectives and frameworks, supervision, block grants to municipalities and taximeter funding to self-governing institutions.45

Box 2.3.1 The most important Acts relating to compulsory education and post-compulsory education

| Municipal primary and lower secondary schools (public) implement teaching which is free of charge and financed by tax. The State issues taximeter funding to private independent elementary schools and continuation schools, but participation requires payments from users (private arrangements). | • Act relating to private independent schools and private primary schools, cf. Consolidation Act no. 764, dated 3 July 2006
| | • Act relating to folk high schools, continuation schools, home economics and textile design schools (private independent boarding schools), cf. Consolidation Act no. 822, dated 10 June 2006
| Public post-compulsory institutions implement teaching which is free of charge and financed by tax. Taximeter funding will be given to all courses by the State (as of 1 January 2008). Private upper secondary schools will also receive taximeter funding, but payments will be required from participants. | • Act relating to institutions for general upper secondary education and general adult education, etc., cf. Consolidation Act no. 575, dated 9 June 2006
| | • Act relating to private upper secondary schools, adult upper secondary level courses and higher preparatory courses, cf. Consolidation Act no. 574, dated 9 June 2006
| | • Act relating to education to studentereksamen (STX) level (Upper Secondary Schools Act), cf. Consolidation Act no. 95, dated 18 February [sic], last amended by Act no. 577, dated 9 June 2006
| | • Act relating to education to higher preparatory level, cf. Consolidation Act no. 97, dated 18 February 2004, last amended by Act no. 577, dated 9 June 2006
| | • Act relating to basic vocational education and training, etc., cf. Consolidation Act no. 997, dated 04 October 2006

We will be looking at the principal elements in the regulation and management system below. The Acts mentioned above and which cover compulsory education and post-compulsory education are passed by the Folketing (Danish Parliament) and executed by the Minister for Education and the Ministry.

2.3.1 Compulsory education: Municipal primary and lower secondary schools, private independent schools, private elementary schools and continuation schools

The principal elements in the management system for compulsory education are outlined below.

<table>
<thead>
<tr>
<th>Box 2.3.1.1 Management system for compulsory education</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Decentralised management frameworks</strong></td>
</tr>
<tr>
<td>Municipal primary and lower secondary schools</td>
</tr>
<tr>
<td>The municipal councils specify objects and frameworks for the activities of municipal primary and lower secondary schools, cf. § 2. The municipal council oversees the schools’ activities and can delegate its powers either wholly or partly to the boards of governors, apart from the powers relating to allocation and employer competence, cf. § 40. Also, the municipal council shall prepare an annual public quality report which describes the municipality’s education systems, the academic levels of schools, the arrangements made by the municipal council to assess the professional levels, and the municipal council’s follow-up on the latest quality report. If the quality report shows, on the basis of an overall assessment, that the academic level of a school is unsatisfactory, the municipal council shall prepare an action plan with a view to improving the level of the school, cf. § 40 a.</td>
</tr>
<tr>
<td>At each school, a board of governors will be appointed, consisting of five or seven parents elected by parents at the school, two representatives of the teachers and other staff at the school, and two representatives elected from and by the school’s students. The headteacher of the school acts as the secretary for the board of governors and participates in board meetings, but is not entitled to vote, cf. § 42.</td>
</tr>
<tr>
<td>The board of governors performs its tasks within the scope of the given objectives and frameworks, supervises the school and establishes principles for the running of the school with regard to issues such as the following: organisation or teaching, cooperation between school and home, information sent home regarding what students are getting out of the teaching, the distribution of work among teachers, joint arrangements including school camps, work experience, school-based leisure time activities (§ 44). Teaching must include regular</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

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47 Act no. 351, dated 19 May 2005, relating to tests and examinations at municipal primary and lower secondary schools, and general and academic preparatory youth and adult education, last amended by Act no. 752, dated 30 June 2006.
Within the frameworks given, the board of governors approved the budget, funding for teaching and school rules. The board of governors may issue statements to the municipal council on all matters concerning the school. The board of governors will issue an annual report and give parents notice to attend a joint meeting once a year.

Each school will appoint an education council, consisting of all teaching staff at the school. This education council will act in an advisory capacity to the school leadership (§ 46).

Complaints about decisions made by individual schools may be presented to the municipal council within four weeks of notification of the decision (§ 51).

Private independent schools and private elementary schools (private independent elementary schools) may freely organise teaching according to their opinions, working within the frameworks of the law. Schools may decide freely which students they want to accept (§ 1). It is the responsibility of the parents to provide supervision in accordance with more detailed guidelines in the Act (§ 9). Accounts must be audited by a State-authorised public accountant or registered auditor (§ 24).

Continuation schools organise their operations according to their self-selected value base (§ 1). Continuation schools offer young students courses focusing on students’ entire development and maturation as human beings, as well as their general upbringing and education. Continuation schools are managed at the top level by a board of governors answerable to the Minister (§ 7).

The State provides grants to private independent elementary schools, based on the number of students over the year (taximeter funding), cf. § 10. The Minister is able to issue orders relating to amendments to operations (§ 24 a). The Ministry must know who is maintaining supervision.

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The following organisations provide a number of members to the Council for Evaluation and Quality Development of Municipal Primary and Lower Secondary Schools:

- KL (2), the regional councils in cooperation (1), the National Association of Parents and School Boards (2), Danske Skoleelever and Danske Ungdomskoleelevernes Netværk in cooperation (2), Danmarks Skolelederforening (1), Landsforeningen for Ungdomsskoleledere (1), the Danish Union of Teachers (2), Landsforeningen af Voksenu- og Ungdomsmundervisere (1), Børne- & Ungdomspædagogernes Landsforbund (1), Børne- og Kulturchefforeningen (1), the Advisory Council for Initial Vocational Education and Training (1), the Council for General and Vocational Upper Secondary Education (1), the Danish Youth Council and the Joint Sports Council in cooperation (1), De Samvirkende Invalidelægemæglerorganisation (1), the Danish Employers’ Confederation (1), the Danish Federation of Trade Unions (1).

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46 The above paragraphs all refer to the Act relating to private independent schools and private elementary schools, cf. Consolidation Act no. 764, dated 3 July 2006.

49 The above paragraphs all refer to the Act relating to folk high schools, continuation schools, home economics and textile design schools (private independent boarding schools), cf. Consolidation Act no. 822, dated 10 June 2006.
### 2.3.2 Post-compulsory education: Vocational schools and upper secondary schools

#### Vocational schools
Reference is made in this section to laws on institutions for vocationally oriented education or laws on vocational education and training.

**Box 2.3.2.1. Vocational schools’ management systems**

<table>
<thead>
<tr>
<th>Decentralised management frameworks</th>
<th>Central ministerial activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>These institutions are self-governing (§ 1). The institution is managed by a <strong>board</strong> consisting of six to twelve members. This board is compiled such that most of the members entitled to vote are from outside, coming primarily from the institution’s local area. The members from outside are selected due to their personal qualities and must together have experience of leadership, organisation and finance, including assessment of budgets and accounts. One or more municipal councils working collectively will elect members to the board. The members elected by employer and employee organisations must be represented to equal extents on the board. (§ 5). Two members will be elected by and from the members of the institution, one of whom is entitled to vote. The student council, cf. § 35, elects two members, one of whom is entitled to vote. The institution’s head will act as the secretary for the board and not be entitled to vote.</td>
<td></td>
</tr>
<tr>
<td>The board will appoint and dismiss <strong>heads</strong> and approve – at the recommendation of the head – employment and dismissal of the institution’s other staff (§ 9).</td>
<td></td>
</tr>
<tr>
<td>The board maintains overall leadership of the institution and may delegate responsibilities to the head (§ 9). The annual programme for the work of the institution is established at the recommendation of the head, and the budget and accounts are approved (§ 7).</td>
<td></td>
</tr>
<tr>
<td><strong>A council</strong> will be appointed for <strong>participants</strong> in courses at each institution (§ 35).</td>
<td></td>
</tr>
<tr>
<td>Administrative groups may be set up locally and regionally between several self-governing educational institutions with a view to utilising their joint resources in the best way possible (§ 33b and § 34).</td>
<td></td>
</tr>
<tr>
<td>Each school will appoint a <strong>local education committee</strong>, members of which will together cover the vocational courses offered by the school. The school must work in cooperation with the local education committee to</td>
<td></td>
</tr>
<tr>
<td>The <strong>State/Minister for Education</strong> will provide grants for courses in accordance with the taximeter principle (number of students for the year x set rates established in the annual finance laws), cf. § 15-25.</td>
<td></td>
</tr>
<tr>
<td>The board is answerable to the <strong>Minister for Education</strong> for the running of the institution, and also for administration of the state subsidies. The board will appoint and dismiss the <strong>institution’s auditor</strong> and notify the Ministry of Education of the identity of the auditor.</td>
<td></td>
</tr>
<tr>
<td>The annual accounts will be endorsed by the auditor and submitted to the Ministry of Education (§ 26). The board will ensure that the auditor is compliant with the regulations on independence in accordance with the Act of state-authorised and registered auditors (§ 27). If the board places the continuation of the institution at risk, the Minister may decide that the board should step down and a temporary board be put in place until a new board has been appointed in accordance with the rules laid down in the statute for the institution (§ 10). As a self-governing institution, the institution must be independent, and funding (subsidies from the State) must benefit the objectives of the institution alone (§ 14). The Minister for Education will supervise the institutions and may amend activities within the institutions if an order is given (§ 29).</td>
<td></td>
</tr>
<tr>
<td>The <strong>Minister for Education</strong> will arrange a coordinated system of vocational courses, focusing on the various areas of employment in the private and the public sectors (§ 1).</td>
<td></td>
</tr>
<tr>
<td>The <strong>Minister for Education</strong> will appoint the advisory body, the <strong>Advisory Council for Initial Vocational Education and Training</strong>. The chairman will be appointed by the Minister. 24 members will be appointed by nomination from employer and employee organisations, as well as stakeholders organisations in the field. The council will advise the Minister at a general level of the basic vocationally oriented courses (§ 35). A recommendation</td>
<td></td>
</tr>
</tbody>
</table>

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establish – in accordance with the rules – the detailed content of the teaching. Members representing organisations with seats on the relevant academic committees must be in the majority on the education committee. Other members will be appointed by the school. Employers and employees must be represented to equal extents on the education committee. These members must have links with the geographical area covered by the courses in question (§ 39 and § 40). Will be submitted to the Minister regarding the objectives and structure of the vocational training, the need for new courses, appointment of committees for new courses, requirements for teacher qualifications, etc.

The employer and employee organisations will appoint a number of academic committees made up jointly. Students will be represented by one person (§ 37). The academic committees will decide – within the scope of the academic committees for the individual approved courses – upon the content of rules relating to: the objectives and structure of the courses, their duration, interaction between school and work experience, assessment plans, the practical training course, selection of basic subjects, approval of work experience placements – and establish and conduct any journeyman’s tests (§ 38).

Upper secondary schools (as of 1 January 2007)

Box 2.3.1.3 Management system for upper secondary schools

<table>
<thead>
<tr>
<th>Decentralised management frameworks</th>
<th>Central ministerial management frameworks</th>
</tr>
</thead>
<tbody>
<tr>
<td>These institutions are self-governing and operating in the field of public administration (§ 1). This institution is led by a board (§ 16). The board is answerable to the Minister for Education for the running of the institutions, and also for administration of the state subsidies.</td>
<td>The institution’s board will be regulated in a statute approved or established by the Minister for Education (§ 1).</td>
</tr>
<tr>
<td>The board consists of six to ten members. Most of the members must be external, coming primarily from the individual institutions’ local areas. One member is selected by the municipal councils, and other members are selected due to their personal qualities. Together, they must have experience of education leadership, quality assurance, leadership, organisation and finance, including assessment of budgets and accounts. The external members must possess experience of trade and industry, the compulsory education sector and the further education sector. The institution’s staff and student council will each appoint two representatives for the board. The board will select a chairman from the external members. The institution’s head will act as the secretary for the board and be present at board meetings, although</td>
<td>The minister may intervene if the board places the continuation of the institution at risk (§ 20), and install an individual appointed by the Minister in a transitional period or ensure that a new board is appointed.</td>
</tr>
<tr>
<td></td>
<td>The Minister for Education will ensure that everyone meeting the conditions can be admitted to a course. The Minister for Education will approve the locations of the courses (§ 8 and 9).</td>
</tr>
<tr>
<td></td>
<td>The Minister for Education maintains supervision with the institutions (§ 50). The Minister may withhold subsidies if there is no compliance with the law and other regulations originating from this (§ 52).</td>
</tr>
<tr>
<td></td>
<td>The Minister for Education will appoint an advisory body, the Council for General and Vocational Upper</td>
</tr>
</tbody>
</table>

* Members of the Advisory Council for Initial Vocational Education and Training: the Danish Employers’ Confederation (7) – which will also represent the Danish Federation of Small and Medium-Sized Enterprises, the Danish Chamber of Commerce and Ledernes Hovedorganisation. Finanssektorens Arbejdsgiverforening (1). The Danish Confederation of Employers’ Associations in Agriculture (1). The Association of County Councils in Denmark, the National Association of Local Government Denmark, the municipalities of Copenhagen and Frederiksberg (3). The Danish Federation of Trade Unions (9). The Confederation of Salaried Employees and Civil Servants (1): Student organisations in cooperation (2). The Council will be approved by a further six members from: HFI – interesseorganisation for handelsskolernes ledelse (1). Foreningen af skoleledere ved de tekniske skoler (1). The Association of Commercial College Teachers (1). Dansk Teknisk Landsforbund (1). Other teacher organisations operating in the council’s field (1). Dansk Landbrug (1).

he will not be entitled to vote.

The board maintains overall leadership of the institution, which means – among other things – that the board will appoint and dismiss the head and approve other appointments and dismissals at the recommendation of the head (§ 18 and § 19). The board may delegate to the head tasks allocated to the board (§ 20).

The institution will appoint an education council which will include the institution’s head, departmental managers and all teachers within the institution (§ 25). This council will act in an advisory capacity for the institution’s head and itself establish its rules of procedure and elect a chairman.

Students are entitled to appoint a student council (§ 27).

At adult education centres, the board may appoint an education committee to advise the centre.

Secondary Education.* The chairman will be appointed by the Minister. 16 members will be appointed by nomination from various organisations. The council will advise the Minister at a general level of all issues relating to upper secondary schools (§ 47).

The State/Minister for Education will provide grants for courses in accordance with the taximeter principle (as at 1 January 2008 – number of students for the year x set rates established in the annual finance laws), cf. § 29 – 41. The annual accounts will include Statements of Income, the Balance Sheets and a list of assets, and must be signed by the board and the head of the institution. The institution’s accounts will be audited by the Auditor General of Denmark (§ 42). The Auditor General may call upon the board to select a new internal auditor if the presentation of financial statements is unsatisfactory.

Complaints regarding the decisions of the institution may be presented to the Minister (§ 56).

The Minister for Education will establish rules relating to an education council.

The Minister for Education will establish rules relating to selections for student councils, the activities of these councils and to the obligations of the board in respect of these.54


2.3.3 Management and regulation – a summary

Given the above review of Acts and regulations, it may be concluded that compulsory education and post-compulsory education is based on a simple system of objectives and framework control whereby the boards at the educational institutions or municipalities hold overall responsibility for schools. Block grants and tax collection to the municipalities in the compulsory education system or taximeter funding per student per year in post-compulsory education form the financial basis for free-of-charge education. The Minister for Education supervises the self-governing institutions, together with the boards. The municipal councils and boards of governors supervise the municipal primary and lower secondary schools. In both the compulsory education system and at post-compulsory education institutions, there are advisory bodies at both central and decentralised level. A number of stakeholder organisations are involved to varying extents in education policy in cooperation with the Minister for Education. The overall objective and framework management system must provide – with the involvement of central guidelines, free frameworks and activities at institutions/schools – an education policy foundation for a dynamic education policy that develops over time.

At institutions offering post-compulsory education, the new regional councils in the five new regions hold coordinating responsibility for this post-compulsory education. The regional council coordinates the

collective efforts of the region to ensure that the range of courses on offer to young people in the region is sufficient and varied (§ 34 a). This coordination takes place in cooperation with all self-governing institutions offering post-compulsory education in the region, apart from private upper secondary schools and private higher preparatory courses. Thus this coordination includes 1) education to studentereksamen level, 2) education to higher preparatory level, 3) education to højere handelseksamen level, 4) education to højere teknisk eksamen level, 5) the basic vocational courses, 6) basic training for farmers, 7) the basic social and health care courses. The regional council can provide grants for delivery in post-compulsory education in accordance with the regional development plan (§ 34 a). The regional council will recommend to the Minister for Education the physical locations of new courses in the region.55

2.4 Objectives and intentions of the school system

The objectives and intentions of the school system have been dealt with in previous parts of Section 2. Below, we will be looking at a few principal elements in the objectives and intentions.

2.4.1 Management reform over 15-20 years and opportunities for improvement of management

The primary trend on the objectives and intentions of the Danish school system within the past decade is obvious. Development has been supported by an education policy vision which can be summed up in two sentences from an analysis of the management system of the education sector:

“Overall, the management system of the education sector must support the implementation of the politically set objectives with a view to securing education of high academic quality which is relevant to the needs of the labour market and which develops specialist, general and personal skills to the advantage of individual students and of society as a whole.”

“The thinking behind the decentralisation of decision-making powers and responsibilities to individual institutions relates to the fact that these institutions have the knowledge on conditions in education, the labour market and local conditions in general that is required to be able to meet local/regional needs and preferences, and to the fact that this ensures optimum deployment of resources and economising by giving the institutions incentives to use their finance efficiently.”56

In the education policy processes – both within and outside of the Folketing — political objectives for the parties concerned have been to improve education; and of course, there are different values and political attitudes at the root of this. In parallel, the education system over the past ten to 15 years has undergone a fundamental management reform, focusing on new political balance between objectives and frameworks established by the Folketing, the Government and the Ministry, and decentralised self-management with top-level leadership being provided by boards (both municipal and within self-governing institutions). This reform vision, which was formulated in the late 1980s, is now about to be realised in more or less every area of education, with the introduction of boards, self-government and taximeter funding according to objective criteria with regard to teaching, aptitude and other areas relating to fees. The long-term reform work has provided grounds for political debate, but in the main everyone is giving their support to taximeter funding at present.57

“It is the view of the committee that the current management system in the education sector, based on self-governing institutions, taximeter funding, education rules and supervision, viewed in essence, is performing well and working to promote objectives established both politically and administratively.”

The wave of decentralisation may – logically enough – have helped to ensure that the information available is also kept at a local level, and hence it can be difficult to gain a complete overview of quality and results in the education system. Therefore, in continuation of the recommendation of the management reports, a reform of information management in the system has been initiated – also known as the resource accounts. As far as post-compulsory education is concerned, the emphasis is on institutions for vocationally oriented education (business colleges, technical colleges, adult vocational training centres, combination colleges, agricultural colleges, etc.), social and health care colleges, general upper secondary schools and higher preparatory courses, as well as adult education centres (VUCs). The present information available is insufficient as regards management, and therefore a simplified reporting system will be prepared between decentralised parties and the Ministry of Education. This will allow better management to be exercised as a whole, and permit the provision of better information on which decisions can be based locally, regionally and centrally. In this respect, it must also be noted that a conclusion in the management report states that there is a need to develop leadership information, user declarations and best practice: “Thus it is necessary all at once to simplify output management, as well as reporting requirements and needs, in order to create a more relevant, more extensive knowledge base.”

There is a general tendency towards greater focus on quality and output. But one could ask what we are actually getting for the money.

2.4.2 Globalisation and a changing labour market demand better education, increased education

“Demands on schools vary according to the context in which they work. Back in the 1960s, there was no need to make major efforts because the schools belonged – in accordance with tradition – to the public sector, and people had confidence in that. They lived well on a kind of ‘automatic legitimacy’ because there was consensus in society that people wanted these schools and that they did the things they were meant to do. Since then, there have been an increasing demands for schools to be able to report on why they do the things they do, how they do them, what the results will be and who is responsible for making sure it all happens.”

One primary conclusion in a globalisation report is the fact that Danes are no longer among the most highly educated people in the world. The population as a whole is doing well, but young people are lagging behind. Young people – and particularly immigrants and their offspring – are the ones who cannot read all that well after leaving municipal primary and lower secondary school, resulting in them being unable to meet the requirements of post-compulsory education. In a comparison of some 30 OECD countries included in the PISA survey in 2003, Danish 15 year olds ended up in 12th place in mathematics, 16th in reading and fourth from last in science. At the same time, it has been established that Danish municipal primary and lower secondary schools are some of the most expensive in the world, taking into account fees per student per annum.

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The response to the challenges outlined in the debate pamphlet is reproduced in the Government strategy dated April 2006: “Fremgang, fornyelse og tryghed – strategi for Danmark i den globale økonomi” (Success, regeneration and security – strategy for Denmark in the global economy). This mentions the following – among other things – under the heading “Our education must be world class”:

- Good education provides the foundation for strong competitiveness, allowing everyone to play their part in society and on the labour market.
- This is why we must have the best municipal primary and lower secondary schools in the world, giving all children a solid base. Academic levels must be enhanced.
- Teacher training must undergo reform.
- All young people must have an education after municipal primary and lower secondary school. This demands capaciousness in post-compulsory education (not least in the vocational sector).
- Educational guidance for students must improve.
- There must be links between municipal primary and lower secondary school and post-compulsory education.
- Upper secondary schools must prepare young people more effectively for continuing their education. Half of all young people must continue on to further education.
- Educational institutions which train teachers, educationalists, nurses and engineers must be reinforced by being gathered together to form profession colleges.
- University education must ensure that fewer people drop out.
- In the long term, it is the objective of the Government to ensure that young people will have completed their education when they reach the age of 25.

It is stipulated in “Fremgang, fornyelse og tryghed – de vigtigste initiativer” (Success, regeneration and security – the most important initiatives) that Denmark must become the world’s most competitive society by 2015, implementing world class initiatives; the education system, research and knowledge society, entrepreneurship society and innovation.62

2.4.3 Leadership now in focus in the light of municipal reform, merger initiatives and decentralised forms of management

The 2006 Sorø meeting focused on leadership (the Minister for Education invites a number of people to the annual Sorø meeting for a broad debate on topics which are relevant and important at that point in time). The Minister for Education emphasised at the meeting how important leadership is, when decentralisation is the turning point for organisation of educational institutions. For instance, he noted that the transition to self-government and board work for upper secondary schools poses a major challenge in terms of leadership, just as was seen in vocational education and training years ago.

“We do not have to invent good leadership. We already know a lot about it. We do not have to reinvent the wheel. We must evolve good practice. Knowledge is better than control – knowledge of what works. Leaders must not be authoritarian; but they must be authorities in their field.”63

Emphasis on leadership is broadly applicable in relation to both compulsory education and post-compulsory education: as mentioned later on in the report, in September 2006 the Government granted DKK 25 million for additional training for headteachers at municipal primary and lower secondary schools as this was viewed as a requirement in this respect.64

In his address to the Sorø meeting, the Minister also mentioned that Denmark has registered for Improving School Leadership, and that this – like the PISA surveys – may give rise to debate.

2.5 Teachers’ unions

There are a large number of teachers’ unions in Denmark, but there is no central list of which associations are active in respect of schools and the number of members over the various types of institution.

The teachers’ unions – of which some also organise leaders – include the following, by way of example:
- The Association of Commercial College Teachers (1 713 members).
- Dansk Teknisk Lærerforening (5 069 members)
- The Danish Union of Teachers (64 728 members).
- Efterskolernes Lærerforening (2 604 members).
- Frie Grundskolers Lærerforening (5 130 members)
- The National Union Of Upper Secondary School Teachers (11 281 members).
- Et cetera – for example, there are trade unions which enrol members from across industries on the basis of their education (such as Magisterforeningen, Jurist og Økonomforbundet, etc.)

There are separate trade unions/sections for headteachers. By way of example:
- Erhvervsskoleledere i Danmark (520 members)
- The Danish Union of School Leaders at the Danish Union of Teachers
- Danmarks Skolelederforening
- Et cetera – for example, there are trade unions which enrol leaders from across industries (e.g. the Danish Association of Managers and Executives)

Trade unions in Denmark are basically organised into a board and a secretariat. Typically, there is also a committee of representatives which can be assembled in a variety of ways. Decentralised units within the trade unions may have different parts to play in the different associations, depending on – for example – size.

Let us look at Erhvervsskolelederne i Danmark as an example of the structure of a trade union for leaders by way of illustration.

Box 2.5.1 Excerpt from statutes of Erhvervsskolelederne i Danmark

| § 2 | The purpose of the Association is to protect the work-related, leadership-related, financial, social and legal interests of its members. |
| § 5 | The General Meeting is the highest authority for the Association. |
| § 7 | Erhvervsskolelederne i Danmark is led by a board of nine members, consisting of the chairman and deputy chairman plus a further seven members, of which at least one must be a superintendent/director/deputy director. In addition, two deputy members, two auditors and two deputy auditors will be elected. |

The board has appointed a treasurer, a secretary and a business committee.

66 According to information from UNI-C and the Ministry of Education. Lærernes Centralorganisation (LC), the Danish Confederation of Professional Associations (AC) and Statsjenesstemaendenes Centralorganisation (CO II) are umbrella organisations for the trade unions in the sectors mentioned.
Given the number of trade unions in the field, it appears to be different on a general level to characterise the key problems discussed in the negotiations between headteachers and employers and headteachers and trade unions.

2.6 Public perception of schools

“It’s heartbreaking. People have digs at us from all angles in the major papers: Now our students can’t read, now they’re all as good as illiterate, now they can’t count. There’s absolutely no way you can relate to that. It just goes on and on. Sometimes it seems like it’s hard to keep our spirits up in the staffroom.”

This is what a headteacher had to say about the negative press regarding municipal primary and lower secondary schools which arose – for example – as a consequence of the placings of Danish students in the PISA surveys. It may also be stated that numbers of applications to teacher training have fallen for four years in a row, municipalities are finding it more difficult to fill headteacher positions, and in a recent survey 81 % of headteachers claim to be in need of a boost.

The public debate on municipal primary and lower secondary schools is focusing on quality, measurements and leadership. That is to say, there are a lot of public opinions about schools. One main distinction in perceptions comes to light when it comes to questions about evaluations and the documentation of results and processes, including tests. In the public debate on municipal primary and lower secondary schools, there is a tendency for the question on evaluation to be turned into a question on control versus confidence. This is all interlinked with the fact that Danish school tradition is facing an enormous challenge in the form of the transition from an industrial society to a knowledge society. This depth is what lies behind the public debate, and hence we have attempted to describe it below.

An OECD report on compulsory education in Denmark states: “It is not common in Danish municipalities to find well developed systems for controlling quality in schoolwork. The teaching provided is viewed primarily as the responsibility of the teacher in his or her partnership with students in class and their parents. As a rule, teachers and headteachers do not participate in any form of quality benchmarking or in assessments from equivalent arrangements with respect to teaching.”

According to researcher Peter Dahler-Larsen, teachers traditionally establish their identities as part of a collective. But now that we find ourselves in a knowledge society, this identification must be taken from academic standards. An increasing number of parents work for knowledge-based companies and so demand openness and documentation in respect of the creation of knowledge and values in schools – and may actually know a lot more than the teachers do. The traditional teacher culture is not geared to cope with this knowledge exchange, which to an extent is supported by the fact that teaching seminars and municipal primary and lower secondary schools are supported by the Danish school tradition: popular beliefs, intellect, tradition, narrative, things which are local, things which are especially Danish.

“However, this constellation has meant that the Danish school system has imagined for years that it was automatically the best. That it was so unique that it did not need to compare itself with others, document its performance or even consider documentation, effect, data at all. It was above empirical surveys, because it was a community construct and not a structure that produced results or effects.”

Peter Dahler-Larsen has three main explanations as to why municipal primary and lower secondary schools are not geared towards coping with the evaluation wave.

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1) Compared with other countries, where database evaluations have had a major part to play since the 1960s, Denmark is generally being included late in the evaluation wave – especially as far as schools are concerned.  
2) Previously, it was only teachers who could make qualified statements about schools. Now there are also competent researchers, evaluation institutes, consultants, etc.  
3) Earlier evaluations took place locally and with confidence “in the ranks”. Now they take place at community level, without confidence being present as a regulating factor.\textsuperscript{74}

Schools have lost their standing and their reputation according to Peter Dahler-Larsen, and this is clear from the public debate. Politically, the lines of conflict are drawn as the issue between confidence and control. In reality, it is all a matter of evidence-based activities in our knowledge society. The debate is continuing and reaching deep into the depths of the Danish soul.\textsuperscript{75}

Although a 1994 IEA survey of the reading abilities of nine year olds gave rise to debate and was an eyeopener for municipal primary and lower secondary schools, it is now more than a decade since this happened; these are really not just expressions of opinion which are characterising the debate.\textsuperscript{76} It reaches deep into the Danish soul and the Danes’ clear conviction that municipal primary and lower secondary schools should form the basis for our long-term welfare. Maybe this is also why the Government, in its globalisation work, talks about “the best municipal primary and lower secondary schools in the world”. In specific terms, teacher training has undergone modernisation, and the Act relating to municipal primary and lower secondary schools now includes mandatory tests and measurements. The scope and depth of the debate have not diminished that.

The public debate is focusing on quality, evaluation and schools in relation to the above in a range of different aspects, including – to a lesser extent – headteachers’ independent roles when disregarding issues relating to matters such as evidence of causality between leadership and quality in teaching.\textsuperscript{77}

Municipal primary and lower secondary schools are the primary topic for debate in the public sector, followed to a lesser extent by vocational schools and upper secondary schools. Both areas are cited by the Government in their “globalisation work” as being important focus areas if Denmark is to maintain and develop its welfare society.

3. School management and leadership

3.1 Perception of the term “school leadership”

Formally, only the institutional head can be designated a school head. This is the school’s topmost head, the reference point to the board of governors/municipal council. In actual terms, everyone with leadership authority is regarded as part of the schools’ head teams. Please see also Section 2.3 regarding the management and registration of the school system, and Section 3.2 regarding the basic set of rules which guide the roles and responsibilities of headteachers. However, in general it is true that even though the law defines responsibility for school operations, it contains no specific information on how this is to be implemented. This may cause a certain amount of uncertainty among headteachers with regard to what they are meant to be doing, but of course this is also what defines the scope for action which headteachers have.

As such, there is no national definition of the concept of school leadership in Denmark. Given the present data, this indicates that the prior emphasis on school leadership – naturally enough, perhaps – is very divided on the basis of the different types of school.

But there is a broad perception which indicates that school leadership is a separate leadership discipline. In addition, there is much focus in Denmark on the content of good school leadership and the frameworks for implementing this. Leadership is often characterised as pedagogical leadership, particularly as regards municipal primary and lower secondary schools and upper secondary schools. However, this is not a clear term that can be used without ambiguity. On a general level, therefore, pedagogical leadership may refer to both the leadership style and its content – that is to say, to the way in which leadership is given and to the person or thing that is being led. Pedagogical leadership refers to a specific style of leadership required to be able to lead educational staff with success. Pedagogical leadership also relates to the type of task. At a focus group meeting with principals and leading inspectors, it was characterised as being at the opposite end of the scale to operating tasks which in principle could be executed at any company, and was designated as “leadership of the content side of things, up to spreadsheets and budgets.” A researcher working in the field of school leadership described pedagogical leadership as a “unifying understanding of how leadership of educational institutions can be conceived and practised.” Educational institutions are understood to mean the institutions with a moral/cultural responsibility.

The framework and role of leadership are specified by the individual laws and do of course vary according to the type of school being looked at. In a recently published report on school leadership at municipal primary and lower secondary schools, it is pointed out that there is a general need to clarify what good school leadership is, and what conditions must be in place for good school leadership to be exercised. Such rules on good school leadership will help to set a qualified framework for the necessary development of school leadership, as well as providing inspiration for development of leadership skills.

Skoleledernes Fællesrepræsentation has drawn up a “Codex for Good School Leadership”, which specifies some of the challenges which headteachers at Danish municipal primary and lower secondary schools have to face. This Codex, which was presented at a conference on 8 January 2007, is enclosed as Appendix 9.6.

As far as post-compulsory education in particular is concerned, there are differences between the institutional frameworks for the work of the institutions. In a survey of strategic leadership at public upper secondary schools and business colleges, it was concluded that “it is striking how much of a difference there is between business colleges and public upper secondary schools.” To this should be added that the various institutions in the field of post-compulsory education are reminiscent of one another as a result of – among other things – individual frameworks.²²

Below are a few indicators of what may characterise good school leadership in Denmark.

### 3.1.1 School leadership at municipal primary and lower secondary schools

A number of school heads, chairmen of boards of governors, headteachers and staff were asked to provide indicators of what characterises “a good headteacher” at municipal primary and lower secondary school level. The four groups placed emphasis on many of the same characteristics. The groups of respondents gave top priority to the following statements:

- A good headteacher must involve staff in new decisions by regularly taking on board their experiences, ideas and knowledge.
- A good headteacher must work clearly and specifically on the basis of the school’s value foundation.
- A good headteacher must have clear expectations of what characterises a professional learning environment.²³

In 2003, the Danish Union of School Leaders at the Danish Union of Teachers prepared an indicator of a definition of school leadership. This is reproduced below.

**Box 3.1.1.1 The Danish Union of School Leaders’ definition of school leadership**²⁴

“School leadership is the ability to combine the wide view with perspectives of individuals, incidents, actions. It must be possible for headteachers to set frameworks for collective work and to show people the way in the academic/educational arena. They must have an insight into and competence with regard to the processes which promote learning and the shaping of children and young people. In a strategic and political universe, headteachers must communicate and define the conditions and future of the institution, and also coordinate requirements and expectations, objectives and means. As far as finance and administration are concerned, headteachers must give priority to the utilisation of resources which supports to the greatest extent possible pedagogical values, visions and objectives. At the same time, headteachers must possess the personal qualities which make it possible for them to formulate visions for the school and interpret these such that they fit in with the school’s practice, take initiatives on behalf of the organisation, define and resolve specific everyday problems, initiate and follow up skills development among staff, and maintain regular contact with staff in their capacity as clear, communicative managers of people.”

²⁴ Lederforeningen (2003): Skoleledelse – en profession i sig selv. Lederforeningens ledelsesforståelse og syn på god skoleledelse. S. 3. This pamphlet discusses the association’s understanding of leadership and views on good school leadership. Lederforeningen is objectiveed at headteachers at municipal primary and lower secondary schools.
According to the Danish Union of School Leaders, school leadership at municipal primary and lower secondary schools cover four leadership areas which are depicted below both descriptively and normatively. These four areas are as follows:

- Academic leadership.
- Strategic leadership.
- Staff leadership.
- Administrative leadership.

Box 3.1.1.2 Tasks of headteachers with regard to academic/pedagogical considerations

It is the job of the headteacher to:

- interpret, develop, implement and adapt central laws and regulations, as well as municipal objectives relating to school policy, to the pedagogical practice of the school
- prioritise and develop the academic/pedagogical tasks in accordance with development plans and focus areas
- plan and manage academic and pedagogical quality
- provide inspiration for and implement pedagogical regeneration and use of new methods and practice
- systematise the school’s collective knowledge and experiences
- ensure that academic knowledge is used, developed and supported within the institution
- ensure regular academic discussion and consideration within the organisation
- evaluate and document the school’s activities and quality
- maintain contact with students and parents with regard to academic and social objectives for student development.

In this respect, good school leadership means ensuring that all the people involved in leadership have a great insight into and commitment to the school’s pedagogical activities, that they are noticed by children and have a basic academic knowledge of and insight into teaching, formation and care. The headteacher is aware of and uses methods for school development in his day to day work. He develops relevant forms for evaluation for use in connection with assessment of the objectives set, and he develops reporting strategies so that the results of the evaluations reach the right recipients. The headteacher sets and supports the academic/pedagogical agenda at the school.

Box 3.1.1.3 Tasks of headteachers with regard to strategic considerations

It is the job of headteachers to:

- maintain an overview of and insight into political and social interests and processes taking place “behind” the school
- procure, develop and follow up on the collective value base for the school
- work with the school’s ambitions, objectives and action plans, and to pass on the school’s ambitions to others
- create opinion, respect and complete understanding within the organisation and deal with dilemmas
- define development objectives in cooperation with staff
- create scope for the necessary changes
- profile the school in respect of the community and make it visible
- attend to the school’s relationship with the collective municipal system and coordinate requirements and expectations

In this respect, good school leadership means ensuring that all the people involved in leadership realise what the future will bring, and tailor the organisation to this. The headteacher predicts organisational problems and conflicts, and acts accordingly. He focuses on values, directions, objectives and results, makes these values visible and introduces them to the daily practice of the school. The headteacher secures ownership and convert objectives into specific actions and results. He cooperates with the board of governors, education system and political party in such a manner that requirements and expectations are coordinated and made visible. The headteacher ensures that local objectives and values are known to users, staff and political decision-makers, and he depicts the school to the community, creating an understanding of and respect for the school’s profile and priorities. The headteacher behaves appropriately and in a objective oriented manner in the multidisciplinary municipal system.

Box 3.1.1.4 Tasks of headteachers with regard to staff considerations

It is the job of headteachers to:
- act as clear leaders in their day to day work
- remain in regular contact with staff, both as individuals and in teams
- motivate staff
- act as a catalyst for values and attitudes among staff
- hold staff discussions and team discussions
- promote staff skills development and knowledge sharing
- notify people internally of the joint mission and vision
- put together teams strong in skills and lead and handle teams
- distribute tasks to staff and follow these up
- ensure that staff behave appropriately, and deal with conflicts
- qualify dialogue, cooperation and organisation
- promote communication, empathy and constructive criticism
- combine vigour with loyalty and ethics.

In this respect, good school leadership means ensuring that leadership overall is clear and in place – physically, personally and mentally. The headteacher leads the way, provides inspiration, makes the necessary decisions, implements new measures, provides guidance and persuades staff to all pull in the same direction. Leadership of the school is based on the shared values, dialogue and confidence, and creates scope for students, parents and professional staff. All members of the leadership team set great store by staff leadership and skills development among staff. Leadership qualifies process control in relation to self-governing teams which are able to express empathy and understanding and involve themselves in the lives of staff at the school. The leadership team gives priority to wellbeing and maintaining a good working environment for staff and students.

Box 3.1.1.5 Tasks of headteachers with regard to financial and administrative considerations

It is the job of headteachers to:
- effectively manage financial control, personnel administration, prioritisation and optimum utilisation of resources
- prepare and follow up on budgets and accounts
- create and develop the organisation’s decision system and communication structure
- establish and follow up on the administrative “year wheel”, planning of the school year
- secure knowledge on laws and basic agreements for school operations
- prepare and follow up on the board of governors’ meetings and decisions
- ensure maintenance and development of the physical frameworks of the school
- develop administrative leadership by delegating tasks.

In this respect, good school leadership means ensuring that leadership overall develops the necessary administrative and financial leadership and management, and that it is able to handle the role of employer in respect of new salaries, salary management and employment.

The headteacher has all of the school’s resources at his disposal so as to support the school’s objectives and principles, and ensures the best possible frameworks and conditions for implementation of the core tasks of the school. The leadership team differentiates between administrative leadership and administrative tasks, they qualify the administrative leadership and delegate the administrative tasks.

3.1.2 School leadership at self-governing educational institutions

In 2003, the Ministry of Education – together with headteacher organisations – implemented a series of initiatives aimed at supporting the work of self-governing institutions on leadership development (at that time, upper secondary schools were not self-governing). This initiative was designated ULI – Undervisningsministeriets Ledelsesudviklingsinitiativ, or the Leadership Development Initiative of the Ministry of Education. This initiative was based on a premise whereby leaders faced shared challenges as a consequence of the uniform conditions and criteria.

In this connection, the Ministry of Education worked in cooperation with headteacher organisations and prepared the booklet “Ledelse af uddannelsesinstitutioner – overordnede visioner for ledelse og ledelsesudvikling”, in which general and collective requirements, conditions and criteria for leadership of the institutions are formulated.

Ambitions and basic/specific requirements are formulated, in five areas:
- Overall leadership.
- Education policy leadership.
- Pedagogical and academic leadership.
- Administrative and financial leadership.
- Personnel policy leadership.

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Box 3.1.2.1 Leadership of educational institutions – general ambitions for leadership and leadership development

General conditions, criteria and requirements for leadership of educational institutions

- Handling of constantly changing requirements and altered conditions.
- Development from educational institution to knowledge institution.
- Systematic follow-up and adaptation of ambitions, objectives, values and norms.
- Openness and transparency with regard to the institution’s objectives and results.
- Dealing with the institution’s social, education policy and labour market policy responsibilities.

<table>
<thead>
<tr>
<th>Ambitions</th>
<th>Basic/specific requirements</th>
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<tbody>
<tr>
<td>Overall leadership</td>
<td>That the overall leadership has the necessary skills, and that the leadership structure is adapted to suit the organisation structure and tasks of the institution.</td>
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<tr>
<td>Education policy leadership</td>
<td>That the institution’s core tasks and spearhead skills are formulated at local, regional, national and international level, for example.</td>
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<td>That regular clarification and discussion take place with the surrounding community and purchasers with regard to the requirements and expectations of the courses, including the relevant companies and the rest of the labour market, e.g. other public institutions and the rest of the education system.</td>
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<td></td>
<td>That central decisions are coordinated in accordance with partners, including other educational institutions, companies and public authorities.</td>
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<tr>
<td>Pedagogical and academic leadership</td>
<td>That the pedagogical methods and forms of cooperation are rethought and developed appropriately.</td>
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<td></td>
<td>That objective-oriented utilisation of resources takes place, with working hours and tasks being coordinated.</td>
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<td>That frameworks for cooperation between teachers are reinforced.</td>
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<td></td>
<td>That a broad range of pedagogical methods is assured for all education types, with students’ learning at the hub.</td>
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<tr>
<td>Administrative and financial leadership</td>
<td>That personnel administration, including salary administration, employment, dismissals and salary setting, is effective.</td>
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<td></td>
<td>That book-keeping and accounting functions and in-house financial control systems are professional.</td>
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<td>That budget accounts are professional.</td>
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<td></td>
<td>That building administration is effective.</td>
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<td>That student administration and SU administration is effective.</td>
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<td></td>
<td>That organisation and coordination of purchases is effective.</td>
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<tr>
<td>Personnel policy leadership</td>
<td>That a personnel policy has been formulated and documented.</td>
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<td></td>
<td>That recruitment and skills development of staff are objective-oriented.</td>
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<td></td>
<td>That annual appraisals are implemented for all staff.</td>
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<td>That specific follow-ups take place with regard to the staff appraisals carried out.</td>
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3.2 Basic set of rules relating to the roles and responsibilities of headteachers

The top headteachers’ roles and responsibilities are defined in the relevant laws relating to the individual types of institution, cf. Section 2.3. The main rule is that the headteacher must lead the activities of the school in cooperation with the board of governors. The top headteacher is answerable to the board of governors/municipal council and must implement the decisions of the board of governors/municipal council.

The list below shows how the laws lay down the roles and responsibilities of headteachers in respect of municipal primary and lower secondary schools and institutions for vocationally oriented education/general upper secondary education. There are corresponding entries in the legislation with regard to the other school types, but these are not reproduced below. The main principles are the same.

**Box 3.2.1 Legislative frameworks for the roles and responsibilities of headteachers**

| Municipal primary and lower secondary schools | § 45 A headteacher will be appointed for each independent school. The headteacher of this school maintains administrative and pedagogical leadership of the school and will be answerable to the board of governors and the municipal council for the activities of the school. Para. 2. The headteacher will lead and distribute work among employees of the school and make all specific decisions in respect of students at the school. Para. 3. The headteacher of the school will prepare proposals for the board of governors in respect of the school’s curricula and descriptions (…), proposals in respect of principles for school activities, etc. (…), and proposals for the school’s budget (…) within the financial frameworks established by the municipal council (…). Para. 4. The headteacher of the school will carry out his duties in cooperation with the staff. |
| Institutions for vocationally oriented education and institutions for general upper secondary education | The general management of the institution will be handled by a head who will ensure: 1) that the courses are run in compliance with applicable rules, 2) that teaching-related conditions are sound, 3) that the budget approved by the board of governors is not exceeded, and 4) that the activities of the institution in general are in compliance with the board’s decisions and guidelines. |

In addition to the above on the roles and responsibilities of headteachers, there are a range of national laws which are applicable to the labour market in general and hence also to the school sector. Working environment legislation, legislation on holidays, etc. are just two examples.

In addition, agreements regulate the frameworks for school staff. In this respect, the trade unions help to set the frameworks within which the roles and responsibilities of headteachers are played out. In a recently published report on the central and local agreements on working hours for teachers at municipal primary and lower secondary schools, and the influence of these on leadership, it was concluded that agreement and resource links had a restrictive effect on leadership, flexibility and efficient deployment of resources.

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3.3 School leadership challenges

“Over the last few years, school leadership has become a more differentiated entity, and differences in expectations of headteachers are becoming ever more prevalent from the administration, on a political level and – not least – from the users, partners and surrounding areas of schools. Leading a school is like leading an organisation characterised by change, conflicts of interest and unpredictability.”

As mentioned before, the theme of the annual Sorø meeting in 2006 was leadership, and this bears witness to the fact that headteachers face a number of current challenges.

The main objectives and frameworks for compulsory education and post-compulsory education are set nationally, and the specific establishment of objectives and frameworks takes place locally within these frameworks. As a consequence of decentralisation, therefore, many of the specific challenges faced by schools occur locally at the institutions on account of the interaction between boards, leaders and employees.

As far as the challenges faced by headteachers are concerned, one school researcher writes that there has been a move towards “outside parties” outlining, to a greater extent, the challenges faced by headteachers. It is stated: “This historical analysis (…) indicates that the external stakeholders, politicians, parents and administrations are to an ever greater extent taking over the development initiatives and imposing upon schools development in specific directions and in accordance with specific objectives. Many headteachers (…) recount how they are working with implementation of aspects of the legislation: business plans, yearly plans, teamwork, etc. Discussions at schools relate not to what people want to develop, but to how things should be developed/introduced/implemented.”

Of the more specific, current challenges, we should in particular mention the institutions – upper secondary schools and SOSU colleges – which are about to become self-governing as at 1 January 2007. In addition, work is in progress on a content reform at upper secondary schools over the next few years. These upheavals make great demands of insight; organisational, strategic, leadership-related and of an academic pedagogical nature. For more details regarding the latest innovations in respect of organisation of the role of head, please see Section 3.13.

As far as municipal primary and lower secondary schools are concerned, we may refer once again to the challenges mentioned elsewhere in this report, which are characterised by the following, by way of example:

- The introduction of mandatory national tests reflecting the expectations of society; this poses a challenge for schools.
- Greater emphasis on academic levels, and as part of this, on the growing numbers of people of different ethnic backgrounds and their education patterns.
- Parents’ demands for high academic standards and communication on the content and form of the education.
- Demands for documentation for learning at school, including individual student plans and general evaluations in a number of areas, etc., which now constitute a central element of the political dialogue on the development of schools.

3.4 Distribution of responsibility for decisions

The distribution of responsibility for decisions is compliant with the objective and framework management principles described in Section 2.3. That is to say, the legislative process, specification of objectives, arrangements with regard to external examiners and guidance are all taking place centrally. General leadership and management rest locally with the schools within the frameworks set by the decisions of the board of governors and the authorities.

Box 3.4.1 Distribution of responsibilities in relation to decisions

<table>
<thead>
<tr>
<th>Municipal primary and lower secondary schools.96</th>
<th>Post-compulsory education (vocational schools and upper secondary schools).97</th>
</tr>
</thead>
<tbody>
<tr>
<td>The municipal council hold overall responsibility and maintains supervision (§ 40).</td>
<td>The State holds overall responsibility and maintains supervision.</td>
</tr>
<tr>
<td>Finance and resource (teacher time) allocation</td>
<td>The State allocates funding to the self-governing institutions via the taximeter funding system in accordance with objective taximeter rates in the financial legislation (although upper secondary schools cannot do this until 1 January 2008). The boards approve the internal distribution of the financial framework for the budget for the year.</td>
</tr>
<tr>
<td>National objectives and frameworks include, for example:</td>
<td>There are national regulations relating to academic content.</td>
</tr>
<tr>
<td>- collective national objectives stating what teaching should lead to (§ 10)</td>
<td>The academic committees in the vocational education and training system maintain independent responsibility for the content and organisation of vocational education and training courses.</td>
</tr>
<tr>
<td>- a minimum number of teaching hours per year (§ 16)</td>
<td>For more details, please see Section 4.3.</td>
</tr>
<tr>
<td>- curricula for guidance § 10</td>
<td></td>
</tr>
<tr>
<td>Teaching will be arranged freely at schools within the scope of objectives and frameworks. Headteachers will lead and distribute work at their schools, with responsibility to the board of governors and the municipal council (§ 45). The municipal council approves the number of schooldays, curricula, the length of schooldays, special teaching, etc. (§ 40).</td>
<td></td>
</tr>
<tr>
<td>Employment of headteachers (selection, promotion and dismissal, etc.)</td>
<td></td>
</tr>
<tr>
<td>The municipal council employs and dismisses headteachers and teachers in accordance with statements from the board of governors (§ 40). Responsibility for academic development must therefore rest with the municipal council.</td>
<td>The boards employ and dismiss the top heads at self-governing institutions.</td>
</tr>
</tbody>
</table>

96 The section below refers to the Act relating to municipal primary and lower secondary schools, cf. Consolidation Act no. 393, dated 26.05.05, last amended by Act no. 572, dated 9 June 2006.

<table>
<thead>
<tr>
<th>Employment of teachers (selection, academic development, dismissal, etc.)</th>
<th>See above. Responsibility for academic development and evaluation rests with headteachers.</th>
<th>Other staff, including teachers, are employed and dismissed at the recommendation from the heads at the self-governing institutions. The head/principal is responsibility for the running of the school, and so also for making sure that its academic standards are in order.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Student intake (numbers, maintaining and increasing)</td>
<td>The municipal council makes decisions on schools' scope with regard to age groups, the number of hours' teaching for students, etc. The headteacher is responsible for maintaining student numbers and attracting new students.</td>
<td>Everyone who has completed compulsory education in accordance with the Act relating to municipal primary and lower secondary schools has access to vocational education and training. Within the scope of the vocational education and training offered by schools, schools are obliged to ensure that all applicants are admitted (possibly to another school offering the same course). In the case of upper secondary education, everyone who meets the conditions must be admitted (§ 8). There is an allocation committee working for general upper secondary courses. It is the responsibility of the board and head/principal to attract and retain students.</td>
</tr>
</tbody>
</table>

Private schools are essentially based along the same lines as the self-governing institutions.
3.5 Schools’ management structure

The management structure has in its primary aim a central and a decentralised level. Over the past period of almost 20 years, the purpose of the reform work has been to place as much responsibility and as many skills as possible at the local level. But the political and central administrative level surrounding the Folketing and Government has proven to be a constantly important party, including in respect of details in the legislation, but the principal element of this decentralisation work has been maintained over the years.

Box 3.5.1 Management structure for schools

<table>
<thead>
<tr>
<th>Management levels:</th>
<th>Municipal primary and lower secondary schools</th>
<th>Vocational schools</th>
<th>Upper secondary schools</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Local:</strong> Board of governors</td>
<td>The board of governors approves the budget and accounts and formulates principles for the work of the school, cf. Section 2.3. The municipal council employs and dismisses the head at the recommendation of the board of governors.</td>
<td>The board of governors employs and dismisses the head. Local education committees work together with the school to formulate course content. This board is responsible to the Minister.</td>
<td>The board of governors employs and dismisses the head. This board is responsible to the Minister.</td>
</tr>
<tr>
<td><strong>Regional:</strong> The new regions.</td>
<td>The regional council coordinates the collective efforts of the region to ensure that the range of courses on offer to young people in the region is sufficient and varied (§ 34 a). The institutions work together with the regional council and other institutions to coordinate the overall initiative in the region in order to ensure consistency in the range of post-compulsory education on offer.</td>
<td>The regional council coordinates the collective efforts of the region to ensure that the range of courses on offer to young people in the region is sufficient and varied (§ 34 a). The regional council appoints an allocation committee which allocates applicants when the number of applicants for a specific course at an institution exceeds the set capacity. The institutions enter into binding cooperations in order to ensure that there is a sufficient and varied range of study programmes and optional subjects on offer.</td>
<td></td>
</tr>
<tr>
<td><strong>Central:</strong> The Government and stakeholder organisations working with education policy.</td>
<td>The Minister for Education must convert the Folketing’s legislation into action at a local level via the municipal council (by means of guidance, decisions on content, national objectives, etc.). Responsibility for municipal primary and lower secondary schools</td>
<td>The Minister for Education holds overall responsibility for post-compulsory education. Academic boards formulate vocational education and training courses. The Advisory Council for Initial Vocational Education and Training advises the</td>
<td>The Minister for Education holds overall responsibility for post-compulsory education. The Council for General and Vocational Upper Secondary Education acts in an advisory capacity for the Minister.</td>
</tr>
</tbody>
</table>
rests with the municipalities.  

The Council for Evaluation and Quality Development of Municipal Primary and Lower Secondary Schools advises the Minister.

The Council for Evaluation and Quality Development of Municipal Primary and Lower Secondary Schools, the Advisory Council for Initial Vocational Education and Training and the Council for General and Vocational Upper Secondary Education represent the most important parties specialising in education and working with education policy within the various areas of education.

In the management structure outlined, the head has a very central part to play in respect of the interplay between policy, administration, academic standards, pedagogical theory and practice, and management – in respect of both central and local levels. Decentralisation involves an enormous amount of leadership responsibility for answers to queries arising both within and outside of the school. It must be emphasised that decentralisation has resulted in school leadership being applied in very different ways in practice, which indicates – for instance – that leadership in municipal primary and lower secondary schools does vary according to the municipality in question.98

3.6 Division of responsibility between headteachers and boards of governors

The headteacher is responsible for day to day management and implements the decisions of the board of governors within the frameworks provided. There are differences between the powers of the boards of governors, depending on the type of school.

The headteacher participates in board meetings. He is not entitled to vote, but he may speak. The headteacher – possibly together with other staff – acts as a notetaker in connection with these meetings. To a great extent, it is the headteacher who arranges the foundation for the work of the board of governors. In day to day leadership practice, there is a more or less organised interaction between – in particular – the chairman of the board of governors and the head.

The cooperation between the headteacher and the chairman of the board of governors is often very much dependent on the individuals concerned. In particular, how long the chairman of the board of governors has been in the position, and how he understands his role as chairman of the board of governors, is absolutely crucial.99

As regards any tensions and unclear issues between the board of governors and the general management, more or less the same conditions apply to boards of governors at educational institutions and at private companies. This includes establishing clear frameworks for the interfaces between the board and the management, finding the right level of detail for the board to focus on (in particular at municipal primary and lower secondary school level), and qualifying board members for the part they have to play (also in particular at municipal primary and lower secondary school level).100

99 Danmarks Evalueringsinstitut (2006): Skoleledelse i folkeskolen. p. 39. Plus Leadership A/S (2005): Kortlægning og analyse af udviklingspotentialet for bestyrer for selvejende erhvervsrettede uddannelsesinstitutioner – Delrapport baseret på spørgeskemaundersøgelse blandt bestyrelsesformænd. At a workshop at the "Improving School Leadership" conference (cf. Appendix 9.3), it was stated that the cooperation between headteachers and chairmen of boards of governors at municipal primary and lower secondary schools is in practice not always as free of friction as the present report would suggest.
3.6.1 Municipal primary and lower secondary schools

"There is a very long tradition of parents playing a central part in the activities of the school", according to a schools researcher on the relationship of schools with parents and boards of governors. Over the years, relations between parents and schools have developed, from being predominantly one-way communication from teachers to parents, to dialogue between the two parties. 1989 saw an amendment to the Act relating to boards of governors, denoting – among other things – the introduction of boards of governors at all municipal primary and lower secondary schools. This gave parents more influence over the activities of the school and became part of formalised school leadership.\footnote{Moos, Lejf (2001): Folkeskoleledernes arbejdsforhold – en undersøgelse af folkeskoleledernes opfattelse af deres arbejdsforhold i 2001. p. 36.}

The board of governors is made up of five or seven parent representatives, two staff representatives, two student representatives, the headteacher and his deputy (neither of whom is entitled to vote), and possibly also a member of the municipal council (where present, also without entitlement to vote). The board does its job within the scope of the objectives and frameworks laid down by the municipal council, and otherwise supervises the activities of the school (according to § 44 of the Act relating to municipal primary and lower secondary schools).

\textbf{Box 3.6.1.1 Powers of the board of governors in accordance with the Act relating to municipal primary and lower secondary schools}\footnote{Act relating to municipal primary and lower secondary schools, cf. Consolidation Act no. 393, dated 26.05.05, last amended by Act no. 572, dated 9 June 2006. § 44.}

| The board of governors establishes principles for | 1. Organisation of teaching.  
| | 2. Cooperation between school and home.  
| | 3. Reporting home on what students are getting out of their teaching.  
| | 4. Distribution of work among teachers.  
| | 5. Collective arrangements for students during school hours, school camp, being sent out on work experience, etc.  
| | 6. School-based leisure time activities.  |
| The board of governors approves | 1. The budget of the school within the frameworks laid down for the school.  
| | 2. Teaching funds and establishes school rules.  
| | 3. Whether adults are to be allowed to participate in lessons.  
| | 4. Whether school activities are to include cultural centre activities.  |
| The board of governors must issue a statement to the municipal council | 1. Regarding the employment of heads and teachers.  
| | 2. Regarding all queries as the municipal council presents them.  |
| The board of governors prepares proposals for the municipal council | 1. About the school’s curricula and descriptions.  |
| The board of governors provides recommendations | 1. Relating to trial and development work which goes beyond established objectives and frameworks.  |
| The board of governors makes decisions on | 1. Whether food arrangements are to be set up, if the municipal council has decided that these may be offered. The board of governors establishes principles on food arrangements within the scope of the frameworks laid down by the municipal council.  |
| The board of governors may issue a statement and submit proposals to the municipal council | 1. In respect of all issues relating to the school in question.  |
In a survey on school leadership at municipal primary and lower secondary schools, the headteachers expressed views indicating that the value of the board of governors is very much dependent upon which people go to make up the board, and what motivation lies behind their involvement. This survey also shows that the boards of governors are to some degree involved to the extent they wish to be involved. Table 3.6.1 shows the assessments of chairmen of boards of governors in respect of the general tasks in which they are involved at their schools.

**Table 3.6.1.2 Assessments of chairmen of boards of governors in respect of the extent to which they assist to prepare objectives and principles for their schools within the scope of the following**

<table>
<thead>
<tr>
<th>Task</th>
<th>Not at all</th>
<th>To a small extent</th>
<th>To some extent</th>
<th>To a great extent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organisation of teaching (e.g. number of hours, range of optional subjects on offer and special teaching)</td>
<td>4 %</td>
<td>20 %</td>
<td>51 %</td>
<td>25 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Cooperation between school and home</td>
<td>1 %</td>
<td>5 %</td>
<td>27 %</td>
<td>68 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Curricula</td>
<td>14 %</td>
<td>42 %</td>
<td>39 %</td>
<td>5 %</td>
<td>100 %</td>
</tr>
<tr>
<td>School-based leisure time activities</td>
<td>19 %</td>
<td>32 %</td>
<td>37 %</td>
<td>13 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Budgeting for the school</td>
<td>3 %</td>
<td>19 %</td>
<td>47 %</td>
<td>31 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Employment of heads</td>
<td>8 %</td>
<td>8 %</td>
<td>26 %</td>
<td>58 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Employment of teachers</td>
<td>2 %</td>
<td>5 %</td>
<td>26 %</td>
<td>67 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Other</td>
<td>6 %</td>
<td>9 %</td>
<td>11 %</td>
<td>73 %</td>
<td>100 %</td>
</tr>
</tbody>
</table>

The table shows that the chairmen of the boards of governors are of the view that they are involved in the execution of a range of general tasks at their schools. With the exception of conditions relating to curricula, half or more of the chairmen are of the opinion that they help – to some or a great extent – to prepare objectives in all other areas. The survey also shows that the chairmen of the boards of governors have a great part to play in what is placed on the agenda at board meetings. 83 % of chairmen of boards who responded to the survey stated that they prepare agendas in cooperation with headteachers. It is also clear that headteachers are happy to argue with their boards on conditions relating to general values, business plans, who to employ, etc. 92 % of chairmen of boards responded that their formal cooperation with headteachers is satisfactory or very satisfactory.

### 3.6.2 Post-compulsory education: vocational schools and upper secondary schools

At self-governing institutions, the board of governors holds overall responsibility for the operation and running of the institution, including administration of State subsidies. The board must manage the funds of the institution so that they benefit the purposes of the institution to the greatest extent possible.

The boards of governors for schools and institutions perform the usual board tasks which one researcher in the field summarised as three roles, which can also be designated “The Three Cs”. These are:

- Control function
- Contact function (members of the board of governors act as ambassadors for the school/institution)
- Consultancy function (the board of governors acts as a sparring partner in respect of strategy, organisation and specific decisions).

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A survey carried out among chairmen of boards of governors at vocational schools indicates that boards do work with these functions and roles.

The composition of the board of governors is dependent on the type of school:

- At upper secondary schools, boards of governors are made up of six to ten members who together have the skills to promote the current and forward-looking work of the institution. One member is appointed by the municipal councils in the region in cooperation, while the other outside members are selected according to their personal qualities and must together have experience of education leadership, quality assurance, leadership, organisation and finance. Two members are selected by and from staff at the institution, and the institution’s student council or course participants’ council also appoints two – although in both cases, only one of the members appointed is entitled to vote.\textsuperscript{106}

- At institutions for vocationally oriented education, the board of governors should normally consist of six to 12 members and assembled such that most of the members entitled to vote come from outside, primarily from the local area of the institution. The members from outside are selected due to their personal qualities and must together have experience of leadership, organisation and finance, including assessment of budgets and accounts. One or more municipal councils working collectively will elect members to the board. The members appointed by employer and employee organisations must be represented to equal extents on the board. Two members are selected by and from the staff at the institution, and one of these is entitled to vote. The student council elects two members, one of whom is entitled to vote.\textsuperscript{107}

The powers at the self-governing institutions in post-compulsory education are essentially the same regardless of the type of institution.

Box 3.6.2.1: Tasks of the board of governors\textsuperscript{108}

<table>
<thead>
<tr>
<th>Upper secondary schools</th>
<th>Vocational schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>The board of governors maintains overall leadership of the institution. The board of governors establishes rules of procedure for its work.</td>
<td>The board of governors establishes the annual programme for the activities of the institution at the recommendation of the head, and the budget and accounts are approved.</td>
</tr>
<tr>
<td></td>
<td>The board of governors must work to ensure that the institution’s range of vocationally oriented basic, continuation and further education meets the need – to the greatest extent possible – for the relevant education among companies and applicants for education.</td>
</tr>
<tr>
<td></td>
<td>The board of governors makes a decision on the institution’s range of vocationally oriented basic, continuation and further education at the recommendation</td>
</tr>
</tbody>
</table>


\textsuperscript{107} Act relating to institutions for vocationally oriented education, cf. Consolidation Act No. 136, dated 01.03.06, last amended by Act no. 578, dated 9 June 2006. Paragraph 5.

The Minister for Education may call upon the board of governors of an institution to create and fill an education position. The board of governors employs and dismisses the institution’s auditor. The board of governors notifies the Ministry of Education of the auditor selected and of changes of auditor.

The board will appoint and dismiss the head and approve – at the recommendation of the head – employment and dismissal of the institution’s other staff.

The board may establish more detailed guidelines on what the head does and may authorise the head – to a more closely defined extent – to exercise powers normally resting with the board.

Decisions on suspension, implementation of official surveys, appointment of enquiry leaders, imposition of disciplinary punishments and implementation of compensation cases are made by the board of governors of the institution.

A survey entitled “Kortlægning og analyse af udviklingspotentialet for bestyrelser for selvejende erhvervsrettede uddannelsesinstitutioner – Delrapport baseret på spørgeskemaundersøgelse blandt bestyrelsesformænd” (Charting and analysis of development potential for boards of governors for self-governing vocationally oriented educational institutions – Interim report based on questionnaire survey among chairmen of boards of governors) carried out by Pluss Leadership in the summer of 2005 focuses on the self-governing institutions in the field of post-compulsory education, among other things.

Table 3.6.2.2 Views of the chairmen of boards of governors of the extent to which they were involved in decisions relating to:

<table>
<thead>
<tr>
<th></th>
<th>Not at all</th>
<th>To a small extent</th>
<th>To some extent</th>
<th>To a great extent</th>
</tr>
</thead>
<tbody>
<tr>
<td>The board of governors’ emphasis on education quality and financial development</td>
<td>1 %</td>
<td>7 %</td>
<td>44 %</td>
<td>48 %</td>
</tr>
<tr>
<td>Involvement of the board of governors in decisions on the education on offer</td>
<td>3 %</td>
<td>11 %</td>
<td>44 %</td>
<td>42 %</td>
</tr>
<tr>
<td>Involvement of the board of governors in staff skills development</td>
<td>7 %</td>
<td>43 %</td>
<td>42 %</td>
<td>8 %</td>
</tr>
<tr>
<td>Involvement of the board of governors in knowledge dissemination activities</td>
<td>8 %</td>
<td>27 %</td>
<td>54 %</td>
<td>11 %</td>
</tr>
</tbody>
</table>

The chairmen of the boards of governors were also asked to state the extent to which they maintained strategic focus on the work of the educational institutions. 58 % of the chairmen were of the opinion that they maintained strategic focus on their work to a great extent, 35 % were of the opinion that they maintained strategic focus to some extent, and only 7 % reckoned that they maintained strategic focus to only a small extent.

The survey also demonstrated the chairmen’s views of the interaction between the board of governors and the general management. Here, it was concluded that approx. 90 % of chairmen stated that this interaction was characterised to a great extent by:

- Openness and confidence
- “Good chemistry”
- A clear, obvious distribution of roles and responsibilities between the general management and the board of governors

• The fact that the board of governors systematically receives regular, relevant information on the work of the institution.\textsuperscript{110}

As mentioned previously, for some institutions (including public upper secondary schools and SOSU colleges), having to act as a self-governing institution with a board of governors responsible for the operation and running of the institution is a relatively new condition.

3.7 **Self-management, responsibility and transparency**

The starting point for self-governing institutions is the fact that responsibility for self-management rests with the topmost leader in cooperation with the board of governors. Responsibility for success and disaster is decentralised. The institutions are given a few frameworks which have to be completed and implemented at the individual institutions. However, at the same time the institutions are part of a public system controlled politically. This means – among other things – that transparency and openness are required.

The frameworks for self-management are also completed by the organisations (agreement system), for example, and by means of regulations relating to the content of courses. The agreement system on the Danish labour market means – among other things – that academic organisations in many instances have a central part to play in respect of frameworks and conditions for local self-management and opportunities and limitations perceived locally.

3.8 **Organisation and leadership structure within a school**

In § 45 of the Act relating to municipal primary and lower secondary schools, it is stated that a head is appointed at each independent school. The headteacher of this school will maintain administrative and pedagogical leadership of the school and will be answerable to the board of governors and the municipal council for the activities of the school.

In a 2006 survey of school leadership at municipal primary and lower secondary schools, it was explained that school leadership – apart from the topmost headteacher – in 95 % of cases consisted of more people than just the headteacher himself. The other members of the leadership at municipal primary and lower secondary schools include as a rule a deputy headteacher (85 % of schools), the head of any school-based leisure time activities (75 % of schools) and a technical headteacher (65 % of schools). The people included in the leadership at the smallest number of municipal primary and lower secondary schools are heads of department (25 %), heads of administration (16 %) and heads of education (9 %).\textsuperscript{111}

In practice, this is implemented at municipal primary and lower secondary schools such that more than half of all municipal primary and lower secondary schools are using a leadership structure consisting of a headteacher, deputy headteacher and – possibly – a head of technical services. This structure is characteristic of smaller schools with fewer than 200 students. Around a fifth of municipal primary and lower secondary schools have a leadership structure consisting of a headteacher, deputy headteacher, heads of department responsible for introductory periods of school attendance, intermediate stages, the scope of special classes and so on, and often a head of technical services as well. Municipal primary and lower secondary schools using this structure are typically fairly large, with more than 600 students.\textsuperscript{112}


There is no documentation stating how these roles are coordinated or how decisions are made. This is determined at a decentralised level at the schools. However, it appears that headteachers are mainly using their working hours on running the school (administration, etc.) and on pedagogical development. However, more than half of heads describe a situation they would like to see, with a head of administration at the school who can deal with running the school so that the heads themselves could spend more time on pedagogical development.\textsuperscript{113}

At upper secondary schools, the principal – in accordance with the Act relating to institutions for general upper secondary education, § 24 – deals with general management of the institution and is answerable to the board of governors of the institution for the running of the institution.

In practice, the roles of head and responsibilities are typically divided among one leadership group: the principal, who is answerable to the board of governors and is responsible for the running of the school, the vice-principal, who deputises for the principal, an administrative inspector responsible for budgeting and finance, and pedagogical inspectors responsible for examinations and teaching. Roles and areas of responsibility are established at a decentralised level.

At vocational schools, general management – in accordance with the Act relating to institutions for vocationally oriented education – is undertaken by a head who ensures that courses are run in compliance with applicable rules, that teaching-related conditions are sound, that the budget approved is not exceeded, and that the activities of the institution are in compliance with the board's decisions.

As at upper secondary schools and municipal primary and lower secondary schools, leadership at vocational schools involves a number of people. These schools are always managed by a principal who is responsible for general management in accordance with the Acts mentioned above. In addition, the management typically includes a vice-principal who deputises for the principal, a head of finance and administration who holds overall responsibility for finance, and finally a number of heads of education who are responsible for various areas of training at the individual institutions.

In summary, the above shows that municipal primary and lower secondary schools, upper secondary schools and vocational schools have just one person who is responsible for general management. However, this leadership and the associated responsibility is in practice delegated to a number of people who typically maintain responsibility for a function such as finance or technology, or for a division such as school-based leisure time activities at municipal primary and lower secondary schools or areas of training at vocational schools.

However, there are no national statements which would indicate that the distribution of roles is dependent on specific features at the school.

\textbf{3.9 The various forms of leadership responsibility}

Headteachers operate under the all-round pressure of expectations. These expectations do of course vary according to the type of school. For example, vocational schools maintain closer contact with outside parties (such as companies and organisations) than do municipal primary and lower secondary schools and upper secondary schools.

The situation in which municipal primary and lower secondary school headteachers find themselves is described by a Danish researcher into school leadership as a form of all-round pressure in respect of:

- "The matter at hand: the cultural requirements and academic requirements laid down by law. Cultural, teaching and learning tasks are described, and ultimately this is all a matter of supporting

and challenging students, making them skilled and well informed citizens in a democratic society. These purposes are formulated and described by the national authorities, the Folketing and the Ministry of Education. However, these authorities have only “soft” management means at their disposal, such as evaluation and information.

- **Management:** the local requirements relating to management of the organisation. The requirements of the municipalities are on a financial foundation in the first instance (...). The municipalities operate to an extended degree in accordance with New Public Management strategies which are based on finance, efficiency, mistrust and control, which are user-oriented and product-oriented. For example, we see aspects of this thinking in the increased emphasis on evaluation and control, and in contract management.

- **Relations:** the in-house requirements of institutions. This involves the relations and culture built up by staff at the school over the years. School culture is traditionally described as a mixture of the opposition of the staff to being led and the heads’ lack of desire to lead, but it can also be described as a democratic culture which is based on the Education Act’s intentions of ensuring that “The teaching and all life at the school must therefore be based on intellectual liberty, equality of status and democracy, (...) which requires – among other things – that teachers are autonomous. The school culture is a very significant factor in life at schools.”

The requirements above can be deemed in many ways to be inconsistent. For example, the pedagogical and academic requirements in the law may be challenged by the financial requirements. Another example of all-round pressure is if the internal cultural conditions are affected by external financial considerations, “just as the central and local requirements for development occasionally intrude upon in-house traditions.” 114

A publication on the headteachers of the future, which was published back in 1996, analyses the demands on leadership at municipal primary and lower secondary schools on the basis of a number of cultural and structural conditions. The situation of headteachers was described as a six-way pressure where heads are caught between politics, finance and culture. This pressure can be viewed as expectation or contrary requirements which restrict heads’ scope for action.

**Box 3.9.1 Six-way pressure for headteachers – formulated in 1996** 115

- **Skills pressure:** The heads’ criteria for leadership.
- **School policy pressure:** Legal frameworks. Politicians. The economy. Objectives and principles. Also including the many different employers to which the headteacher has to refer (at municipal primary and lower secondary schools, for example, this includes the State, municipalities and the board of governors).
- **Trade policy pressure:** Associations and organisations.
- **Cultural pressure:** The leadership function in conflict with teacher culture – staff have different attitudes towards leadership.
- **Financial pressure:** Resources and expectations regarding the quality of teaching.
- **Administrative pressure:** Decentralisation, rules on working hours, boards, councils, committees. Heads have been given additional administrative tasks as decentralisation of the municipal primary and lower secondary schools has taken place.

The above does not leave a lot of space for headteachers’ pedagogical activities which – some would state – have been brought more to the fore since the analysis above was prepared. Some people would say that the greatest pressure faced by headteachers is the challenge of ensuring the quality of the teaching and learning of the students. As the person responsible for the school’s activities, major educational demands

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are made of the headteacher so that he can find the right staff for everyday activities where education is on the agenda. So educational pressure can be added to the above.\textsuperscript{116}

Likewise – as already pointed out in Section 2.6 – there is also a public debate in the media regarding the quality of municipal primary and lower secondary schools; not least as a consequence of the PISA survey. This debate has meant that many headteachers and teachers are under pressure from the public and the media as questions are being asked about their skills as leaders and teachers of children. In other words, media pressure can also be added to the above.

\textbf{3.10 Cooperation networks}

From the legislative basis, it can be seen that institutions offering post-compulsory education have to cooperate with other local educational institutions in local partnerships with a view to ensuring that these institutions are utilising their resources in the best way possible, given the courses on offer. This ensures – among other things – that students are offered an adequate and varied range of courses and optional subjects.\textsuperscript{117}

For example, institutions for vocationally oriented education must form a local cooperation forum which meets at least once a quarter.\textsuperscript{118}

In addition, each individual school having the opportunity to become part of a cooperation network with other schools is an undertaking which is established at a decentralised level, and given the current data it is not possible to discuss this topic in more general terms.

\textbf{3.11 Cordiality with local society}

Schools have a large number of stakeholders, and schools are expected to maintain relatively cordial relations with local society. On the one hand, the many stakeholders can be viewed as a complex, vast world in which to act, while on the other it can also be perceived as a valuable network for schools. Much of the job of the headteacher involves entering into qualified communication with users and stakeholders.

\textsuperscript{116} Mikkelsen, Anker et al. (2005): \textit{Ledelse i folkeskolen – viden, metoder og redskaber}. Dafolo. pp. 32-33.

\textsuperscript{117} Act relating to institutions for general upper secondary education and general adult education, etc., cf. Consolidation Act no. 575, dated 9 June 2006. § 14.

\textsuperscript{118} Act relating to institutions for vocationally oriented education, cf. Consolidation Act No. 136, dated 01.03.06, last amended by Act no. 578, dated 9 June 2006. § 34.
Figure 3.11.1 depicts four levels of system and parties with whom schools’ headteachers should be capable of interacting with.

Local society is involved partly through the boards of governors, which at municipal primary and lower secondary school level consist of parents and at vocational school level consist primarily of parties on the labour market, among other things, while the boards of governors of upper secondary schools have a relatively broad makeup, with representatives from the local/regional political levels, representatives from the compulsory education sector/further education and so on.

As things stand at present, the vocational schools in particular have a tradition of offering continuation and further education. Thus at vocational schools, continuation and further education of the labour force is an important element of their core skills, which is why these schools – to a greater extent than municipal primary and lower secondary schools and upper secondary schools – interact more with local companies, etc. At municipal primary and lower secondary schools and upper secondary schools, any adult courses, etc. have no significant effect on the role of the headteacher.

### 3.12 Relevant research studies

“Not a lot of research has been done into pedagogical leadership in Denmark”, writes Lejf Moos, one of Denmark’s researchers, in his book “Pædagogisk ledelse” (Pedagogical leadership). Actual research in Denmark is very limited, and so the book refers to foreign research projects and results, although this can also result in challenges to validity which are pointed out. “Pedagogical leadership” covers a number of

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120 Moos, Lejf (2003): Pædagogisk ledelse – om ledelsesopgaven og relationerne i uddannelsesinstitutioner. p. 16. It ought to be noted that in the research, there is disagreement as to the terminology relating to sl. Moos uses the term “educational leadership” as a generic term for leadership of educational institutions, while Kurt Klaudi Klausen, for example, uses the words “to practice leadership of an educational institution – not educational leadership”. Klausen, Kurt Klaudi (2004): Strategisk ledelse – de mange arenaer. p.150.
particularly relevant themes and theories on leadership. Lejf Moos outlines the academic areas of headteachers and gives the following definition of school leadership:

"Leadership, then, is the communication that takes place between members of the organisation. Communication is not the sender or the recipient, but what is passed between the sender and the recipient, the process which creates meaning, which takes place to allow reality to be interpreted and meaning to be created... This is why I believe pedagogical leadership is the target-oriented, specialist communication and coordination of communication and criteria for communication, if the target is to stimulate learning and communication among students, staff and the heads."

With reference to the various analyses, Moos points out that there are a number of functions and skills which headteachers must possess – this is essentially true for all institutions with a moral/cultural responsibility. Moos has provided a cohesive description which is reproduced below:

- "The task of the school is the foundation, and this is why headteachers must have an insight into this task.
- The task of the school is executed by students and staff, and this is why headteachers must have an insight into students' learning and teachers' practice, teaching.
- Leadership takes place in relationships, and this is why headteachers must have an insight into the necessary skills and interests of staff.
- These relationships are played out within the school’s communities, and this is why headteachers must have an insight into the necessary skills and interests of staff.
- Relationships are based on regulation and trust and must place the primary emphasis on trust, and this is why headteachers must have skills in discussion and dialogue and the courage to trust their staff.
- Organisation and leadership are communication, and this is why headteachers must be able to lead extensive communication within the organisation and be in possession of communication skills: cultural sensitivity and openness, exchange of perspective.
- School development is everyday life, and this is why headteachers must be able to use school development methods and insights in their day to day work.
- Teams are practical forms of organisation which can promote learning at the school and leadership of learning and teaching, and this is why headteachers must be able to find the courage to establish, lead and handle teams and themselves form part of teams.
- Expectations of school leadership and headteachers form a basis for the formulation of school leadership, and this is why headteachers must be aware of official expectations and look for or research the informal ones.
- Schools have been set out in the marketplace, and this is why headteachers must be aware that they can either go with the flow or participate in the struggle for civilisation regarding the school as a cultural institution or service company.
- Modernisation of the public sector also includes schools, and this is why headteachers must be able to view, translate and prioritise requirements from outside, set their agendas internally and be able to handle dilemmas.
- The theoretical systems analysis of the development of society points towards more productive and democratic tendencies than the neoliberal management strategies, and this is why headteachers must develop these analyses for use in their work to produce democratic cultural schools.
- Headteachers must be able to handle administration, management and leadership functions, and this is why headteachers must be open, and their decisions transparent to their staff."

It is not known whether the above has formed the relevant development of school policy.

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3.13 Innovation initiatives

The latest innovations in Denmark with regard to organisation of the role of head at schools are linked with the current structural reform, which involves – among other things – the formation of new, larger municipalities and the phasing out of the former counties: their tasks are being distributed among municipalities, the State and newly formed regions.

Upper secondary schools, SOSU colleges and VUCs were formerly under the jurisdiction of the counties, but these institutions will become self-governing institutions as of 1 January 2007. This will involve major upheavals for both the institutions and their heads.

A recently formulated status for upper secondary schools’ transition to county government to self-government under the State mentioned some of the challenges which the transition will present to the upper secondary schools and their heads.123 This involves, among other things:

- The institutions having to function as self-governing institutions, with everything that entails, not least as regards the fact that the general decisions relating to the courses and running of the institutions must be made by boards of governors.
- The institutions having to function under fundamentally altered financial conditions, as they will be switching to taximeter funding. In this respect, the institutions themselves will have to manage their finances and – as popular belief would have it – are now also entitled to go bankrupt.
- The institutions having to set up their own financial systems, salary systems, study systems, etc.
- In future, schools will also be allocated responsibility for property holdings.

As mentioned previously in the report, this transition to self-government posts major leadership-related challenges for headteachers. In addition to this, schools offering upper secondary education are also about to introduce a content reform of their courses which will demand more multidisciplinary teamwork between teachers at schools.

In 2006, the Ministry of Education worked in cooperation with the headteachers’ associations and took the initiative to develop bespoke leadership courses with the purpose of supporting the leadership development taking place at a local level at institutions. This cooperation has resulted in the “LUP på reformer” project, which consists of eight bespoke courses, all of which focus on the challenges faced by headteachers at upper secondary schools, SOSU colleges and VUCs at present.

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4. Increase in learning and leadership at schools

4.1 School policy matters in respect of teaching, learning and assessment

Since the early 1990s, there has gradually been more and more emphasis on the quality of courses and work on ensuring and developing course quality. This is applicable both to interests and involvement from the public and interests on the part of the authorities. Bertel Haarder, Minister for Education, had this to say about it in an address given on 3 August 2006: "We are in need of an evaluation culture which involves openness and targets and success criteria so that these can be discussed and influenced and improved. With the purpose of coming up with and documenting good practice, among other things."\(^{124}\)

In Denmark, there is an Act relating to transparency and openness in education, etc. The purpose of this law is to ensure that "citizens may simply and rapidly assess the quality of the teaching at individual schools and institutions." Similarly, the import of the law is that schools should allow themselves to be inspired by one another with regard to activities and objectives. Box 4.1.1 shows the demands the law makes of individual schools and educational institutions.

Box 4.1.1: § 2 of the Act relating to transparency and openness in education\(^{125}\)

<table>
<thead>
<tr>
<th>§ 2 A school or educational institution which provides teaching which is covered by this Act must ensure that the following information is given in a readily accessible manner on the school’s or institution’s website on the Internet (…)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) The school’s or institution’s current courses, the targets, subject range and curricula, etc. of these courses.</td>
</tr>
<tr>
<td>2) The school’s or institution’s current value base and pedagogical starting point, including pedagogical practice and focus areas.</td>
</tr>
<tr>
<td>3) The school’s or institution’s marking, etc., cf. para. 2.</td>
</tr>
<tr>
<td>4) Pupils’ and students’ completion times, completion frequency, failure to complete, frequency of switching to other courses and frequency of switching to employment. The schools or institutions use central databases which are placed at the disposal of the Minister in question, unless this person decides otherwise. For compulsory education, the Minister may decide that schools have to provide information on how many of their students participate in tests for municipal primary and lower secondary schools, and at what level.</td>
</tr>
<tr>
<td>5) Relevant evaluations implemented of the quality of the teaching of a school or institution, other than information on individual teachers’ teaching and evaluations in which only the employees of the school have participated.</td>
</tr>
<tr>
<td>6) Other information which the school or institution deems essential in order to illustrate the quality of teaching of the school or institution.</td>
</tr>
</tbody>
</table>

There is also the Danish Evaluation Institute (EVA), which is an independent institute under the Ministry of Education. The purpose of the Danish Evaluation Institute is as follows:

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\(^{125}\) Act relating to transparency and openness in education, etc., cf. Consolidation Act no. 880, dated 19.09.05.
§ 2 The purpose of the Institute is to assist in ensuring and developing the quality of education and teaching in Denmark. The Institute advises and cooperates with the Minister for Education and other public authorities and educational institutions on issues relating to evaluation and development of the quality of courses, etc. The Institute is amassing national and international experience of education evaluation and quality development, and regularly undertakes method development relating to evaluation and quality development.

On 1 September 2006, a new Board for Evaluation and Quality Development of Compulsory Education was established under the Ministry of Education. This Board shall support the new council for municipal primary and lower secondary schools and take on other tasks with regard to compulsory education in respect of supervision, leaving examinations, tests, etc.

Headteachers have an absolutely crucial part to play as regards the development and evaluation of teaching and learning methods, as responsibility for the quality of the teaching and hence for the organisation and coordination of the same rests with individual schools – and hence with their headteachers.

As regards specific quality work at individual schools, it is possible to distinguish between post-compulsory education – where there are obvious differences between the individual types of institution – and municipal primary and lower secondary education.

At vocational schools in particular, people have a lot of experience of using various models in connection with the schools’ quality work. In the spring of 2006, the Danish Evaluation Institute published its report “Kvalitetsarbejde på erhvervsskoler” (Quality work at vocational schools). In this report, it is stated that even though work on quality has taken place in other education sectors, vocational schools have acted as pioneers in some respects. In this context, vocational schools were the first schools to have specific quality rules. More specifically, this means that the schools have to have a system for quality development and result assessment for different courses.

This has resulted in practically all business colleges, technical colleges and agricultural colleges now implementing systematic and relatively extensive quality work. The vast majority of these schools are of the opinion that quality work to a certain extent helps with achievement of the targets to which these schools give high priority when arranging their quality work. In more specific terms, this report refers to the fact that the schools have made a lot of progress with systematically collating information and data, such as with regard to user satisfaction surveys carried out among students. As far as the use of systems is concerned in order to support quality work, it is stated in the report that 70 % of individuals use systems which they have developed themselves, but that these systems are largely inspired by standardised concepts (such as EFQM, TQM and ISO). Likewise, it is asserted that almost 90 % of the schools which participated in the analysis (81 in total) exchange experiences with other schools in respect of how they arrange their quality work. The entirely central challenge in connection with quality work is to ensure that the work of the schools is supported “fully on the pedagogical premises”.

A content reform in the upper secondary education sector in 2005 led to new challenges for upper secondary courses. One of these indicates that upper secondary courses have to have a system for quality development and result assessment for courses and teaching. Quality work at upper secondary schools is by no means a new concept, but the demand for an actual quality system is new.

Upper secondary schools, VUCs and SOSU colleges – given the fact that the order relating to quality work came later than the same for vocational schools – are currently working on their initial experiences of quality systems. A series of focus group meetings run by Pluss Leadership on the subject indicate that upper secondary schools in particular are working on self-developed systems on the one hand which will be closely compliant with the order, while on the other they are working on systems which are designed to meet the

126 Statute for the Danish Evaluation Institute (EVA), cf. draft no. 11048, dated 4 January 2000.
institutions’ own requirements in order to meet the needs which may be defined when selecting a more or less standardised quality system (such as EFQM or ISO).

Thus there are good experiences with quality assurance systems at a number of educational institutions – including, in particular, vocational schools. Other types of educational institution are on their way to working with quality, in a more systematic manner.127

Over the next few years, there will be great emphasis on how municipal primary and lower secondary schools do their work. This is one of the reasons for the agreement on the strengthening of municipal primary and lower secondary schools that was entered into in 2006.

Quality work is arranged and implemented at a decentralised level at individual schools, and here headteachers hold overall responsibility in terms of quality.

Box 4.1.3 Order of the Act relating to municipal primary and lower secondary schools, § 2128

§ 2, Para. 2. Within the scope of the frameworks specified, individual schools will bear responsibility for the quality of teaching in accordance with the objectives of municipal primary and lower secondary schools, cf. § 1, and themselves establish the organisation and arrangement of the teaching.

Box 4.1.4 Order of the Act relating to municipal primary and lower secondary schools, § 18129

§ 18 The arrangement of teaching, including the selection of teaching and work forms, methods, teaching aids and selection of subject matter, must in all subjects comply with the purposes of municipal primary and lower secondary schools and be varied so that it meets the needs and requirements of each individual student. Para. 2. It is incumbent upon the headteacher to ensure that class teachers and classes’ other teachers plan and arrange their teaching so that it poses challenges to all students.

Therefore, how headteachers at municipal primary and lower secondary schools develop and evaluate procedures for teaching and learning is down to the individual headteachers, so supporting the concept of decentralisation of school matters without central involvement in details. The municipal council works within the framework of the law to lay down objectives and frameworks and to maintain supervision with schools. There are no central requirements in respect of the content and form of this supervision, and therefore how organisation, arrangement and implementation of the supervision have been formulated has been designated locally.

In a questionnaire survey among school administrations within municipalities, respondents were asked what municipalities are focusing on in their supervision/quality assurance.

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Table 4.1.5 To what extent has the municipality's supervision/quality assurance over the 2003/2004 school year been focused to a great extent or to some extent on the following conditions?

<table>
<thead>
<tr>
<th>Conditions on which municipalities’ supervision/quality assurance has been focused</th>
<th>% responding “to some extent” or “to a great extent”</th>
</tr>
</thead>
<tbody>
<tr>
<td>Physical frameworks, including school equipment</td>
<td>82 %</td>
</tr>
<tr>
<td>Financial conditions</td>
<td>80 %</td>
</tr>
<tr>
<td>Schools’ organisation of teachers’, educationalists’ and headteachers’ work (team structure, etc.)</td>
<td>77 %</td>
</tr>
<tr>
<td>Skills of teachers and/or educationalists</td>
<td>73 %</td>
</tr>
<tr>
<td>Organisation of teaching (e.g. class formation and schedule forms)</td>
<td>67 %</td>
</tr>
<tr>
<td>School-based leisure time activities.</td>
<td>59 %</td>
</tr>
<tr>
<td>Results of teaching</td>
<td>48 %</td>
</tr>
<tr>
<td>Arrangement of teaching (e.g. methods and materials)</td>
<td>44 %</td>
</tr>
<tr>
<td>Practical implementation of teaching</td>
<td>36 %</td>
</tr>
</tbody>
</table>

As the table shows, supervision and quality assurance activities implemented which focus on physical frameworks and financial conditions are the widespread. In general, it appears that municipalities primarily implement supervision of financial, structural and logistic conditions at municipal primary and lower secondary schools, while supervision of the qualitative conditions – such as the results, arrangement and implementation of teaching – is implemented to a much smaller extent. One of the conclusions of this analysis is that municipalities are not dealing with their supervision obligations to a satisfactory extent, and that this is linked with the fact that – among other things – the legislative basis does not define precise requirements in respect of the content and form of the supervision. However, this has changed with the latest amendment of the Act relating to municipal primary and lower secondary schools, in which municipal responsibility is defined and a Council for Evaluation and Quality Development of Municipal Primary and Lower Secondary Schools is set up.

In the abovementioned survey of municipalities’ quality assurance of municipal primary and lower secondary schools, a number of politicians and/or administrations state “that some headteachers are not in a position to promise the tasks which currently form part of the role of headteacher. Therefore, this raises the question of whether they are complying with their statutory responsibility for the quality of teaching. A general problem here is headteachers’ abilities and opportunities (and in some cases, willingness) to pass on the local (and central) objectives and intentions to teachers – and to involve themselves in working with them. As a solution to this, we would cite in the first instance more training for headteachers (…), and secondly, the administrations in a number of municipalities are preoccupied with how to release resources for pedagogical leadership, e.g. by creating administrative management positions, possibly across schools.”

Thus this report recommends that the municipalities define and communicate the content of headteachers’ job descriptions – including headteachers’ roles in relation to assurance of the quality of teaching. It is also recommended that the content of headteachers’ job descriptions should include “being subject to regular auditing and communication between the parties in municipal education systems.” It is also recommended that municipalities should ensure that headteachers implement relatively long-term additional training in leadership.

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4.2 Schools’ responsibilities and students’ learning

‘Headteachers’ leadership of students’ learning does not take place directly, but through the method, the school and the way the teaching is arranged. To be able to lead this arrangement of the school and teaching, it is important to ensure that headteachers have an insight into and are able to discuss theories on knowledge and awareness, on experience and learning process, and on teaching and didactics.”

Individual schools are not defined as the starting point for scores relating to responsibility for teaching and learning. According to § 40 of the Act relating to municipal primary and lower secondary schools, however, municipalities have responsibility for implementing supervision of schools, and also to ensure that all children in the municipality who are of school age receive teaching which is comparable with what is generally required at municipal primary and lower secondary schools. To clarify municipalities’ responsibilities for municipal primary and lower secondary schools, a political agreement was entered into in January 2006 which stated that municipal councils must prepare an annual quality report showing individual schools’ academic levels and evaluation practice. This agreement was made into a bill, Act no. 572, dated 9 June 2006. If the quality report shows that quality is not satisfactory, the municipal council must compile an action plan with a view to restoring quality.

The agreement also includes other elements which – once they have been implemented – will be of significance to teaching, learning and assessment at municipal primary and lower secondary schools. By way of example:

- In connection with the running of national tests, the overall results of tests from all over Denmark must be published each year. Test results for individual schools and municipalities must not be published.
- Each student must have a student plan which includes information on results of the ongoing evaluation and the follow-up of this which has been decided upon. This student plan must form a basis for the school’s cooperation with parents in respect of what students are getting out of the teaching.
- Establishment of the Council for Evaluation and Quality Development of Municipal Primary and Lower Secondary Schools, which will monitor and assess municipal primary and lower secondary schools’ academic levels, pedagogical development, what students are getting out of the teaching, the schools’ ability to combat students’ adverse social heritage, and the schools’ ability to increase integration of students from families with ethnic backgrounds other than Danish. The Council will be supported by a new State board for evaluation and quality development of compulsory education. This board was established as of 1. September 2006.

In accordance with the Act relating to municipal primary and lower secondary schools, there are other set processes aiming to monitor students’ disciplinary behaviour, their learning progress and the results of this. In the first instance, students’ academic levels are gauged on the basis of marks:

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Box 4.2.1 Act relating to municipal primary and lower secondary schools, § 13\textsuperscript{136}

§ 13, Para. 3. For students in Years 8-10, and for students who leave school after Year 7, students’ levels of attainment in the subjects covered by § 14, para. 1-4, will be assessed by means of marks (term marks).

Secondly, individual students’ development will be monitored as part of teaching:

Box 4.2.2 Act relating to municipal primary and lower secondary schools, § 13\textsuperscript{137}

§ 13, Para. 2. Teaching must include regular evaluation of what students are getting out of it. This evaluation must form a basis for guidance of individual students and for further planning of teaching.

Regular communication will also take place with students’ homes relating to the monitoring of students’ learning:

Box 4.2.3 Act relating to municipal primary and lower secondary schools, § 13\textsuperscript{138}

§ 13 Students and parents, cf. § 54, must be kept regularly informed of the school’s view of what students are getting out of school attendance.

Finally, the municipal council will refer children and young people for special teaching and other special pedagogical assistance in accordance with § 21 of the Act relating to municipal primary and lower secondary schools if it is considered that the development of the student in question demands particularly wide-ranging consideration or support.

In accordance with the above, the processes for monitoring students’ behaviour, learning and the results of this are implemented mostly locally at individual schools and within individual municipalities. However, as at 19 April 2006, an Act was passed which aims – among other things – to promote the evaluation culture at municipal primary and lower secondary schools and give individual schools and municipalities with a series of tools in order to ensure that students make progress with their learning. It is stipulated here, among other things, that:

- As part of teaching, evaluation must take place of what students are getting out of it, including what knowledge and abilities students are developing in subjects and topics in respect of attainment objectives and final objectives for teaching. This evaluation must form a basis for guidance of students, further planning and arrangement of teaching, and notification of parents of what students are getting out of the teaching.

- The Minister for Education will prepare tests in selected subjects and for specific age groups which are to be used as an element of ongoing evaluation. The Minister for Education will establish rules on the subjects and age groups for which tests are to be implemented, on the implementation of these, on the implementation of tests under special conditions for special needs students, and on the fact that some students may be exempted from the requirement to take tests.

With the introduction of these national tests and evaluations, the Ministry has therefore established at a national level a set process for monitoring, analysing and reacting to students’ behaviour, learning progress and the results of this.


At vocational schools and upper secondary schools, the Minister for Education is supervising institutions’ operations to ensure that they are compliant with the legislation. The Minister for Education may issue orders to institutions – and hence to headteachers – to change a specific operation. For a number of years, as mentioned in Section 4.1, vocational schools have had to prepare quality systems to ensure schools’ quality, and a similar requirement came into force for upper secondary schools in 2005 in connection with the content reform.

The Minister for Education is laying down rules with regard to monitoring of students’ learning progress and results of this at upper secondary schools:

Box 4.2.4 Act relating to education to studentereksamen, § 18

§ 19 Teaching must be arranged so that students encounter variation and progression in work forms throughout the entire course.
Para. 2. Teaching must be evaluated regularly so that students and teachers are kept informed of what students are getting out of the teaching. The Minister for Education will lay down more detailed rules on in-house evaluation for assessment of students’ skills development.

At both upper secondary schools and vocational schools, students’ academic levels of attainment will also be assessed by means of marks (term marks) in relation to the objectives set for individual subjects. At vocational schools, assessment of students’ progress and results is also part of the schools’ quality monitoring initiative, as described in Section 4.1.

Individual headteachers will lay down school rules and study rules, including compulsory attendance and active participation in teaching, in respect of students’ disciplinary behaviour at vocational schools and upper secondary schools. Likewise, headteachers will make decisions on any sanctions to be imposed upon students who fail to comply with school rules. Hence how these processes develop in practice is up to individual schools and individual headteachers to decide.

4.3 Implementation of syllabi

There is no national syllabus in Denmark. However, the Minister for Education is preparing national objectives for teaching in accordance with the Act relating to municipal primary and lower secondary schools:

Box 4.3.1 Act relating to municipal primary and lower secondary schools, § 10

§ 10 The Minister for Education will lay down rules on the purpose of teaching, and on central knowledge and ability areas (final objectives) in subjects and mandatory topics in accordance with §§ 5-8 and § 9, paras. 1-6. The Minister for Education will also lay down rules on objectives for specific age groups (attainment objectives) in the individual subjects/topics, apart from the subjects which can be arranged over one or two years.
Para. 3. The Minister for Education will issue curricula for guidance, cf. § 40, para. 3, with descriptions of the content of teaching.

Thus several objectives and guideline suggestions will be laid down for the individual age groups. How these objectives will be attained has not been specified to any extent other than by saying that individual schools – and hence individual headteachers – will maintain responsibility for teaching in accordance with the purposes of municipal primary and lower secondary schools, cf. § 2, para. 2. However, the municipal council

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140 Act relating to education to studentereksamen (STX) level (Upper Secondary Schools Act), cf. Consolidation Act no. 95, dated 18 February [sic], last amended by Act no. 577, dated 09 June 2006.
must approve schools’ curricula in accordance with § 40, as well as approving descriptions of the development in teaching towards attainment objectives and final objectives for individual subjects.

At the end of Years 9 and 10, students may enter for the final examination and Year 10 examination respectively, cf. § 14 of the Act relating to municipal primary and lower secondary schools. Here, the Minister for Education will establish national requirements:

**Box 4.3.2 Act relating to municipal primary and lower secondary schools, § 14**

§ 14 The Minister for Education will lay down rules relating to requirements in the individual subjects in tests, entry to tests, implementation of these tests, assessments and marks, and the formulation and filing of leaving certificates.

At vocational schools, the academic committees in the vocational education and training system maintain independent responsibility for the content and organisation of vocational education and training courses.

The final national monitoring of compliance with the objectives and requirements of subjects and courses also takes place at the time when students complete the individual course levels. The purpose of tests and examinations, along with the procedures for the same, is described in the Order relating to tests and examinations at municipal primary and lower secondary schools, and general and academic preparatory youth and adult education:

**Box 4.3.3 Order relating to tests and examinations at municipal primary and lower secondary schools, and general and academic preparatory youth and adult education, § 1**

§ 1 The purpose of tests and examinations regulated in the Order is to document the extent to which candidates meet the targets and requirements laid down for the subject and course.

Tests and examinations are also assessed by external examiners appointed by the Minister for Education, with the following objectives:

**Box 4.3.4 Order relating to tests and examinations at municipal primary and lower secondary schools, and general and academic preparatory youth and adult education, § 29**

§ 29 External examiners shall

1) ensure that the tests are compliant with the targets and other requirements laid down in the rules for the subject in question,

2) assist with and ensure implementation of the tests in compliance with applicable rules, and

3) assist with and ensure that candidates are dealt with consistently and fairly, and that their work is assessed reliably.

The role of headteachers in examinations is to ensure that they maintain overall responsibility for the implementation of tests and examinations at the institution:

**Box 4.3.5 Order relating to tests and examinations at municipal primary and lower secondary schools, and general and academic preparatory youth and adult education, § 4**

§ 4 The headteacher of the institution or upper secondary department at an adult education centre is answerable to the Ministry of Education for the implementation of tests and examinations at the institution.

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143 Order no. 351, dated 19 May 2005, relating to tests and examinations at municipal primary and lower secondary schools, and general and academic preparatory youth and adult education, last amended by Act no. 752, dated 30 June 2006.
4.4 Teachers and teaching

In a survey carried out in February 2006, 43% of headteachers at municipal primary and lower secondary schools that they have teaching duties. Analyses also show that there are links between the numbers of students at schools and whether headteachers have teaching duties. For example, 86% of heads at schools with fewer than 200 students have teaching duties, while the equivalent figure for headteachers at schools with 600 or more students is 7%. Headteachers at municipal primary and lower secondary schools spend on average 7% of their time on teaching and teaching preparation.\(^{144}\) There is no national specification at upper secondary and vocational levels indicating how many headteachers have teaching duties.

At municipal primary and lower secondary schools, there are no set criteria for teacher observation/collegiate training/monitoring. In a questionnaire survey carried out in 2001, just under two-thirds of headteachers at municipal primary and lower secondary schools stated that they view it as their job to observe teachers’ teaching – but that they do not do this to anything like the extent that they feel they ought to do it. Lejf Moos writes, among other things, that “in Danish schools, there is (...) experience of implementing discussions with teachers both individually during staff appraisals and in the form of the informal staffroom and corridor chats, just as there is experience of discussions between headteachers and teams of teachers (...). These planned and unplanned discussions between headteachers and teachers are important elements of everyday life at schools”.\(^{145}\)

A survey carried out in 2006 has emphasised how headteachers acquire knowledge of teachers’ teaching in practice:

Table 4.4.1 To what extent do headteachers at municipal primary and lower secondary schools acquire knowledge of teachers’ arrangement, implementation and evaluation of teaching by …\(^{146}\)

<table>
<thead>
<tr>
<th>Activity</th>
<th>Not at all</th>
<th>To a small extent</th>
<th>To some extent</th>
<th>To a great extent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reading teachers’ yearly plans?</td>
<td>1%</td>
<td>6%</td>
<td>34%</td>
<td>59%</td>
<td>100%</td>
</tr>
<tr>
<td>Taking part in teachers’ team meetings?</td>
<td>3%</td>
<td>23%</td>
<td>59%</td>
<td>15%</td>
<td>100%</td>
</tr>
<tr>
<td>Observing teachers’ teaching?</td>
<td>3%</td>
<td>53%</td>
<td>39%</td>
<td>5%</td>
<td>100%</td>
</tr>
<tr>
<td>Finding out from the school’s educational head of department about how individual teachers work?</td>
<td>51%</td>
<td>14%</td>
<td>25%</td>
<td>11%</td>
<td>100%</td>
</tr>
<tr>
<td>Talking to teachers about how they work in relation to the ongoing evaluation of what students are getting out of the teaching?</td>
<td>1%</td>
<td>12%</td>
<td>61%</td>
<td>27%</td>
<td>100%</td>
</tr>
<tr>
<td>Obtaining written documentation from teachers about how they work in relation to the ongoing evaluation of what students are getting out of the teaching?</td>
<td>10%</td>
<td>46%</td>
<td>37%</td>
<td>8%</td>
<td>100%</td>
</tr>
<tr>
<td>Talking to teachers about how they work in relation to setting targets for individual students?</td>
<td>2%</td>
<td>22%</td>
<td>61%</td>
<td>16%</td>
<td>100%</td>
</tr>
<tr>
<td>Obtaining written documentation from teachers about how they work in relation to setting targets for individual students?</td>
<td>12%</td>
<td>49%</td>
<td>33%</td>
<td>7%</td>
<td>100%</td>
</tr>
<tr>
<td>Reading teachers’ written information to parents?</td>
<td>1%</td>
<td>12%</td>
<td>34%</td>
<td>52%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Headteachers at municipal primary and lower secondary schools were asked about how they acquire knowledge of teachers’ arrangement, implementation and evaluation of their teaching. The results of this survey are shown in Table 4.4.1. From the table, it can be seen that 93% of headteachers said that they


read their teachers’ yearly plans. In particular, the following methods were also used to some extent or to a
great extent:

- Talking to teachers about how they work in relation to the ongoing evaluation of what students are
  getting out of the teaching (88 %).
- Reading teachers’ written information to parents (86 %).
- Talking to teachers about how they work in relation to setting targets for individual students (77 %).
- Taking part in teachers’ team meetings (74 %).
- Other methods are all used to some extent or to a great extent by 35-45 % of headteachers.

As can be seen, various ways are used to find out about the teaching that takes place at schools. In
particular, headteachers acquire this knowledge by reading teachers’ written details or by talking to teachers,
while they acquire knowledge about teaching to a lesser extent by means of information from heads of
department, etc. or by obtaining written information from teachers.

However, there are no set national procedures for the role of the headteacher in the assessment of teachers’
work, just as there are no rules on the role of the headteacher in rewarding outstanding teachers or
intervening in the case of less competent teachers.

Nor are there any set national processes for teacher observation at upper secondary schools. In a survey of
leadership and leadership tools in general upper secondary education, which was implemented by the
Danish Evaluation Institute in 2004, principals and leading inspectors point out that it is difficult in practice to
influence teaching as it take place first and foremost in a classroom situation between teacher and students.
Furthermore, at upper secondary schools there is no tradition of heads observing teachers’ teaching.147 One
researcher describes teachers at upper secondary schools as having a very high degree of academic
autonomy, which “…means both that the academic professions can suffice in themselves, and that individual
teachers are – so to speak – in private practice, and with reference to autonomy, they also become immune
to demands for cooperation and integration. On the positive side of things, this means that staff in general
are in a position to manage their own work, although on the other side of the coin this means that those self-
same staff are reluctant to believe that there is a need for leadership-related decisions to be made which
may also affect them and their work situations.”148 However, there will be so much happening in respect of
upper secondary schools over the next few years that it must be assumed that the situation described will be
increasingly replaced by new forms of leadership and cooperation at upper secondary schools.

The lack of set procedures for the roles of headteachers in the assessment of teachers’ work at upper
secondary schools means – according to Lone Nordskov Nielsen of the Department of Education in the
County of Aarhus – that relations between headteachers and teachers at upper secondary schools are
becoming unclear in terms of leadership, as expectations and demands from staff and headteachers are
often unclear. Thus relations between headteachers and teachers are becoming vague, changeable and
diffuse.149 This indicates that there are also no set criteria locally at upper secondary schools for assessment
of teachers’ efforts.

At vocational schools, assessment of teachers’ work is part of the schools’ quality systems, cf. Section 4.1.
As can also be seen there, the criteria by which teachers are assessed are most often laid down by the
individual schools.

The teachers’ immediate superior determines what academic development teachers require. In the public
sector in Denmark, the primary rule is that staff appraisals must take place at least once a year. Academic
development and training are discussed at these meetings. It is assumed that this also applies to teachers at
the schools, but no information has been found on the subject in existing, available documentation. However,

147 Danmarks Evalueringsinstitut (2004): Pædagogisk ledelse og ledelsesredskaber i det almene
  gymnasium. Sammenhænge og muligheder set i et rektorperspektiv. p. 32
  Article written in conjunction with the “Den gode skole” (The Good School) project.
According to a report, headteachers at upper secondary schools are of the opinion that staff appraisals are the most important tool they have in order to support the development of individual teachers, including further training and future development projects.  

With regard to tensions in the field, there is a debate on teachers’ academic standards. A recent report demonstrated that newly trained teachers feel academically well prepared to do their jobs, but that they do not have skills regarding how to handle and lead classes. Another important element of the debate is the issue of the depth of teachers’ academic standards, also included in the Government’s foundation and globalisation strategy (as mentioned previously), including reform of teacher training for teaching at municipal primary and lower secondary schools. One objective, for example, is for teachers in the most important subjects in the longer term to have these subjects as a main subject at colleges of education.

4.5 Relevant research studies

In November 2004, the Ministry of Education published its “De gode eksempler” (The Good Examples) project, which was prepared by the Danish Institute of Governmental Research, the Danish National Institute of Social Research and the Danish University of Education. This research project focuses on municipal primary and lower secondary schools performing better than could be expected. The foundation was to find out whether it was possible to identify characteristics at the schools which are able to bring their students up to higher levels than expected, taking into account the social backgrounds of students. This survey describes a range of factors which may help to enhance schools’ performance and characterise them as good examples. These factors relate to conditions in connection with the schools’ leadership and organisation, cooperation between teachers and teaching practice. This survey is unable to indicate individual factors which quite conclusively can determine whether a school will bring its students up to higher levels than expected, gauged on the basis of marks from final examinations at municipal primary and lower secondary schools and the rate of transfer of students to post-compulsory education. This survey shows that a complex, dynamic interaction of many different conditions enhances schools’ performance and may indicate conditions which schools may be aware of in the development of good school practice.

As far as leadership is concerned, the following characteristics denoted the “high performance” schools:

1) **Clear, obvious leadership:** What may be designated as clear leadership and management, and what is seen at the schools where there are clear, visible decision paths. What decisions are made by headteachers, in committees, etc. are well organised and clear to all. Expectations and demands have also been formulated in respect of the procedures used, e.g. to prepare yearly plans and the requirements for the content of these. Thus decisions are turned into procedures which are clear to everyone within the organisation.

2) **Visible leadership:** This means that the headteacher is visible in everyday life; that is to say, he visits the classes (as part of his pedagogical supervision, for example) and turns up at the staffroom in the morning or at breaktimes and chats to teachers and students.

3) **A headteacher who supervises and guides his staff:** This means that the headteacher makes the effort to implement regular staff discussions and (class) team discussions.

4) **A headteacher who follows up on decisions:** Demands are made of procedures and quality, and the headteacher follows these up to ensure compliance with them. This takes place, for example, when the headteacher reads yearly plans, which have to be regarded as a management element in connection with day to day teaching, and discusses them.

5) **A headteacher who is happy to talk to his staff and listens to them:** The influence of teachers is valued highly. Teachers are the leaders of their classes, and it is important to ensure that they feel someone is listening to them, and that they themselves have the opportunity to influence activities and development areas at the school.

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6) **This active interaction and discussion between the headteacher and teachers regarding development of the school is implemented in the school’s business plan or school plan.** This means that the business plan comes into being in a process of discussion between the headteacher and staff, whereby the teachers discuss new activities and objectives at meetings of the education council or provide indicators for them during the compilation of their yearly plans, rather than the headteacher sitting in his office and drawing up a business plan which is put to the education council for consultation or information. The business plan first takes on significance at the moment it can be identified in the teachers’ yearly plans and the teachers feel a sense of ownership in respect of these. ¹⁵²

It is not known whether the above has shaped the development of school procedures in general.

As regards the relatively extensive information search carried out, it must be stated – given the facts available – that no data has been identified which answers the question of whether any research has been carried out with regard to specific contexts and conditions which would promote learning-focused leadership practice.

### 4.6 Initiatives with regard to procedures

Given the facts available, there is no information on what initiatives may have been implemented locally in respect of learning-focused leadership.

Likewise, given the facts available, there is no information which may form the basis for a response to the question of what has top priority for the development of future procedures to reinforce learning-focused leadership.

5. The appeals of the role of headteacher

5.1 Supply of headteachers

Preoccupation with quality among headteachers has grown in general in Denmark over the past few years. This is due to a number of factors, of which the following may be cited: political emphasis on the regeneration of municipal primary and lower secondary schools, society’s emphasis on the quality and effects of education, the rising spread of results-based remuneration for heads, and the fact that a number of institutions are facing significantly altered leadership conditions as a consequence of the introduction of self-government.

In Denmark, there is no management of the situation in respect of the supply or demand of headteachers. As there is no overall list of the numbers of headteachers in Denmark, there can be no indicators of the development of the overall numbers and makeup of headteachers. However, as far as elementary schools are concerned, data does exist regarding the ages and genders of teachers there. There is no valid data going ten years back,\(^{153}\) and so a four-year perspective has been applied to the development in the distribution of ages and genders.

In 2001/02, the average age of headteachers at private elementary schools/municipal primary and lower secondary schools was – according to data from UNI-C – 50.1 years. The youngest headteacher was 27, the oldest was 67. In 2005/06, the ages ranged from 28 to 70, and the average age was 50.6. That is to say, over four years there has been no obvious change in the average ages of top headteachers.

The distribution with regard to headteachers’ genders at private elementary schools/municipal primary and lower secondary schools in 2005/06 was 61 % male, 39 % female. According to the data, this does not indicate that there have been changes in this distribution over the past four years.

Headteachers at municipal primary and lower secondary schools have a relatively large amount of experience of leadership. A survey carried out in 2006 shows that 58 % of top headteachers have more than nine years’ experience of school leadership. 32 % have three to eight years’ experience, and 10 % have zero to two years’ experience. The average length of service for a member of school leadership teams is 11.5 years.\(^{154}\)

As regards the educational background of top headteachers, a number of surveys have been carried out which focus on this educational background of headteachers at municipal primary and lower secondary schools.\(^{155}\) More or less all headteachers at municipal primary and lower secondary schools come from a teaching background – 99.7 %. Despite the fact that there is no formal requirement for headteachers to be trained municipal primary and lower secondary school teachers, an obvious culture has arisen whereby top headteachers have backgrounds in teaching.\(^{156}\)

Demands for special educational backgrounds are applicable in respect of upper secondary schools and higher preparatory education, because there the top heads of institutions must have teaching skills in one or more subjects within the fields covered by the institutions in question. Otherwise, it is mentioned that not only

\(^{153}\) Figures provided by UNI-C. Own calculations.
\(^{155}\) See, for example, Danmarks Evalueringstitut (2006): Undersøgelse af skoleledelse i folkeskolen. Questionnaire survey of headteachers. p. 6.
teaching skills, but also teaching experience among upper secondary school heads is perceived as a must for the legitimacy of headteachers in relation to teachers.\textsuperscript{157}

There is no data available on the ethnic origin of municipal primary and lower secondary school headteachers or the number of years of teaching experience, etc. that they have.

Given the existing data, there is no reason to believe that qualified candidates do not choose to apply for positions as headteachers.

Nor is there any data indicating how many teachers hope to become headteachers. Accordingly, there are no national figures of the numbers of applicants for positions as headteachers.

5.2 Employment and working conditions

Decisions are made at a decentralised level when headteacher vacancies arise. In Denmark, all public situations vacant must be advertised publicly as a matter of principle, and so positions as headteachers are always filled following such advertisements being placed. This gives everyone the opportunity to see the vacant headteacher positions, and the candidates can apply for these positions themselves.

Applicants submit an application, and decisions are made at a decentralised level as to who would be best suited to the job. Please see also the requirements mentioned previously regarding education in connection with the employment of headteachers.

A Danish researcher has reviewed the demands made by municipality authorities of headteachers to be employed by reviewing over a period of 20 years job advertisements for headteacher positions vacant. It has been stated that the demands have changed. Whereas in the late 1970s, simple, few and relatively uniform demands were made of headteachers, the demands made in the late 1990s were more detailed and differentiated. The essential point is no longer the fact that the headteacher must teach, but that he must maintain supervision, pedagogical planning and school administration. Demands regarding the personal qualities of the headteacher have also arisen, in particular because he will have to work in cooperation with lots of different people. The development in the expectations of headteachers is described as “exploded in scope and complexity” – as advertisements describe the skills which headteachers must possess in more general terms, whereas before they described the tasks which headteachers had to carry out.\textsuperscript{158}

Thus in Denmark, headteachers are not referred to the job, just as there is no emphasis on ensuring fair distribution of headteachers across schools.

As far as the basis for headteachers’ positions is concerned, this is dependent on the type of school and level of leadership.

To begin with, top headteachers are employed as civil servants,\textsuperscript{159} in anticipation of a job for life. Of deputy heads and heads of department, some are employed as civil servants, while others are employed by contract. Principals at upper secondary schools are also employed as civil servants, but this will be changing as of 2007 when new positions as principals are filled (as a consequence of the introduction of self-

\textsuperscript{157} Danmarks Evalueringsinstitut (2004): Pædagogisk ledelse og ledelsesredskaber i det almene gymnasium. Sammenhænge og muligheder set i et rektorperspektiv. p. 37
\textsuperscript{159} Employment as civil servants may take place only in the public sector in Denmark, and is particularly characterised by: Permanent employment or employment for a term of years, salaries paid in advance, no entitlement to strike, three months’ notice period, with entitlement to full salary over three years if no work is available, special protection from disciplinary offences and entitlement to a pension after 10 years’ employment. \url{www.lvu.dk}
Headteachers are not normally evaluated systematically, and the data currently available does not indicate how often employment is extended. However, please see above with regard to terms of employment, along with the fact that top headteacher positions are viewed as long-term positions. We refer once again to the decentralisation of the school system, where – for example – development plans and leadership evaluations can be used on a local level.

With regard to how the less competent heads are discovered, please see the various measures for ensuring an open, transparent school system. Less competent heads can be identified to a fairly accurate degree in a system of this type. When heads are not evaluated systematically (to this should be added the fact that this may take place locally), it may be difficult to intervene in the case of the less competent ones.

As far as salaries are concerned, they are essentially made up of a basic salary which is then supplemented with additional amounts negotiated with the individual. In the case of upper secondary schools, the size of the school determines the salary framework, and changes to the size of the school may involve being moved up to a new salary framework. The size of the school and the fields of education determine the supplements paid to principals. Both principals and inspectors may receive qualification salaries in addition to their basic salaries, and this is used for heads of department, etc. in particular. At vocational schools, moving up to a new salary framework is determined by changes in position, such as when individuals take on greater leadership responsibility. In both fields, there is tendency towards results-based salaries and individual supplements becoming more widespread. Thus it is becoming more and more common for qualifications to determine the salary, whereas length of service was previously more important. As far as municipal primary and lower secondary schools are concerned, individual salaries are also widespread, and there is a tendency towards contract management which has an influence on salary conditions. Some of the explanations of the more individual salaries to heads are linked with the introduction of Ny løn (New Salaries) in the public sector, the competitive situation between schools and the demand for results and openness in respect of society in general.

Measures (other than salaries, etc.) to reward and recognise efficient school leadership may also include professional/academic rewards such as participation in committees, groups of experts, as role models, etc.

Table 5.2.1. shows both the gross salaries and the percentage increases for heads and teachers at upper secondary schools and higher preparatory institutions, as well as at municipal primary and lower secondary schools.

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**160 Ny løn (New Salaries)** is a salary system for public employees, including staff at municipal primary and lower secondary schools, upper secondary schools and vocational schools. This salary system has been introduced on an ongoing basis since 1998. At municipal primary and lower secondary schools, more or less everyone had made the transition to Ny løn by 2000. This salary system is based mainly on the salary being formulated centrally by means of agreement negotiations, along with a supplemented salary element formulated locally by means of individual negotiations between staff members and heads at the institutions. The objective is for the local salary formulation to reflect and support staff members’ responsibilities, skills and qualifications. [www.perst.dk](http://www.perst.dk)
Table 5.2.1 Gross salaries and percentage increases for selected employees

<table>
<thead>
<tr>
<th>Number, August 2006</th>
<th>Gross salary*, August 2006</th>
<th>Percentage increase in gross salary, February 1998 – August 2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Upper secondary schools and higher preparatory institutions:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principals</td>
<td>127</td>
<td>53 581</td>
</tr>
<tr>
<td>Leading inspectors</td>
<td>122</td>
<td>50 086</td>
</tr>
<tr>
<td>Junior/senior upper secondary school teachers, other masters</td>
<td>7 572</td>
<td>39 555</td>
</tr>
<tr>
<td>Municipal primary and lower secondary schools:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Headteachers</td>
<td>1 489</td>
<td>41 667</td>
</tr>
<tr>
<td>Deputy headteachers</td>
<td>1 126</td>
<td>37 026</td>
</tr>
<tr>
<td>Heads of department, municipal primary and lower secondary schools</td>
<td>775</td>
<td>36 001</td>
</tr>
<tr>
<td>Teachers, municipal primary and lower secondary schools – basic salary 28</td>
<td>25 993</td>
<td>30 438</td>
</tr>
</tbody>
</table>

*Gross salaries include the basic salary, supplements (set monthly and one-off supplements), “nuisance supplement” (work and working hour-specific supplement – not overtime), holiday pay (1.5 %), pension contributions (own and employer’s).

In the case of upper secondary schools/higher preparatory institutions, it appears that there is no major difference between the salaries received by principals and leading inspectors. At the same time, it appears that the salaries received by principals have not increased anything like as much as other salaries at municipal primary and lower secondary schools and upper secondary schools.

As can be seen from the table, the average headteacher at Danish municipal primary and lower secondary schools in June had a gross salary of just under DKK 42 000, while the gross salary of the typical municipal primary and lower secondary school teacher was just under DKK 31 000. There is mention of a set monthly salary, and so differences in working hours are not taken into account.

In a survey of municipal primary and lower secondary school heads carried out in 2004, 311 headteachers were asked to specify how their salaries were set. Here, 28 % responded that their entire salary was set in advance, 70 % said that parts of their salary were set according to individual negotiation, while 2 % stated that their entire salary was set according to individual negotiation. 88 % of headteachers also said that no performance-related supplement was given in connection with the performance of the headteacher or institution.

If salaries are compared with the weekly working hours, there is only a minor difference between teachers’ and headteachers’ salaries. A survey of 890 municipal primary and lower secondary school headteachers shows that on average, 41 % spend between 43 and 48 hours a week at work, while 39 % spent more than 49 hours a week. The average weekly number of hours worked for a municipal primary and lower secondary school headteacher is 47. In particular, headteachers at relatively large schools (more than 600 students) pull up the average. If we compare with a 37-hour working week, there is thus a fairly small difference between the salaries of headteachers and teachers, and so relatively little compensation for the

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161 Det fælleskommunale løndatakontor, LOPAKS – Løn- og personalestatistik. The number refers exclusively to the number included in the LOPAKS list.


responsibilities and pressures faced by headteachers. Only 13% of headteachers are of the opinion that there is a reasonable balance between the amount of effort and the salary, and among municipal primary and lower secondary school headteachers there is general dissatisfaction with the difference between the salaries of headteachers and other staff. 56% of headteachers are of the opinion that the difference between the salaries of the headteachers and of their staff is far too small, 39% find the salary difference to be too small, while only 4% find the salary difference to be about right.

According to the data available, there is no evidence to indicate whether headteachers regard their positions as long-term undertakings or short-term appointments. But to this should be added the fact that the employment conditions and headteachers’ commitment to their positions do lead to headteachers regarding their positions as long-term undertakings. However, the heads of department, etc. who wish to advance to higher positions are the exception to this.

5.3 Retention of headteachers

There are no national figures of how many headteachers leave the profession each year. However, we refer to the fact that headteachers view their positions as long-term undertakings from the outset.

Nor are there any figures on the standard retirement age for headteachers. Danish legislation provides – depending on a long series of conditions such as form of employment, age, pension savings, etc. – the opportunity to take early retirement/claim a pension from the age of about 60 onwards. In some areas, an age is set for compulsory retirement, but this is rarely applied.

In the data available, we have found no indication of set processes for successors to headteachers.

5.4 Initiatives with regard to procedures

As regards initiatives planned or implemented in order to improve the recruitment and retention of effective headteachers, there are a range of courses on offer which heads may opt to use.

Section 6.2 looks at the courses which headteachers (in particular municipal primary and lower secondary school headteachers) can opt to use. Of course, headteacher training does have a part to play in attracting, retaining and developing headteachers. However, given the present data there is no evidence to suggest what other initiatives are being implemented or planned in order to improve recruitment and retention of efficient headteachers. It is not possible to state which problems have the highest priority with regard to attracting and retaining efficient headteachers. However, please see the surveys referred to in Section 6, which focus on headteachers’ identified training requirements.

164 Ledernes hovedorganisation and Danmarks Skolelederforening (2005): Skoleledelse. p. 16. It is not known whether this survey takes into account the fact that teachers’ and headteachers’ weekly working hours are calculated on the basis of hours per year, and hence whether the relatively long holidays are taken into account.
6. Headteachers’ training and academic qualifications

There is a lot of interest in headteachers’ preparation and – in particular – development in Denmark. However, there is no collecting national preparation or development for headteachers. Perhaps this is precisely why this discussion is more important and more difficult, as headteachers are a group of former teachers (often) who have no definite leadership experience and who have to be trained in school leadership at a decentralised level.

As an element of an agreement between the Government and the Association of County Councils in Denmark regarding the targeting and reinforcement of training initiatives for municipal primary and lower secondary school headteachers, a working committee was appointed in 2006 with the participation of the Ministry of Education, the Danish Ministry of Finance and the Association of County Councils in Denmark. This committee aims to review how further training initiatives can be improved.\(^\text{166}\)

Certification of headteachers is no relevant in a Danish context. As regards the preparation and development of headteachers, please see Section 6.2 in respect of the national emphasis on school leadership.

6.1 Preparation of headteachers

More or less all headteachers at municipal primary and lower secondary schools are trained teachers.\(^\text{167}\) In addition, municipal primary and lower secondary school headteachers have completed various additional leadership courses. Some of these result in the awarding of credits.

Table 6.1.1 Municipal primary and lower secondary school headteachers’ leadership backgrounds\(^\text{168}\)

<table>
<thead>
<tr>
<th>Leadership training</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Master’s degree in leadership (MBA or similar)</td>
<td>1 %</td>
</tr>
<tr>
<td>Diploma degree in school leadership from CVU</td>
<td>13 %</td>
</tr>
<tr>
<td>Diploma degree from the Danish School of Public Administration</td>
<td>2 %</td>
</tr>
<tr>
<td>Basic training for headteachers (four weeks at Den Kommunale Højskole)</td>
<td>77 %</td>
</tr>
<tr>
<td>Headteacher training organised by the municipality</td>
<td>9 %</td>
</tr>
<tr>
<td>Other leadership training</td>
<td>23 %</td>
</tr>
<tr>
<td>Currently working on leadership training not yet completed</td>
<td>15 %</td>
</tr>
<tr>
<td>No leadership training</td>
<td>4 %</td>
</tr>
</tbody>
</table>

As can be seen from Table 6.1.1, 96 % of municipal primary and lower secondary school headteachers have taken part in various forms of leadership training and courses of relatively short duration – including the four-week basic course for headteachers (77 %). 16 % have completed longer leadership training, such as a master’s degree or diploma degree.

In addition, a survey from 2005 states that 74 % of municipal primary and lower secondary school headteachers have participated in relatively short courses in leadership.\(^\text{169}\) To sum up, therefore, it must be


\(^{168}\) Danmarks Evalueringssinstitut (2006): Skoleledelse i folkeskolen. p. 22. It is not stated precisely how much of the category “other leadership training” results in the awarding of credits. It was possible to give more than one answer, which is why this column adds up to more than 100 %.
concluded that the most common way of becoming a municipal primary and lower secondary school headteacher is to complete teacher training and then do a short leadership course.

In a survey carried out in 2005, 90% of headteachers stated that there is a need for mandatory leadership training for headteachers. 7% did not know whether mandatory leadership training is required, whereas just 3% are of the opinion that there is no requirement.170

Municipal primary and lower secondary school headteachers have also specified which leadership skills particularly need to be consolidated.

Table 6.1.2 Municipal primary and lower secondary school headteachers’ assessments of which leadership skills need to be consolidated171

<table>
<thead>
<tr>
<th></th>
<th>To a great extent</th>
<th>To some extent</th>
<th>Not at all</th>
<th>Don’t know</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Financial management</td>
<td>26 %</td>
<td>44 %</td>
<td>28 %</td>
<td>2 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Target and result management</td>
<td>23 %</td>
<td>60 %</td>
<td>15 %</td>
<td>2 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Change leadership</td>
<td>16 %</td>
<td>62 %</td>
<td>19 %</td>
<td>3 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Project leadership</td>
<td>15 %</td>
<td>62 %</td>
<td>19 %</td>
<td>4 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Strategic leadership</td>
<td>14 %</td>
<td>65 %</td>
<td>19 %</td>
<td>2 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Conflict management</td>
<td>11 %</td>
<td>63 %</td>
<td>24 %</td>
<td>2 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Communication</td>
<td>9 %</td>
<td>51 %</td>
<td>38 %</td>
<td>2 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Analytical ability</td>
<td>9 %</td>
<td>48 %</td>
<td>38 %</td>
<td>5 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Staff leadership</td>
<td>8 %</td>
<td>61 %</td>
<td>30 %</td>
<td>1 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Personal impact</td>
<td>4 %</td>
<td>41 %</td>
<td>50 %</td>
<td>5 %</td>
<td>100 %</td>
</tr>
<tr>
<td>Awareness of the role of headteacher</td>
<td>3 %</td>
<td>30 %</td>
<td>65 %</td>
<td>2 %</td>
<td>100 %</td>
</tr>
</tbody>
</table>

As can be seen from Table 6.1.2, there is particular mention of traditional leadership tools such as financial management and target and result management. Hence headteachers are of the opinion that there is less need for “softer” leadership skills to be consolidated, such as communication, conflict management and staff leadership. All in all, this table shows that according to municipal primary and lower secondary school headteachers themselves, there is a need for consolidation of the various leadership skills.

At upper secondary schools, heads have academic training and backgrounds as upper secondary school teachers. At vocational schools, the headteachers are also often former teachers at the schools. However, both upper secondary school and vocational school teachers have to have completed professional postgraduate teacher training and hence have teaching skills.

In general – as mentioned in Section 5 – it is true that the people with the best qualifications are employed as headteachers as positions are published. As in other areas, training, relevant further training and academic/leadership-related qualifications in general are looked at.

Apart from the legislative requirements regarding teaching skills, there are no general requirements relating to how people can gain the qualifications to become headteachers. As mentioned previously, the boards of governors are the ones who recommend the candidates with the best qualifications for employment, and hence meet the requirements for this. No changes to this area are planned.

In Denmark, there are no national programmes (prior to employment) for preparation of headteachers. However, a municipal headteacher pilot training project – Lærer til leder (Teacher to Leader) – does exist. The purpose of this is to ensure that municipalities receive additional, better applications for headteacher positions at municipal primary and lower secondary schools. This course is targeted at teachers with leadership potential and is a special diploma course offering a combination of leadership theory and practical learning in mentor arrangements for headteachers.\(^{172}\) In an evaluation of this course, which was carried out in 2005/2006, it is stated that 57 % of former course participants are working with leadership, especially as headteachers and deputy headteachers. However, it is necessary to take into account the fact that 44 % of respondents completed the course in the same year, and so can be expected to be applying for headteacher positions when the opportunity arises, and so the number of former course participants holding leadership positions could be greater than 57 %.\(^{173}\)

Decisions are made at a decentralised level with regard to supporting or introductory programmes for new headteachers. However, many headteachers at municipal primary and lower secondary schools are often offered the four-week basis course in school leadership at Den Kommunale Højskole. Sometimes, mentor arrangements are set up for new headteachers.

However, this decentralisation of decisions relating to the training of headteachers for municipal primary and lower secondary schools is queried by one Danish school researcher: “Training of headteachers rests with the municipalities. But my survey indicates that not enough municipalities are taking this seriously. In my eyes, it is wrong that people can move straight from being schoolteachers to being headteachers. Because at colleges of education, people are trained only to be teachers – not leaders. I think it is incredible that people are appointed to lead institutions with 30 to 100 employees and several hundred children without making sure they know the most basic of things. Headteachers do of course have a certain amount of administrative work to do, but there is also a need for a didactic overview which is completely different to the one teachers have,” says Lejf Moos. Jens Færk of the Danish Union of School Leaders at the Danish Union of Teachers agrees: “It is always possible to discuss how headteacher training is to be structured, because headteachers have different needs. But the municipalities should have a policy stating what training their headteachers should have undergone. If the municipalities in this respect do not have the resources to provide training, they have to get better at joining forces so that they can ensure financially that headteachers get the training they need. Because I do very much agree with the view that being a headteacher is not a matter of developing a teacher identity. But I am of the opinion that having a teacher identity must be a criterion for becoming a headteacher.”\(^{174}\)

Danmarks Skolelederforening is also of the opinion that more target-oriented training of headteachers is necessary. This is why the Association has prepared a list of requirements and expectations which the Association has of municipal employers in respect of further training. This list can be outlined in brief thus:

Training immediately following employment of a head:
- In-house introduction process, looking at the structure, personnel policy, administration and finance of the municipality.
- Mentor arrangement, with a mentor in a similar position at a different school.
- The Danmarks Skolelederforening three-day tools course for new headteachers.
- Headteacher training at Den Kommunale Højskole.
- Individual skills development plan in connection with the annual staff appraisal.

Training within the first five years of employment:
- Diploma degree in leadership or other relevant course at diploma level.

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Over the entire employment period:

- Internal municipal interdisciplinary leadership training, focusing on the procedures, service and development of the municipality.
- Participation in relevant conferences, networks, etc., with emphasis on current topics relating to school policy.
- Possible training to master’s level.\textsuperscript{175}

### 6.2 Academic development of headteachers

The range of courses on offer for the academic development of headteachers has been charted by a working team appointed by the Government and municipalities (KL) in 2005 with the aim of analysing further training of heads and teachers at municipal primary and lower secondary schools. The charting of courses on offer by this working team can be summarised in a list of formal qualifying courses and other skills development processes.

**Box 6.2.1 Qualifying courses and skills development processes for municipal primary and lower secondary school headteachers, etc.\textsuperscript{176}**

<table>
<thead>
<tr>
<th>Providers of leadership training to headteachers</th>
<th>Formal qualifying (training regulated by order)</th>
<th>Qualifying (no order)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public provision. Handled by – for example – Centres for Higher Education (CVUs), Business Schools, Universities, the Danish University of Education (DPU).</td>
<td>• Diploma degree in leadership (60 European Credit Transfer System – equivalent to one student full time equivalent) • Master's degree in leadership (60 European Credit Transfer System – equivalent to one student full time equivalent)</td>
<td>• Basic training in school leadership. • Den Kommunale Lederuddannelse (DKL).</td>
</tr>
<tr>
<td>Private provision. Handled by – for example – Center for Offentlig Kompetenceudvikling (COK), Den Kommunale Højskole and other private parties.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Basic training in leadership, which most headteachers have taken part in, takes place at Den Kommunale Højskole and covers 150 hours over a total of five modules: 1) school leadership – frameworks and conditions, 2) management and change leadership, 3) personnel leadership, 4) pedagogical leadership, and 5) optional choice from personal skills and role of head, budgeting and accounts for headteachers, leadership challenges at capacious schools.

The diploma degree in leadership is a general leadership course aimed at current and future heads in the public and private sectors. This course includes three mandatory and two optional modules. This course may be aimed at headteachers if only headteachers are included in a class. Optional modules may relate to school leadership.


A Master’s in Leadership of educational institutions is offered by the Danish University of Education and Copenhagen Business School in cooperation. The aim is to achieve practical leadership skills and consideration of leadership practice with a view to changes, etc. There are four modules, consisting of 1) strategic leadership of educational institutions, 2) optional module, 3) leadership and learning at institutions, and 4) master’s project.

In the case of upper secondary school headteachers, etc., it is possible to take a Master’s in upper secondary school education at the University of Southern Denmark. This course is arranged as a two-year part-time course and is divided into two subject areas; one focusing on leadership and the other on teaching. As far as leadership is concerned, the teaching includes the upper secondary school as an organisation, management and leadership of resources, strategic leadership and school development.

The initiative has also been taken from a central location to develop leadership skills and support headteachers in their work.

The Ministry of Education has worked together with headteachers’ associations to develop Leadership Development Projects for the municipal reform and reform of upper secondary education (LUP). This project has resulted in eight bespoke leadership development processes which are offered to headteachers at the educational institutions which will become self-governing with the implementation of the municipal reform and the institutions which will be implementing the reform of upper secondary education. The aim of these courses, which were held in 2006, is to place headteachers in a better position to deal with the reforms of years to come and to support headteachers’ own work on development of their leadership. 1200 people have participated in this course for the time being.

The following courses have been held:
- The board of governors – a new partner
- Leadership and finance
- Leadership and law
- Development of the organisation
- Leadership among agreements and rules on working hours
- Leadership in a change process
- Leadership in a professional academic world
- Quality from a strategic perspective.\footnote{Undervisningsministeriet (2006): LedelsesUdviklingsProjekt for kommunalreformen og reformen af de gymnasiale uddannelser.}

Correspondingly, the Ministry of Education was responsible for – among other things – a conference and a series of conferences under the name ULI – Undervisningsministeriets LedelsesudviklingsInitiativ, or the Leadership Development Initiative of the Ministry of Education. This initiative was targeted at institutions for vocationally oriented education, among others. This initiative included a conference entitled “Fokus på ledelse” (Focus on Leadership), the aim of which was to emphasise the conditions and criteria applicable to modern leadership of educational institutions. The Ministry of Education, headteacher organisations and representatives of institutions working in fields of education then developed courses which were held between the autumn of 2004 and the spring of 2005. Some 600 participants were involved in the courses, which were titled as follows:

- Forum for experience exchange
- Realisation of ambitions, objectives and values
- Leadership evaluation
- Benchmarking Benefits and barriers
- Financial management
- Staff law
- Staff leadership
- Working hours for teachers.\(^{178}\)

Formally, participation in academic development programmes is not viewed as a condition for appointment as a headteacher, but in actual fact this may be central to the headteacher’s execution of his duties. In a book on leadership of schools and institutions, the author points out, in particular with reference to the development of heads’ leadership skills, that: "Teacher training includes no elements involving leadership (…) and further training activities for headteachers already in employment are established only at a very late stage."\(^{179}\)

Nor do municipal primary and lower secondary school headteachers’ agreements on working hours specify any particular terms for additional or further training. Therefore, this takes place initially following specific, one-on-one discussion between the headteacher and his immediate superior.\(^{180}\) This decentralisation of the decision on academic development for headteachers is supported by a survey undertaken by the Danish Evaluation Institute (EVA) in 2006, which looked at who manages the funding for headteachers’ training which takes place at schools or in the municipality:

| Table 6.2.2 Who manages the funding for training for headteachers?\(^{181}\) |
|---------------------------------|------------------|
| The municipality                | 30 %             |
| The school                      | 17 %             |
| The municipality and the school  | 53 %             |
| Total                           | 100 %            |

Formally, the head taking part in development programmes is not a condition for acceptance of a position as headteacher. Quite the opposite: participation in leadership development is rather a requirement which headteachers themselves have to propose. In continuation of this consideration, an agreement has been entered into between the parties in connection with the agreement negotiations, indicating that development plans must be prepared for all headteachers with a view to enhancing the leadership skills of individual heads.\(^{182}\)

\(^{178}\) Undervisningsministeriet (2004): *Undervisningsministeriets LedelsesUdviklingsInitiativ (ULI)*.


6.3 **Relevant research studies**

In the present data, no evidence has been found to indicate the volumes which the headteacher preparation and development programmes should accommodate. However, please see Section 3.12 in respect of research studies regarding the core skills which headteachers have to have in order to be effective.

6.4 **Initiatives with regard to procedures**

The working team which has analysed the requirement for further training of headteachers and teachers at municipal primary and lower secondary schools recommends — with reference to the Government foundation — that the existing diploma degree in leadership be extended “so that headteachers have modules specifically targeting leadership of municipal primary and lower secondary schools within the frameworks of the general leadership training. There is no question of a new diploma degree in school leadership, but of developing two mandatory modules focusing on school leadership and including these instead of the two optional modules for a diploma degree in leadership.

“In specific terms, headteachers completing a diploma degree in leadership focusing on school leadership will continue to take the three presently mandatory modules for a diploma degree in leadership: 1) Personal leadership, 2) Leadership and staff, and 3) Leadership and organisation. The CVUs will be able to continue to tone these modules for a specific target group, e.g. headteachers, as long as the municipalities select this form, but it will also be possible for the CVUs to compile mixed classes of headteachers and other types of head. In addition, headteachers will have to take two mandatory, function-specific modules: 1) Pedagogical leadership and 2) quality control, quality development and evaluation at municipal primary and lower secondary schools. Finally, the mandatory concluding project must take as its starting point individual headteachers’ problems of relevance to organisation and development by and within their own schools.”

The working team proposes that these two new modules be developed in cooperation between the Ministry of Education, the Association of County Councils in Denmark and the CVU Danish Rectors’ Conference so that these modules can be offered from 2007 as an integral part of the diploma degree in leadership.

The working team has sent out questionnaires to municipal primary and lower secondary schools and so identified the assessments of a large number of headteachers in respect of the future requirement for further training. The heads’ assessments in respect of the future requirement for leadership training are ranked below.

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Table 6.4.1 Future skills requirements

<table>
<thead>
<tr>
<th>Rank of training requirement</th>
<th>Skills requirements</th>
<th>Number of respondents who expressed a requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Evaluation/quality development</td>
<td>69.6 %</td>
</tr>
<tr>
<td>2.</td>
<td>Coaching and supervision</td>
<td>55.5 %</td>
</tr>
<tr>
<td>3.</td>
<td>Strategic leadership</td>
<td>50.1 %</td>
</tr>
<tr>
<td>4.</td>
<td>Team leadership</td>
<td>47.4 %</td>
</tr>
<tr>
<td>5.</td>
<td>Financial management</td>
<td>42.7 %</td>
</tr>
<tr>
<td>6.</td>
<td>Human resources</td>
<td>36.8 %</td>
</tr>
<tr>
<td>7.</td>
<td>Communication</td>
<td>36.5 %</td>
</tr>
<tr>
<td>8.</td>
<td>Pedagogical leadership</td>
<td>35.8 %</td>
</tr>
<tr>
<td>9.</td>
<td>Own role as head</td>
<td>35.4 %</td>
</tr>
<tr>
<td>10.</td>
<td>Negotiation technique</td>
<td>32.5 %</td>
</tr>
</tbody>
</table>

As can be seen from the list above, 70 % of headteachers indicate that they need skills development in the field of evaluation and quality development. More than half of headteachers cite a need for academic development in the field of coaching and supervision, strategic leadership and team leadership.

As its last new initiative, the Ministry of Education has decided to offer training to members of boards of governors at self-governing institutions.

6.5 Innovative approaches

It is assumed that the institutions and parties responsible for leadership training are working with the subject. Among other things can be cited the new Master’s degree in leadership of educational institutions which is being offered by the Danish University of Education in cooperation with Copenhagen Business School. The purpose of this course is to give students research-based further education which assists with professionalisation of leadership work. Students acquire knowledge which may form a background for consideration of change leadership, as well as an pedagogical and academic teaching insight with a view to strengthening the leadership of staff members' work on development of pedagogical practice.

In addition a new quality control council has been established under the auspices of the Ministry of Education, as mentioned in Section 2.3.1.

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7. Conclusion: tendencies, strengths, weaknesses and perspectives

In this section, we will be outlining in the first instance the primary tendencies applicable to basic conditions for leadership. Secondly, this review forms a basis for an outline of strengths and weaknesses. Thirdly, we will be looking at perspectives for the municipal primary and lower secondary schools, upper secondary schools and vocational schools of the future.\textsuperscript{186} It must be emphasised that it will be necessary to outline principal elements of the general, “average” leadership situation in Denmark in line with the entire OECD reporting concept, which does of course mean that some readers will be able to find individual specific examples which do not necessarily fit in with the descriptions and assessments in this concluding section.

7.1 Primary tendencies

As can be seen from the list in Box 7.1.1, the first columns shows primary tendencies in basic conditions and primary tendencies in leadership practice. The ten points used to categorise the primary tendencies have been devised on the basis of the responses to the OECD questions. This list structures information and makes apparent similarities and differences in the various leadership conditions across the three major areas of education.

When “leadership” is referred to in the list and on the following pages, this must be understood as the discipline of leadership or the subject of leadership. Pedagogical and administrative leadership, etc. are regarded as subareas of the overall set of tasks undertaken by heads.

\textsuperscript{186} Please see Section 2.1 in respect of the division of educational institutions into elementary schools, upper secondary schools (including higher preparatory and adult upper secondary level courses) and vocational schools, etc. (including business and technical colleges, agricultural colleges and social and health care colleges). It must be noted, however, that SOSU colleges have a special status as they have been categorised as vocational schools but will not become self-governing until 2007.
## Box 7.1.1 List of primary tendencies in respect of school leadership

<table>
<thead>
<tr>
<th>Primary tendencies for leadership</th>
<th>Municipal primary and lower secondary schools</th>
<th>Vocational schools</th>
<th>Upper secondary schools</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2. General leadership structure</strong></td>
<td>Local authorities, board of governors and headteacher.</td>
<td>Board of governors and principal (headteacher).</td>
<td>Board of governors and principal (headteacher).</td>
</tr>
<tr>
<td><strong>3. Finance/ students/ customer segment</strong></td>
<td>Both municipal primary and lower secondary schools and private elementary schools offer a basic education, and hence there is a certain amount of competition for students.</td>
<td>There has been competition for students/customers since 1991.</td>
<td>There has been greater competition for students since 1 January 2007/2008.</td>
</tr>
<tr>
<td><strong>4. Courses on offer</strong></td>
<td>Relatively small range, with few courses.</td>
<td>Broad range, with lots of courses on offer.</td>
<td>Relatively small range, with few courses.</td>
</tr>
<tr>
<td><strong>5. Teachers</strong></td>
<td>The teaching staff are homogeneous and relatively reticent in respect of leadership (pedagogical leadership is involved).</td>
<td>The teaching staff are heterogeneous and leadership is integrated in the organisations to an increasing extent.</td>
<td>The teaching staff are homogeneous and relatively reticent in respect of leadership (pedagogical leadership is involved).</td>
</tr>
<tr>
<td><strong>6. Understanding of working hours, local regulations on working hours</strong></td>
<td>Local agreements may result in clear-cut time management.</td>
<td>Formally, and in relative terms, there is more &quot;collective time&quot; for school development.</td>
<td>Agreements may result in clear-cut time management.</td>
</tr>
<tr>
<td><strong>7. Measurements, evaluation and quality</strong></td>
<td>Discussions and initial tradition for systematic evaluations – PISA and grading of students are examples of quality measurements.</td>
<td>Systematic quality measurements are implemented at vocational schools.</td>
<td>Culture of discussion on quality, and initial tradition for systematic evaluations – grades are examples of quality measurements.</td>
</tr>
<tr>
<td><strong>8. Leadership culture</strong></td>
<td>The leadership culture does not take up much space in relation to the pedagogical culture which dominates.</td>
<td>Leadership is a natural part of the culture.</td>
<td>The academic culture takes up the most space, and the leadership culture has often been consensus-seeking in the past – often in relation to councils and committees.</td>
</tr>
<tr>
<td><strong>9. Leadership skills</strong></td>
<td>Historically limited emphasis on leadership, but leaders are now receiving some training in leadership (courses, etc.).</td>
<td>Increasing focus on leadership skills since 1991.</td>
<td>Historically limited emphasis on leadership as an academic discipline.</td>
</tr>
</tbody>
</table>

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187 This list has been inspired by Klausen, Kurt Klaudi (2004): *Strategisk ledelse – de mange arenaer*. In particular, Section 4 on strategic leadership at upper secondary schools and business schools.
7.1.1 Background

Much of the Danish education system, including municipal primary and lower secondary schools (folkeskoler) and post-compulsory education, is based on a simple management model with local responsibility and decision-making powers within the scope of the objectives and frameworks set nationally. Education legislation and orders establish the objectives, content and frameworks of the courses, while at the same time powers have been transferred locally to boards of governors and headteachers for them to deal with the national guidelines in organisational practice.

The finances of the self-governing educational institutions are based on a simple financial control system whereby the main principle for allocation of resources is the number of students over the year multiplied by the grant per full time equivalent student. Each course or course area has its own taximeter rate which is adopted by the Folketing in the Finance Act for the year.

Therefore, the finances of the installation are essentially made up of the number of students over the year multiplied by the grant per full time equivalent student, which means that it is necessary to attract as many students/customers as possible to the educational institutions. If there are not enough students, there is a risk that the institutions will have to close.

Vocational schools switched to this financial system in 1991, and since then they have had the opportunity to work with the altered management and leadership basis for the work of the institutions. Upper secondary schools (as of 1 January 2008) and social and health care colleges (as of 1 January 2007) will also be subject to the same financial management system. Municipal primary and lower secondary schools are also managed and led locally, but not using the same nationwide State financial management model, as the 98 municipalities may distribute their resources in their own ways within the scope of the municipal financial framework which is created on the basis of municipal tax collection and block grants from the State once a year. Thus it may be stated that the comparability across the board is made more difficult by the use of differing financial management models and different times for the introduction of new financial management.

7.1.2 Leadership structure

Simple political management and leadership of schools has been built up in parallel with the financial management outlined above. As reported in our response to the OECD on this point, boards of governors and headteachers at each and every educational institution maintain responsibility for the development and running of the school within the scope of national objectives and frameworks. These conditions are applicable to all post-compulsory education, even if they will be introduced at different times.

Essentially, this is the same simple leadership structure which is applicable to municipal primary and lower secondary schools, although the boards of governors do not have entirely the same powers as the other boards of governors due to the fact that the municipal council holds overall responsibility for municipal primary and lower secondary schools. For example, by law it is the municipal council, not the board of governors, which holds actual responsibility for employment of the headteacher.

The interaction between the board of governors and management is crucial to the development and running of the school. The boards of governors, which are made up of members from education policy and labour market policy stakeholders, are hereby given a democratic opportunity to become involved in the development and running of the schools in communication with headteachers.
Pluss Leadership has previously implemented a questionnaire survey for the Ministry of Education among chairmen of boards of governors at vocational schools. Here, one of the main conclusions was that the boards of governors at the self-governing vocationally oriented educational institutions do a good, sound job of running their boards of governors. However, there is always potential for development, to “make good board of governors work better”.

According to this OECD response, the primary challenge faced in this respect involves expanding upon, profiling and developing quality for governor work and the interaction of the board of governors with the general management within the scope of simple, straightforward responsibility and skills structures on both a central and a decentralised level.

7.1.3 Finance, student, customer foundations, plus segments for schools

Decentralisation of financial responsibility and the increase in local scope means that many self-governing educational institutions will also have to start thinking in terms of finance to a greater extent and start to think about how they run their institutions with regard to the surrounding society. The institutions are responsible for their own success or disaster when it comes to attracting and retaining students, and also when it comes to regenerating content and quality within the frameworks specified. Upper secondary schools offering generally educative courses have been viewed as highly prestigious in Danish society for several centuries now. Traditionally, large numbers of people have applied for places at upper secondary schools – and this tendency has actually become even more widespread over the past few years. As regards the former/traditional allocation of resources, there has been no direct link between resource allocation and the number of students for the year, as is the case with taximeter funding. The transition in this field will also be a major leap for upper secondary schools.

There is not that same direct link between the number of students and resource allocation at public municipal primary and lower secondary schools as is seen at schools subject to taximeter funding. With the municipal self-government prevalent in Denmark, specific financial control is determined by municipal councils in municipalities all over the country. On the other hand, the number of students for the year at vocational schools and private educational institutions is crucial to the size of the taximeter-based grants received, and hence to financial success. Over the years, it has been demonstrated that applications to vocational schools are relatively sensitive to market fluctuations.

According to this OECD response, the primary challenge faced both now and in the future is to link new financial management models focusing on supreme quality of the core service – instructive teaching that provides motivation – and development of the operating functions of the organisation.

7.1.4 Range of courses on offer

The range of courses on offer at vocational schools is broad and varied, and hence corresponds to the breadth and depth of the social task of providing education which is undertaken by these schools. By way of comparison, the range of courses on offer by upper secondary schools and municipal primary and lower secondary schools is less varied.

One challenge facing post-compulsory education will be to reinforce cooperation across the different types of school so that it will be possible to create – to an even greater extent – a broad spectrum of opportunities in relation to the development requirements of the times.

7.1.5 Teachers

The staff at vocational schools are heterogeneous in the sense that they have varied backgrounds in terms of education and profession. Compared with staff at vocational schools, staff at upper secondary schools and municipal primary and lower secondary schools are homogeneous because they are university and college-educated teachers. On all courses, it is traditional for teachers to use their profession, academic abilities and academic organisation to influence working conditions and structures at their schools. But
relatively speaking, there are differences – compared with the general management – in general attitudes towards leadership at schools. At vocational schools, leadership is regarded to a great extent as having become a more or less integral part of the running and development of the schools. This may be due in part to the fact that – for example – some of the former heads opted to leave their positions in connection with the reform which took place 1991, and that new heads using modern forms of leadership have started working at vocational schools. Leadership is an integral part of upper secondary schools and municipal primary and lower secondary schools to a lesser extent. That said, a lot has happened over this past few years in the form of specific structural leadership and practice changes, while at the same time leadership courses and training have always to be assumed to be altering leadership status at upper secondary schools and municipal primary and lower secondary schools. There is great emphasis on pedagogical aspects at upper secondary schools and municipal primary and lower secondary schools.

According to this OECD response, the primary challenge faced – particularly at municipal primary and lower secondary schools and upper secondary schools – is to develop strategic leadership in cooperation with teachers and stakeholders as an integral part of the development and running of the school in interaction with pedagogical theory, culture and habits at the institutions.

7.1.6 Understanding working hours (including rules on working hours)

In a speech at the annual Sorø meeting, one principal stated that agreements on working hours for upper secondary teachers are “...stiff, inflexible and impede leadership and development.” A similar conclusion drawn by an analysis of the working hours of municipal primary and lower secondary teachers is worded as follows: “Regulation of the working hours of municipal primary and lower secondary teachers is wideranging, detailed and intervenes in great depth in leadership rights. Regulation of the content of those working hours goes a lot further than is the case for other public employees.”

At municipal primary and lower secondary school level, around three-quarters of top headteachers at such schools declare that they agree either wholly or in part with the notion that the present agreements/contracts relating to working hours constitute a significant barrier to implementation of leadership at municipal primary and lower secondary schools. This is because these agreements on working hours are complex and take a lot of time for the heads to administer, because they may contribute towards souring the relationships between teachers and heads, and because such agreements help to promote a “contract work culture” which stands in stark contrast to the value base of the schools. The teachers’ agreements on working hours were entered into on the basis of a well-founded intention to ensure good, reasonable working conditions for teachers. However, surveys indicate that central and local agreements “– depending on how shop stewards, other staff and the local teaching community see it – may restrict collective organisational awareness at schools and hence affect the opportunities of headteachers to stimulate development of the school’s pedagogical practice.”

Nowadays, the rules on teachers’ working hours can be so strict that this obstructs flexible, specifically targeted teaching. Therefore, it is of central importance that the school’s leadership be assured of the requisite scope for leadership so that there are links between the new requirements for reform and the frameworks for the conditions for the essential work being done.

Thus the primary challenge is to ensure that the heads at schools have the leadership scope they need to create and develop, and to ensure that there are links between the new reform requirements and the frameworks for working conditions.

188 Christiansen, Jørgen, Principal at Amtsgymnasiet in Hadsten (2006): Aktuelle ledelsesudfordringer i gymnasierne. Address at Sorø meeting, held on 3 and 4 August 2006.
7.1.7 Measurements, evaluation and quality

Vocational schools are becoming more and more involved in gauging schools’ initiatives and effects. That is to say, that over the years an evaluation culture has grown up at many vocational schools, where there is emphasis on issues such as strategy, organisation and leadership from a quality perspective. Emphasis on quality at vocational schools is also a factor. There has been a basic desire to create an overview of the quality of courses, and in the light of this the Ministry of Education has published data on quality. In a publication dating back to 1998, it was concluded that quality in the education system is not a unique factor, and that it is not immediately possible to gauge quality in a way that is both simple and comprehensive. A lot has happened in the field since then. Vocational schools now use various quality modules such as self-developed models, EFQM, TQM, ISO, ethical accounting, etc.

Upper secondary schools have carried out systematic surveys, generally not to the same extent as vocational schools, although they have used “quality dialogue” as a pivotal point for quality development to a greater extent. However, there are also examples of exceptions among upper secondary schools, such as quality systems about to be introduced. In this field, too, developments are showing a tendency to provide incentives towards more evaluation in preference to just giving marks.

At municipal primary and lower secondary schools, there is historically no tradition of systematic gauging, evaluation or quality assessment. Quality is discussed when talking about pedagogical work. The Government has introduced national tests for students, which provide measuring points which headteachers can use in their quality development work for their schools. As a general tendency, it must be assumed – given the data available – that municipal primary and lower secondary schools at present, like upper secondary schools, are working with systematic quality measurement to a very limited extent. Here, too, there may be specific local deviations from the average scenario described.

According to this OECD response, the primary challenge is to create even stronger leadership emphasis on development and enhancement of an intelligent, logical (for participants) evaluation culture, and as part of this to set up, develop and pass on systematic quality measurements. The challenge is to secure information for school leadership which is as precise and useful as possible so that decisions can be made on as well-informed a basis as possible.

7.1.8 Leadership culture

At vocational schools, the leadership culture is characterised by the fact that these institutions have been functioning as self-governing institutions for a number of years now. At municipal primary and lower secondary schools and upper secondary schools, the primary emphasis is on education and academic abilities related to teaching, while at the same time collective management has an important part to play. Leadership appears to be restricted by a number of conditions at upper secondary schools and municipal primary and lower secondary schools, such as being able to be central and having local contracts and agreements on working hours, etc., as well as the local interpretation of rules, including unwritten habits and norms at schools. Traditions and history probably have a central part to play. Weak mobility between headteacher jobs at municipal primary and lower secondary schools and in post-compulsory education may be one possible explanation as to why history and traditions maintain a strong position as part of the culture at upper secondary schools and municipal primary and lower secondary schools, when emphasis at these schools is on leadership and cooperation. At the same time, there is also increasing emphasis on delivery of a leadership culture by means of various strategic initiatives at schools: the content reform at upper secondary schools, for example, has acted as a driving force here.

According to this OECD response, the primary challenge is to create scope and content for leadership by means of teachers’ and other stakeholders’ affiliation to the necessary, legitimate implementation of leadership which is a logical consequence of the ambition for decentralisation, the reforms and challenges of globalisation which Denmark faces.
7.1.9 Leadership skills
Since 1991, vocational schools have been forced to deal with the challenges linked with an existence on market-like terms. This has necessitated the development of leadership skills so that schools have been able to attract students – and hence taximeter funding. Historically, there has been no strong emphasis at upper secondary schools on leadership as an academic discipline. As at municipal primary and lower secondary schools, the emphasis has been on education and academic abilities, while strategic and holistic leadership have not yet attained a central position at schools.

According to this OECD response, the primary challenge is to greatly further the necessary management skills at schools and to support this by means of education at a high academic level. Trial and development projects focusing on organisation and leadership should be initiated. Good examples and effective practice must be made available to the mutual benefit of leaders so that they can build on one another’s experiences. This practice learning in the form of well organised, specific trials could be of great significance to other schools which are also looking for routes and objectives at a time where no consensus exists with regard to good leadership and learning.

7.1.10 Strategic leadership and innovation
The enhanced local framework and structure of financial incentives has probably helped make the vocational schools think in terms of community perspectives and strategies. At the same time, innovation in the form of quality measurements and development have taken on a central position in respect of organisation development. Allowing society parameters to play a proactive part in leadership is not yet widespread at upper secondary schools or municipal primary and lower secondary schools. Implementation of leadership has primarily involved leadership within specific areas, such as pedagogical, staff-related and planning-related issues. In the light of the globalisation strategy, innovation is crucial in order to modernise courses.

According to this OECD response, the primary challenge involves developing a strategic leadership culture with a local, national and global perspective to allow schools to function in interaction with a society that is altering at a rapid pace – while at the same time ensuring that students’ specific needs for communication, learning and development are reflected in the times in which we are living.

7.2 Strength and weaknesses
As regards the response to the OECD question on strengths and weaknesses in management and school leadership in Denmark, we would like to start below – like in Section 7.1 – with primary tendencies in basic conditions, after which we will point out strengths and weaknesses in leadership practice in the light of these.

Strengths and weaknesses in basic conditions for leadership
Making independent municipal primary and lower secondary schools and institutions offering post-compulsory education, in the form of self-government, boards of governors and institutional leadership, is a clear strength in the basic conditions for leadership endeavours at schools. The vision of decentralisation from the late 1980s has been realised in many ways, and it has shown strength in its simplicity and opportunities for closeness in the interplay between students, teachers and heads at schools in Denmark. This does not mean that activities are not arising and do not exist which break away from that vision. But the vision lives on, and has been implemented to a great extent in the reform work – including in work with basic conditions for leadership.

Competition for students may – other things being equal – help to ensure proactive efforts to create attractive courses and teaching premises, which is therefore a strength for the development of conditions for leadership practice. However, mobility for families with children and young people as regards their choice of schools is limited by a number of factors that have nothing to do with the schools. In rural areas in Denmark, where there may be – for example – just one municipal primary and lower secondary school and no other public or private elementary schools, that municipal primary and lower secondary school will actually hold a
“school monopoly”. In other words, there must be a genuine choice between schools and courses on offer so that children, young people and their parents have a genuine choice to make – and this is where the competition lies. These options exist to a greater extent in urban areas, where the range of courses on offer is at its greatest. For comparison in general, it is assumed that the competition for students in further education is greater as mobility is much greater among older young people and adults than it is among families with children and young people looking for elementary schooling and post-compulsory education.

Strengths and weaknesses in leadership-related basic conditions create framework conditions for specific leadership practice at municipal primary and lower secondary schools, upper secondary schools and vocational schools. Basic conditions for vocational schools, focusing on local responsibility and leadership, have been in force since 1991, which may lead to expectations that leadership practice at vocational schools has been adapted to a greater extent to conditions such as self-government than is the case at upper secondary schools, for example, which switched to corresponding leadership conditions as late as 2007. Basic conditions for vocational schools and upper secondary schools will thus be different to those for municipal primary and lower secondary schools, as – among other things – municipal primary and lower secondary schools do not receive taximeter funding in accordance with the State resource allocation model, but are covered by municipally defined allocation keys and arrangements.

**Strengths and weaknesses in leadership practice**

The leadership-related basic conditions must be considered to be a strength as regards the development of leadership practice at vocational schools via – for example – emphasis on systematic quality measurements, including leadership, staff, customers and society perspectives. The basic conditions may perhaps have made systematic quality measurements a necessity. However, it must be noted that there always is the major challenge of implementing quality work in reality in the classroom. Documentation requirements in connection with systematic quality measurements may otherwise – contrary to intentions – obstruct specific leadership work, because headteachers need a relatively large amount of time for documentation/administration.

The fact that a relatively large number of headteachers at municipal primary and lower secondary schools have completed leadership courses and training, and that new courses are being developed/prioritised, is a strength. New measures are constantly being formulated from a central level as well which will place headteachers of educational institutions in a position to deal with their roles as leaders. At the same time, and in line with this, many headteachers themselves state that they want to develop their leadership skills in various areas.

It seems that leadership practice at upper secondary schools and municipal primary and lower secondary schools includes classic leadership behaviour in respect of strategy, innovation and organisation development only to a small extent. This is a weakness in the light of the demands for education from the globalisation strategy. Headteachers have been predominantly focused on pedagogical and academic conditions and less on stakeholders, partners, students and parents in society. As mentioned by an upper secondary school principal at the annual Sorø meeting: “With both a content reform and a structural reform – and both at once, at that – there are good grounds, to a greater extent than before, to focus on leadership of institutions. The leadership-related challenges are certainly worth seeing.”

Leadership at municipal primary and lower secondary schools and upper secondary schools at the moment do not have optimum framework conditions, sufficient scope or influence in schools. It would appear that the abilities and opportunities to exercise school leadership are not present at all schools to a sufficient extent – to answer another of the OECD questions. Evaluations and systematic quality measurements are not prevalent at municipal primary and lower secondary schools and upper secondary schools, and this is a weakness as demands are being made by politicians and the public for information on further development of education processes and results, cf. for example the globalisation strategy. However, it must be emphasised that extensive paperwork on well thought-out, systematic measurement and evaluation systems

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is not necessarily the natural response to leadership and quality challenges. In parallel with this, the systematic quality measurements of vocational schools are not, per se, evidence of the implementation of appropriate and modern leadership practice at all vocational schools.

### 7.3 Outlook

The vision dating back to the 1980s, of educational institutions in Denmark being made independent by means of self-government, boards of governors, objective resource allocation and institutional leadership, is very much a success story from both a central and a local perspective. An analysis of the management system of the education sector has demonstrated this.

The transformation processes of the last 20 years originate from the fact that leadership skills do exist or will exist locally for dealing with the major, complex challenges in the markedly altered leadership situations in respect of:

- Students
- Competition
- Boards of governors
- Self-government
- Stakeholders
- Taximeter funding
- Independence.

A survey from DPU shows, for example, that newly trained teachers do in fact feel they are well equipped to deal with the academic challenges, but are afraid that they will not be able to communicate their academic abilities due to anxiety and other “non-academic” challenges in the classroom. Being a teacher for a class also involves being a leader for students – and leadership skills are not specifically worked on at colleges of education.

As regards further development of the success with decentralisation and management, our OECD response indicates that the outlooks are good as regards the following:

- The concept of strategic leadership must be developed and further emphasis placed upon it in relation to leadership of educational institutions.
- The foundation must be laid for a collective understanding of what is important as regards leadership of educational institutions. All parties concerned must be made aware of which issues are of central importance and which are less significant in respect of leadership of our educational institutions.
- Balanced requirements must be laid down with regard to evaluation and reporting, ensuring a non-bureaucratic, objective-oriented, instructive approach.
- Cooperation must be stepped up with headteachers with regard to additional transparency and tools for the documentation of key information. Our objective is to create information for school leadership which is as precise and as useful as possible.
- Trial and development projects focusing on organisation and leadership should be initiated. Good examples and effective practice must be made available to the mutual benefit of leaders so that they can build on one another’s experiences.
- A number of them must have had formal leadership training. As things stand at present, nowhere near enough headteachers have had formal leadership training. In particular, skills relating to processes and strategy must be reinforced.
• Education policy initiatives demand more scope for leadership. Inadvertent formal and informal restrictions on leadership must be modified, including rigid and inflexible central contracts and agreements. As many decisions as possible must be made locally at schools, where they will prove useful.

Given the outlook for the future, emphasis on leadership and development of leadership could directly follow the direction of reform which the Ministry of Education has stood for over the past 20 years. This is due – not least – to the fact that the management model via the management analysis has been "approved" and must also undergo further development, with more transparency and strategic quality assessment. One of the central initiatives is in connection with the development of collective resource accounting for self-governing institutions at post-compulsory education level, among other things, which must include measurements of important/critical activities at the institutions which may be of use for the running and development of the institutions and to meet the wishes of politicians and the central administration for more information on activities at a local level.

So to summarise: it may be specified that in the future, the emphasis – both locally and centrally – will be on:

• strategic leadership
• organisation development
• leadership, motivation and learning
• operational management, along with simple, non-bureaucratic process and result measurements which support work at schools.

Basic conditions and the existing leadership practice are pointing to this, to a time when Denmark will be at the forefront of our knowledge society.
8. List of sources

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8.2 Secondary literature


