

**ATTRACTING, DEVELOPING AND RETAINING EFFECTIVE
TEACHERS**

**OECD Activity
Country Background Report
Denmark**

**Centre for Higher Education, Greater Copenhagen
CVU Storkøbenhavn
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This report was prepared for the Ministry of Education as an input to the OECD Activity *Attracting, Developing and Retaining Effective Teachers*. The document was prepared in response to guidelines the OECD provided to all participating countries. The guidelines encouraged the author(s) to canvass a breadth of views and priorities on teacher policy issues. The opinions expressed are not necessarily those of the national authority, the OECD or its Member countries.

FOREWORD

In a communiqué sent out by the OECD's Ministers of Education in April 2001, *Teaching and Learning* was nominated as one of four focus areas in the field of education.

Consequently, the OECD's Education Committee decided to include *Promoting Quality Teaching and Learning* as an area of interest in its working programme. On an expert meeting in January 2002, this item of the programme was concentrated in the direction of *how to attract, recruit, develop, and retain effective teachers*.

Confirmed by representatives from the OECD countries in March 2002, the overall purpose was laid down in this way:

The overall purpose of the Activity is to provide policy makers with information and analysis to assist them in formulating and implementing teacher policies leading to quality teaching and learning at the school level

The starting point for the entire OECD report is a country report prepared by each of the participating OECD member countries according to a template drawn up by the OECD.

The Centre for Higher Education, Greater Copenhagen (CVU) has through the Ministry of Education had the opportunity of working out the Danish country report. This is a task which we have accepted with pleasure because of the present acute need for establishing on a national level and in an international reflection a qualified basis for the completion of the project's overall purpose.

Furthermore, CVU Greater Copenhagen is with its two colleges of education (Blaagaard Seminarium and Københavns Dag- og Aftenseminarium) the Danish centre for higher education with the largest concentration of teachers' training in its construction.

According to an agreement with the Ministry of Education, CVU has the sole responsibility for the analyses and assessments.

We hope that this country report in itself and as a part of the total OECD report will establish a considerable basis for future further initiatives for attracting, recruiting, developing and retaining effective teachers for the benefit of the development of Danish society.

Finally we would like to take the opportunity to thank the many interested parties who by their contributions in a National Advisory Board and a special working group have given highly competent responses to the preparation of this report.

Mayor Ove E. Dalsgaard
Chairman of CVU Storkøbenhavn

Laust Joen Jakobsen
Principal of CVU Storkøbenhavn

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EXECUTIVE SUMMARY

During the past 10 years, the relationship between the training of teachers, the qualifications of teachers and the school as a workplace has changed drastically. The training of teachers has shifted from a general education to a subject didactic and professionally broadly based education. The reason for this shift has been a wide political wish to improve the quality of the training and to get better qualified teachers with the competence needed to deal with a more internationalised labour market. The schoolchildren must meet a Folkeskole which is capable of endowing them with a thorough knowledge of the subjects' contents, personal competence, a reflective relationship with their own development and an acceptance of and tolerance for the dissimilarities of other cultures.

The school system is about to handle growing challenges in society, while teachers are getting older and the profession's status is declining. Consequently, this report is directed both at the elementary school area and the training of teachers, and on specific areas, descriptions from the adjacent parts of the education system will be included. On the basis of the guidelines from OECD's secretariat, the report is subdivided into 6 chapters.

The first chapter describes the *political, demographic, economic and cultural development, which forms the school and the challenges to the teachers' profession*. In the Danish education system, attention has been directed towards a clearer organisation of the learning processes. At the same time, a closer relationship between users and institutions has become a political core issue in Denmark during the last 15 years. For this reason, reforms in education policies have to an increasing degree tried to accommodate the sometimes-contradictory demands and expectations, which e.g. parents, have put on the teachers, the school and the teaching. One central element is the change of the traditional teacher and pupil roles. The pupils are to a larger extent co-responsible for their own learning; they must be able to identify and formulate the learning problem themselves, as well as solve the problem and evaluate possible solutions independently. To a larger extent, the teacher plays the role of the tutor; a source for inspiration and criticism of the pupils' works. They focus on group work, cross-subject and interdisciplinary projects and connections between theory and practice.

The second chapter continues with a description of the *characteristics of the school system*, including the upper secondary system and vocational education, both the structure of the educational programmes and their organisation and political control. There are 9 years of compulsory education in Denmark, but no compulsory school attendance. The public Folkeskole takes care of most of the education assisted by the private schools, i.e. basic schools and lower secondary boarding schools, as well as special schools for severely disabled pupils. According to the Act on the Folkeskole, the school must both further the pupils' acquisition of knowledge, skills and working methods and prepare them for a life in a society based on democracy. The school works in close cooperation with the parents. The individual pupil's abilities and preferences are used as a starting point. The pupils are normally taught in classes and stay together during the entire elementary and lower secondary level. Within the framework of the class there is differentiated teaching. In Denmark, the education system is funded either by the state, the counties or the municipalities. There is a supplementary parents' fee for the free basic schools.

The third chapter throws light on the *attracting of motivated people to the teaching profession*. The first projection for a future shortage of teachers originates in the early nineties, when colleges of education had been shut down and unemployment was still high. The central instrument of control was the colleges of education's framework of admission. The shortage of teachers was unevenly distributed across the country; it was greatest in the country districts and smallest in the major towns. From the mid-90s onwards, the recruitment of qualified applicants for the colleges became an increasing problem. During the past few years, the possibilities of widening the scope of recruitment by re-training other professional

groups, e.g. candidates from the universities, engineers and pedagogues have been discussed. Recruitment of staff without completed teacher education has mainly been an issue in certain regions. In 2002, teachers' certificate courses with a duration of up to 2 years have been established. However, everyone agrees that it is also necessary to improve the schools' image and ensure good introductory schemes for new teachers.

The fourth chapter throws light on *basic, supplementary and further training of teachers*.

The teacher's general educational competence to work with the comprehensive development of children is continuously being compared to the teacher's need for specializing in teaching fewer subjects or particular age groups. With the educational reform of 1997 it was decided that the teacher should specialize in 4 main subjects, including Danish and Mathematics, all with a strong subject didactic focus.

Completing the training gives competence to cover elementary and lower secondary levels from the 1st to the 10th grades.

The supplementary and further training options for teachers include an actual profession-oriented system, which is being thoroughly revised in these years, in addition to a general system based on traditional academic educational institutions, municipal education offers and private offers. With a body of laws in 2000 for adults, a parallel structure to the ordinary education system was created. It is a structure based on a continuous active interaction between further education and experiences from professions based on three levels, corresponding with the levels for the further and higher education, KVVU, MVU and LVU, respectively. This means that teachers are offered training for a diploma in Educational Studies, and training at graduate and Master's levels.

The fifth chapter throws light on the *recruitment, selection and hiring of teachers*.

Recruitment and hiring of employees in public institutions is closely connected with decisions on staff policy. At the same time, the public sector is being reorganised from being centrally controlled by regulations via a decentralized aim and framework control towards models with a division between those who commission and those who execute. The latter has meant a higher degree of free choice for the users. Decentralization has moved competence to individual institutions (schools), which in business plans lay down how they will carry out aims and frameworks defined by the state as well as by the municipal authorities. The school area is very extensively decentralized but also very diversely organized.

Taking in new professional groups can mitigate the shortage of staff, and it can be done by retaining more of those who are already employed. Recruitment and retention is e.g. encouraged by creating good and interesting workplaces with opportunities for development, by showing good leadership and by appreciating the individual employee. Both teachers and municipalities agree that a good physical and psychological working environment combined with development of competence is very important. Today, many young people wish to shift between different workplaces during their career. They are attracted to workplaces, which can offer challenges, by means of colleges, responsibilities and environment. It is therefore a challenge for the municipalities to make visible the many possibilities they can offer to fulfil their wishes.

The sixth chapter throws light on the *retention of effective teachers in the school*.

It is necessary both to have a senior policy and to make a particular effort to prevent worn-out teachers from being forced to leave school. Experienced teachers should have the option of reduced working hours and primarily teaching subjects they feel comfortable with. The newly appointed must have a soft transition from study to labour market, e.g. by having the schools carry through introductory and interim programmes.

The Act on the Folkeskole demands that the schools provide differentiated teaching, and that teachers must cooperate in lesson planning. This change has implied a growing strain on some teachers, particularly those

who perceived the demand for cooperation as interference in the professional autonomy. Since cooperation also requires the development of new competence to participate in teams and risk of too many meetings if the organisation of meetings is not handled professionally, strains on the working environment have been observed. Summing up, four types of political initiatives which aim at retaining teachers on the labour market are pointed out: management and organisation development, a broad labour market policy, New Salary¹ and a reform of the early retirement scheme.

¹ General reform of the salary scale for state, county and municipal employees. Includes basic salary, merit award, duty award and achievement benefits.

”The Folkeskole which new teachers meet has (...) changed (...). The fact that the children are the parents’ projects has resulted in more “individually oriented children”. At the same time, many people expect the Folkeskole to solve a far greater number of the problems in society. The parents demand that the school provides more services, and at the same time there is more focus than before on pupils’ proficiency, evaluation and documentation. (...)

Seen from the opposite perspective, the “project children” make new demands on teachers and the organisations of teachers’ training. The shortage of teachers also make demands on the municipalities and the school management that they should create an attractive workplace, both when it comes to recruitment and retention of new and younger teachers and when an effort is made to make senior teachers stay another year or two in the school.”

(Question about teacher shortage. Folketinget, the Danish Parliament, 2 May 2001)

“We have reviewed some of the development options for our schools. The more optimistic of these could be jeopardised if a serious teacher shortage occurs. We need to explore together strategies to attract and retain high-quality teachers and school principals.”

(Investing in Competencies for All, p.4. OECD Education Ministers, 2001)

INTRODUCTION

1. The quality of teaching is one of the most important factors in the pupils’ learning. This quality is not only determined by the teachers’ professional skills – important though they are – but also by the teachers’ conditions. Good teachers become better teachers if they are offered relevant support and challenges, and if their effort is appreciated. Thus, a policy that wants to make the teachers’ profession attractive must both be conscious of attracting skilful young people and supporting a continued development of competence in a challenging professional environment.

2. Educational research indicates to an increasing extent that the investment in teachers is probably the most decisive singular factor of importance to the pupils’ learning. Nonetheless, the intensified demands in a knowledge society, the still more culturally complex and individualised pupil groups and a aging population of teachers can be causes for concern as to whether there is a sufficient number of effective teachers available. Therefore, attracting, recruiting, retaining and developing teachers become issues of great importance.

3. Whether the school system will be able to handle the growing challenges in society depends to an increasing extent on the availability and competence of teachers. Not only in Denmark there is talk of growing expectations to the school, while teachers are getting older and older. In addition to this the status of teachers’ profession is generally declining. Consequently, it is crucial to focus on ways of making the teachers’ profession more attractive, both by influencing those factors that have an effect on the recruitment and retention of effective teachers, and by identifying new political forms of political action. The main focus in this report is directed at the elementary and lower secondary system, but on specific areas, descriptions from the adjacent parts of the education system will be included.

The central focal points can be formulated as

1. Attracting motivated and qualified applicants to the colleges of education
2. Basic, supplementary and further training of teachers
3. Recruitment, selection and employment of teachers
4. Retention of effective teachers in schools

Organising an OECD project and a country report

4. Taking the ministers of educational institutions' analysis as a starting point, the OECD initiated a larger Activity in 2002 which has the following objectives:

- a) To synthesise research on issues related to policies concerned with attracting, recruiting, retaining and developing effective teachers;
- b) To identify innovative and successful policy initiatives and practices;
- c) To facilitate exchanges of lessons and experiences among countries; and
- d) To identify policy options

5. This Activity which includes 26 education systems distributed across 24 national states² all over the world works with a large spectre of methodology which includes national background reports from all countries, in-depth thematic analysis in 9 of the countries, expert analyses of particular fields, application of existing databases in OECD (INES and PISA³) as well as supplementary data collection in all countries. On the basis of the total material, the OECD Education and Training Policy Division will prepare a comparative, prescriptive analysis sometimes during 2004.

The Country Background Report (CBR) is worked out on the basis of precise common guidelines, which aim at ensuring the best possible conditions for comparative analyses and other exchanges of knowledge. All CBRs and analyses are or will be made accessible on the Activity's homepage⁴.

Methodological considerations and data material

6. Within the given framework from the OECD, a few comments might be added to the review as a particular academic genre, which borrows elements from research, but at the same time is obligated to qualify political action. The assignment is here understood as to provide a well-documented elucidation of a number of problems based on a combination of existing knowledge, e.g. among central interested parties. A combination of knowledge which at the same time must be obtained in such a way that political alternatives stand out clearly with respect for central interested parties' points of view.

7. This review is based on a combination of register data, interested parties' analyses, research as well as curricula etc., documents from the Ministry of Education and the Danish National Parliament which are all being analysed in a dialogue with central interested parties in this field: the Ministry of Education, The National Association of Local Authorities in Denmark (KL), The Danish Union of Teachers (DLF), the Danish School Directors Organisation (BKF), The Danish Evaluation Institute (EVA), The Union of Principals at Colleges of Education, the Association for Danish University Graduates (DM), The Danish Federation of Trade Unions (LO) and The Confederation of Danish Industry (DI). Thus, both a National Advisory Committee with representatives from the interested parties mentioned and a specific working group have been established. The latter has continuously followed the work and commented on the report's review on the way. The working group members: Chief Consultant Jørn Skovsgaard, the Ministry of Education, Special Consultant Gerhard Jaspersen, the Ministry of Education, Jens Storm, Principal, the Ministry of Education, Economic Consultant Lars Blom Salmonsén, The Danish Union of Teachers, Jan Kromann Rasmussen, Head of the Danish School Directors Organisation (BKF) and Head of Evaluation Lisbet Lenz, the Danish Evaluation Institute.

8. Centre for Higher Education (CVU), Greater Copenhagen has been requested by the Ministry of Education to prepare the Danish Country Background Report. For this purpose, a project group with the

² Participating education systems: Australia, Austria, Belgium (both the Flemish og Walloon regions), Canada; Chile; Denmark; Finland; France; Germany; Greece; Hungary, Ireland, Israel, Italy, Japan; Korea; Mexico; The Netherlands, Norway, Slovakia, Spain; Sweden; Switzerland and the United Kingdom.

³ Bases constructed for e.g. the annual publication "Education at a Glance", and the PISA study in 2000.

⁴ <http://www.oecd.org/edu/teacherpolicy>

Principal of CVU, Mr Laust Joen Jakobsen as a national coordinator and Knowledge Centre Consultant Jens Christian Jacobsen and Head of Development Jørgen Thorslund as writers. According to an agreement with the Ministry of Education, CVU has the sole responsibility for the report's analyses and assessments.

The organisation of the report

9. On the basis of guidelines issued by OECD's secretariat, the report is subdivided into six chapters. The first part begins with a broad description of the political, demographical, economic and cultural development, which forms the challenges for the school and the teachers' profession. The subject is further developed in the following chapters. The explicit purpose of this part is to enable non-Danish readers to understand and utilise the materials and analyses in the following parts.

The second part continues to describe the characteristics of the school system, including the upper-secondary system and vocational education, both the context of the educational institutions and their organisation and political control. This chapter is a starting point for the following four chapters, which cover one of these focal points each:

Chapter 3 Attracting motivated people to the teaching profession

Chapter 4 Basic, supplementary and further training of teachers

Chapter 5 Recruitment, selection and employment of teachers

Chapter 6 Retention of effective teachers in school

Each chapter is prefaced with a presentation of current political themes, after which development pattern and causal relationship are described. As a conclusion, relevant political initiatives in the area are gathered and their effects assessed.

1 THE NATIONAL CONTEXT

1.1 Political priorities and objectives

"...the school should both socialise and give the individual pupil and student a possibility to develop as a whole and competent human being, who can shape his or her own life and contribute to changing the world."⁵

10. In 1997 the Ministry of Education launched the programme *National Development of Competence*. The main objective of the programme is to place the Danish educational system among the 10 most outstanding systems in the world measured in relation to both OECD analyses as well as to the specific national targets. The thematic initiatives to reach these objectives can be divided into five areas:

1. The Danish educational system shall belong to the world elite
2. Personal qualifications shall be developed
3. The partnership between educational institutions and working life shall be strengthened
4. Lifelong learning and recurrent education shall be developed
5. The role of the teacher and of the participant shall be broadened and the introduction of ICT shall be intensified.⁶

11. The means are among other things the development, assessment and evaluation of quality in all parts of the educational system. The purpose of the system is to develop personally acquired competence of high value.⁷ The educational institutions must to an increasing extent focus on the need for so-called key qualifications, i.e. broad personal qualifications such as interpersonal skills and communication skills, creativity, independence and a constant aspiration to learn something new.

The labour market's growing need for precisely these qualifications is well documented in for example international research reports. This need is often seen in connection with the rapid technological development, which renders technology obsolete in a very short time. This creates in turn a demand for a constant innovation and product development and necessitates participation in continuous qualification courses and altered organisation forms with more focus on horizontal, project-oriented structures. In society as a whole there is an increasing need for comprehensive qualifications such as communication skills and the ability to scan masses of information with a view to taking a critical stand. This means that the ability to take an individual stand is increasing in a still more complex world.

12. In the Danish education system, attention is being directed towards a clearer organisation of the learning processes. A central element is a change of traditional teacher and pupil roles. The pupils are to a larger extent co-responsible for their own learning; they must be able to identify and formulate the learning problem themselves, as well as solve the problem and evaluate possible solutions independently. The teacher plays to a larger extent the role of the tutor; a source of inspiration and criticism of the pupils' works. Therefore, there are efforts on the way to create working and teaching methods, which to a larger extent are built on the pupils', own wishes. They focus on group work, cross-subject and interdisciplinary projects and connections between theory and practice.

13. An obligatory project assignment has been introduced in the Folkeskole. The teacher's role has been and is becoming increasingly complex. For this there may be many reasons, not least the fact that the shifts are connected with the attitudes we meet among children and young people and changes in society. The teachers must be supported in their professional development. Therefore an initiative in developing teachers' competence in various areas has been taken.

⁵ "Values in Practice" The Ministry of Education, 2000.

⁶ "The Development of Education", (Conference Report), The Ministry of Education, 2001.

⁷ "Principles and Issues in Education", The Ministry of Education 1997.

14. In 1998 the Danish teachers' training was reformed in several important respects. There should be more main subjects, but a fewer total of subjects and more possibilities of studying in depth the subjects Danish and Mathematics. There have been efforts to combine the subject specialisation with options of general teachers' qualification, i.e. both Educational Theory and development of personal attitudes and beliefs. Furthermore, the training has been strengthened through a more professionally oriented teaching practice.

In 2000 the former Minister of Education presented her views on values and education: "Values in Practice"⁸ The Minister mentioned nine values in a thematic form, which she believed were central to the development of the modern democratic welfare state.

The core values are:

1. Intellectual and spiritual freedom and freedom of expression
2. Respect for the rights of others, a sense of one's own worth and tolerance
3. The community and the individual
4. Solidarity and care
5. Self-perception and identity
6. Dialogue and discussion
7. Curiosity, commitment and enthusiasm
8. The desire to be active and a satisfactory working life
9. Insight into and responsibility for nature

15. The Liberal-Conservative government, which took office in 2001, had a different education policy from the social democratic-social liberal government they replaced, but in some areas of importance an ongoing policy was carried on. For instance, the government chose to continue their predecessors' attempts to strengthen the pupils' level of subject knowledge while at the same time abiding by the Act on the Folkeskole of 1993, which requires that teaching should be differentiated and thereby targeted at the individual pupil. The primary and secondary schools for the 7-18 year-olds should have curriculum guidelines and subject targets which explain and concretise subjects so that citizens, not least the parents, could see what they got for their tax money. Seen from an overarching perspective, the aim was and is to carry out initiatives, which can "strengthen and define proficiency"⁹. As a way of strengthening proficiency, objectives and obligatory knowledge and proficiency areas (CKF) were supplemented with sub-targets. The intention is that "the new central knowledge and proficiency areas and the sub-targets belonging to them must give the teachers a more clear picture of what the pupils should learn, without prescribing how it should be done."¹⁰

16. The tendency to pay more attention to the effects of education initiatives, and a wish to define the learning content has also found its expression in a reform of the general upper-secondary level, which will be read in the Danish parliament in the spring of 2003. First of all, the present division into mathematical and language lines will be abolished. Instead, there will be a one-year basic period before the pupil chooses a two-year subject combination. The basic period will consist of 5 core subjects: Danish, Mathematics, Physics, English and History. In addition, the pupils must select another foreign language and Physical Education and Sport. Parallel to the subjects, short introductory schemes in central subject topics will run, where pupils will be divided according to their proficiency across classes, for instance in grammar and calculation of fractions. The basic period must provide the pupils with a number of elementary subject skills. Therefore, focus will be on individual subjects and not on the interdisciplinary project work, which on the other hand will be given more priority in the 2nd and 3rd year. One of the most innovative proposals in the discussion paper is that the natural science subjects must be part of all subject combinations – but

⁸ Ibid. The Ministry of Education, 2000.

⁹ "Klare mål", the Ministry of Education 2002.

¹⁰ Ibid. The Ministry of Education 2002

there will be given different weight to it, depending on the subject combination. The purpose is to strengthen the natural science subjects and studies, and with that improve the general knowledge of the natural sciences.

1.2 Demographic trends and cultural diversity

17. The statistics for teachers are in some respects scanty. The survey shows that in 1999 altogether 135,000 teachers were employed, although it only corresponds to 85,000 years of work. In the elementary and lower secondary schools about 55,000 teachers were employed in 1999. The Folkeskole had the largest share with ca. 89% or 49,000 teachers. The private schools, i.e. the free basic schools and the continuation schools¹¹ employed about 6,000 teachers. In the first 80 years of the 20th century, the number of pupils in the municipal was almost doubled. Since then there has been a significant decrease because of a lower birth rate. Now the tide has changed again. The number of teachers in the Folkeskole has been multiplied by five. In this way, the number of pupils per teacher has been reduced from about 40 in 1909 to only 10 in 1995. In the private elementary and lower secondary schools, the number of pupils has been growing steadily after the beginning of the 1980s. The number of pupils per teacher in the private schools was in the first half of the century far lower than in the municipal schools. Since then, there has not been much difference.¹²

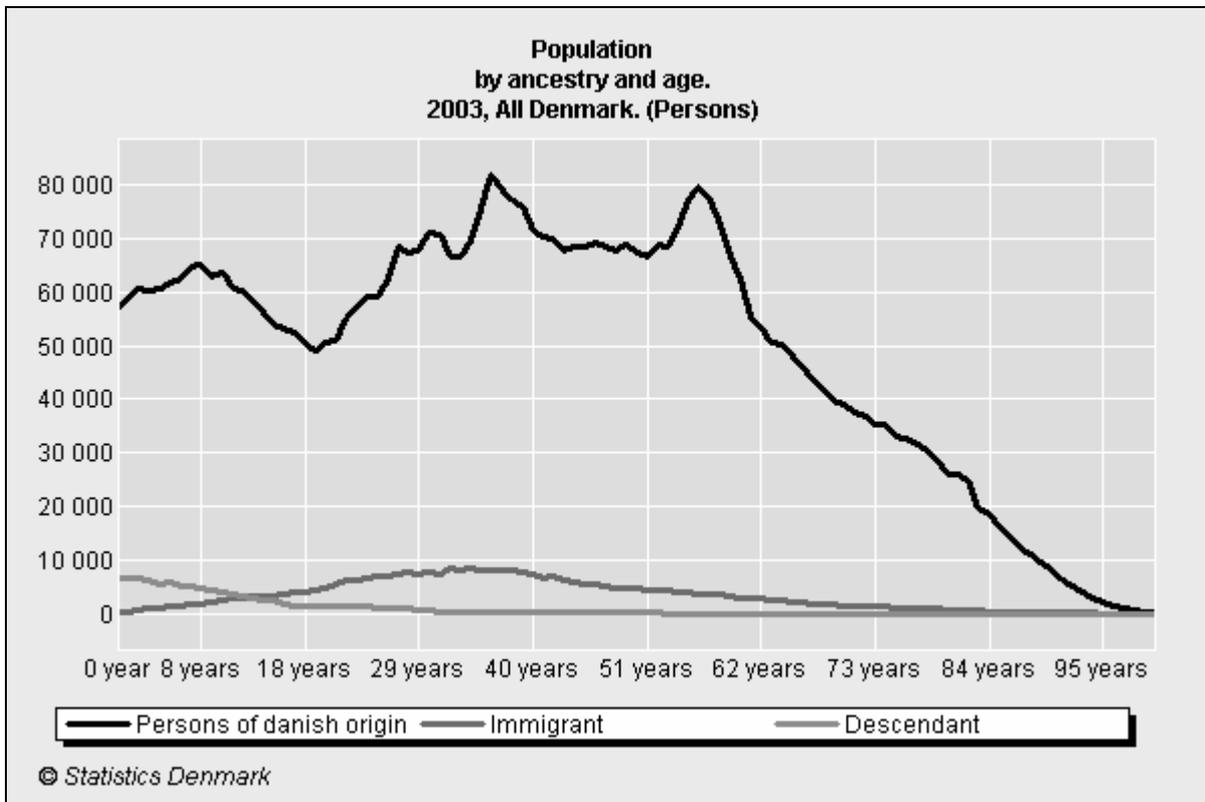
18. In the last 15 years Denmark has been in process of becoming a multiethnic society like many other European countries. There is only very little documentation of the effects this might have on the school, the teaching and the teachers. The public debate has focused on how pupils from minority cultures manage in school and in their leisure time. Whether there are cultural conflicts. Not least the girls from minority cultures attract interest. In other Scandinavian countries studies of the immigrant children's conditions in school show that the school often has not been able to develop ways of reaching the parents and benefiting from such resources as mother-tongue teaching and interpreter support. Furthermore, communication is hindered by many teachers' feeling of insecurity in relation to meeting the parents. One problem is that some teachers are inclined to consider minority parents as a particular group one needs special instructions to handle. In Sweden, the parents are often regarded as a strain on the child's possibilities of creating their own life. Student counsellors in particular tend to victimize girls as some ones who cannot manage a long-cycle higher education, for instance. There is no reason to believe that the understanding of minorities is different in Denmark, according to an important NGO.¹³

¹¹ See section 2.1 for more about these types of schools.

¹² "Uddannelsessystemet i tal gennem 150 år", The Ministry of Education 1998.

¹³ Feature in the paper "Information", 21th Oktober 2000 by Shahin Laghaei og Helle Stenum as well as: U. Wikan: "Generous Betrayal – Politics of Culture in the New Europe", University of Chicago Press, 2002.

Figure 1.1 Population by age & ancestry



Source: StatBank Denmark

Figure 1.1 shows age and ancestry distribution indicating a growing number of pupils and a high number of senior citizens in the years to come. Immigrant’s distribution on age indicates a good supply for the labour force and a smaller contribution to the group of senior citizens.

1.3 Resources for education

19. In 1998 public expenditure on education was 14.8% of the total public spending, which was above the OECD average of 12.9% and the EU average of 11.6%. However, the share was higher in Iceland (17.8%), Norway (16.1%) and Korea (16.5%).

The public expenditure for primary and secondary-level schools made up 8.8% of the total expenditure in Denmark against an OECD average of 8.7% and an EU average of 7.8%. In Iceland, Portugal, Switzerland and Australia the share was over 10%, and in Korea the expenditure on education was 12.7% of the total expenditure. Such a statistical survey must be seen in the light of the fact that Denmark has a very large public expenditure compared to other countries. The total public expenditure in Denmark was in 1998 55.9% of the GDP which was among the highest on an international level; only Sweden’s was higher with 58.2%. So even though the actual expenditure on education is high in Denmark, there are many other costly items in the public budget.

Table 1.1 Public expenditure on education and training, by level of education, 1991 - 2000

Public expenditure (2000-prices)	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
	DKK billion									
Total	76,467	81,342	81,746	83,003	85,271	89,983	90,448	93,611	97,336	103,314
Basic school education	33,15	33,097	34,191	34,919	35,313	37,136	37,541	39,565	40,59	42,699
Upper secondary education	15,076	16,065	15,847	17,209	18,908	18,705	20,17	19,73	18,956	19,677
<i>incl. awarded SU-grants</i>	1,427	1,402	1,627	1,717	1,712	1,84	1,936	2,04	2,059	2,08
Higher education	15,086	17,339	16,638	16,423	17,475	19,044	17,448	18,713	19,088	19,556
<i>incl. awarded SU-grants</i>	3,932	4,222	4,285	4,359	4,446	4,864	5,084	5,303	5,494	5,759
Adult education	10,649	11,88	12,061	11,325	10,198	11,734	11,884	12,159	14,994	17,413
Administration, support etc.	2,506	2,961	3,009	3,125	3,376	3,364	3,405	3,446	3,707	3,97

Note: The amounts for 1997, 1998, 1999 and 2000 are preliminary. The survey also comprises expenditures for areas of education, which do not belong under the Ministry of Education's responsibility. Made per fiscal year.

Source: The Ministry of Education: *Facts and Figures*. Education Indicators Denmark – June 2002.

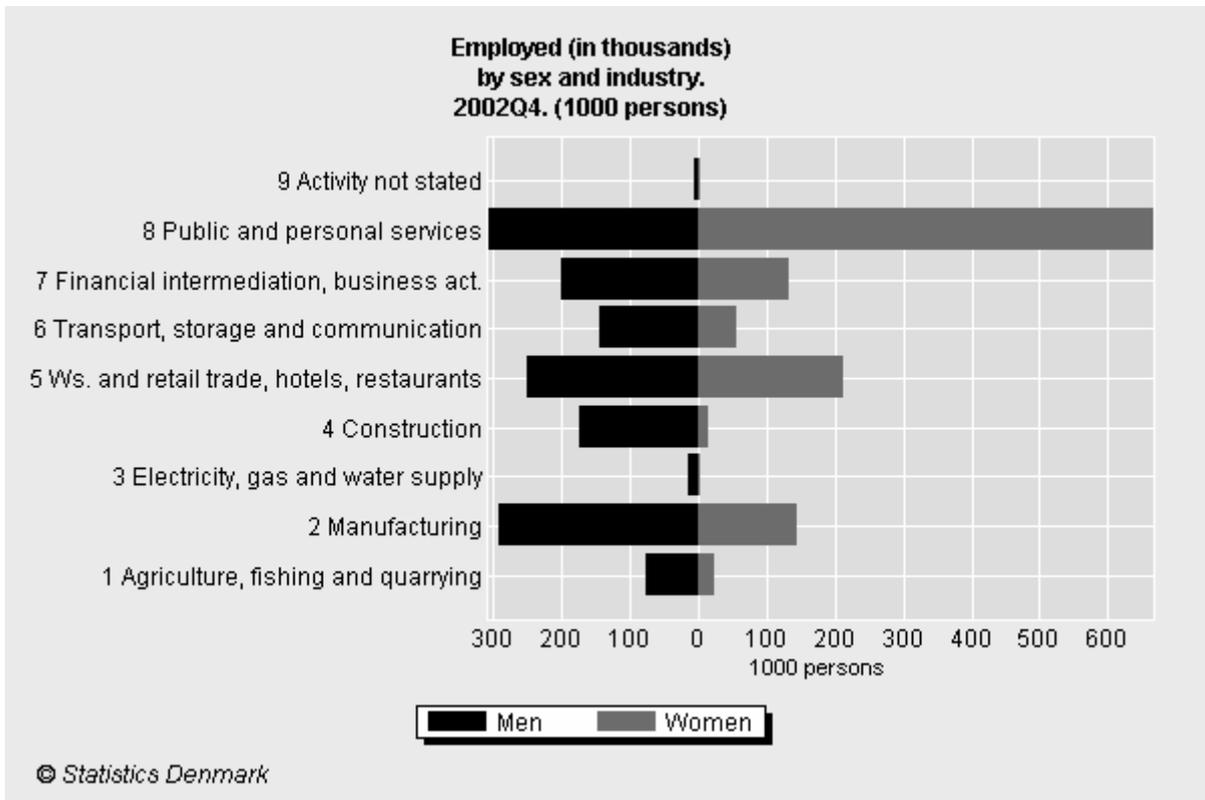
1.4 Economic conditions and labour market trends

20. Out of the population (15-69 years), distributed according to gender and the highest level of completed education from 1991 to 2000, approximately 33% had only a primary level and lower secondary level education. However this share was steadily decreasing from 1991 to 2000. There are large generational differences in this group, since elderly people have normally a shorter education measured in education years than younger ones. A considerable number of the elderly only went to school for 7 years. In 1999 5.4% only had an upper-secondary education, of which 3.6% had a general upper-secondary education and 1.8% a vocational secondary education as their highest completed education. 36.4% had a vocational education, while 19.7% had a higher education. For candidates from the upper secondary educational institutions the rate of employment was 77.4%, for the elementary and lower secondary levels it was 62.1%. For candidates from the short-cycle, medium-cycle and long-cycle higher educational institutions the rate of employment was 91.4%, 93.1% and 87.2%, respectively. For young people with an unknown educational background the rate of employment was 32.8%, and the rate of unemployment was 8.4%.¹⁴

21. Employment by sector in figure 1-2 shows that men are equally divided between sectors of production 545.000 (agriculture, manufacturing and construction) and sectors of private service 589.000 (trade, transport and business). Public services include 310.000 men. Women are employed in public service 667.000 and trade 211.000 and less in manufacturing 144.000 and business 134.000.

¹⁴ "Uddannelse på kryds og tværs", The Ministry of Education, 2001.

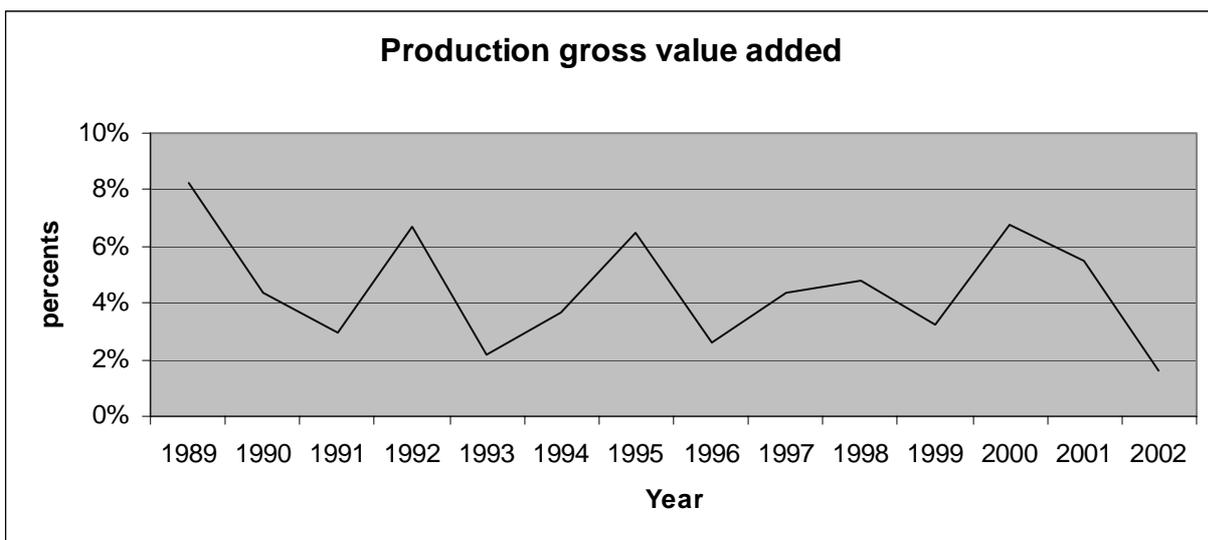
Figure 1.2 Employed (in thousands) by industry, & sex



Source: StatBank Denmark

Growth rates indicated by production gross value added from 1989 onwards may be seen in figure 1.2. Growth rates have changed between 2 and 6% yearly with peaks in 1992, 1995 and 2000. Decreasing since 2000.

Figure 1.3 Production gross value added



Source: Statistics Denmark, NATK02

22. The Danish model is built on equality and solidarity. In relation to the education system this means that people must have equal access to education and nobody must be left in an inferior position when it comes to getting an education, regardless of ability or willingness to pay. In reality this is a public benefit. The Danish model is built on the principle that educational services are generally funded by taxes, which means that all citizens contribute to financing them. However this also implies a redistribution of income. In this way, society supports the weakest and most underprivileged groups with benefits. The values in the welfare model are based on collective behaviour and solidarity. Discussions about the quality of public institutions – including a shift of focus from welfare benefits to consumer control – has meant that the trust in the public sector is undergoing a change. On top of this, problems with financing the public sector have started a discussion whether it will be possible in the future to create a satisfactory education system. Concurrently with the growing individualisation in society, citizens have already today different expectations to the education system, not least to the teacher and the Folkeskole, from those 15 years ago. Basically, the Danes still have a joint attitude to the welfare state, however, insofar as people generally back it up. On the other hand, there is a waning confidence in collective solutions. Many Danes question the fairness of the existing sharing of costs between the state and the citizens, and how the benefits of society are consumed and by whom. Thus, the welfare system is very vulnerable to such problems, which are in actual fact collective action dilemmas.

23. Expenditure on education is seen from an overall view as an indication of a country's means of endowing the new generations with good qualifications and the opportunities of creating a well-qualified labour force and population, which furthermore has to be adaptable. The education system is one of the largest sectors in Denmark. Very large sums of money flow through every year. In Denmark the education system is funded both by the state, the counties and the municipalities. Some institutions are private foundations, while the state, the counties or the municipalities own others.

1.5 Public debate

24. The wide interest in education began little by little about ten years ago and has in the last couple of years accelerated markedly. The media have as a general rule been critical of the Danish education system. Reading tests showing Danish children with low scores compared to the PISA survey of reading and spelling skills became front-line news and a subject for debate at the Danish dinner tables. The burgeoning interest began with the Folkeskole, but continued with a focus on the youth educational institutions, the institutions of higher education and adult education.

25. Unlike earlier times where the best one could hope for was an apprenticeship or as one of the few chosen ones a higher education, most Danes today receive a life-long education. This means that most people have a continuous contact with the education system. Education takes up a lot of most peoples' lives. Everybody has experiences with educational institutions and is therefore more capable of taking a stand and debating topics. "The Folkeskole's pupils must work harder"¹⁵ – both in school and with their homework. Teachers must make more individualised demands on the pupils, and there must be more peace to work and discipline. The school cannot manage this fully today, but it is not entirely the schools own fault: parents are too careless about their children's upbringing or idealise and individualise their children so much that they become ungovernable.

26. These are some of the conclusions of the largest survey ever made of the Danish people's attitudes and expectations to the Folkeskole. The survey was made for the Ministry of Education by a consultancy: "Survey of expectations – an examination of the Folkeskole" is based on 2523 telephone interviews with a representative section of the Danish people. In addition, group interviews have been conducted with policy

¹⁵ "Sliddet skal tilbage i skolen" Forventningsundersøgelse – Folkeskolen i søgelyset, The Ministry of Education 1997.

makers from e.g. businesses and industry, politics, media and schools – and with school directors from the youth educational institutions, who speak as those who take over the pupils from the Folkeskole. The survey is part of a quality development for the Folkeskole initiated by the Ministry of Education. The first part concerned with the experiences with quality development in the municipalities was published in 1997.¹⁶

27. The survey of expectations shows that among the population there is a fundamental agreement that the Folkeskole lives up to its purpose, and that teachers are generally professionally qualified. In general terms, the population as a whole assesses the Folkeskole "slightly positively". Parents who have schoolchildren of their own are the most positive, whereas the harshest criticism comes from parents of children in private schools. However, there is also a consensus that the school fails when it comes to considering all sides of the individual pupil's all-round development, and the fact that today it is difficult for the schools to dismiss bad teachers and hire new ones. On this point, the Danish people have a significant hope of improvement, and most people also count on it to come. There is a general agreement that the school should concentrate more on the individual pupil's particular needs and possibilities. This is a view that is shared by parents, policy makers and school directors from the youth educational institutions, according to the survey.

28. Seen from an overall perspective, the people in the western part of the country – where the expenditure on education is lower – have a more positive attitude towards the Folkeskole. The most negative attitudes to the Folkeskole are found in the east, in the capital area, where expenditure on education is the highest. At the same time, there is an overarching tendency that the level of satisfaction corresponds with the level of contact. Parents whose children go to the Folkeskole are more positive than the general populace. Elderly people and people with medium income are also more positive than the average, whereas younger people who do not have children are negative towards the Folkeskole as a rule. Parents who send their children to private schools generally assess the Folkeskole most negatively. And parents of private school children who have experiences with the Folkeskole are the most negative of all. In other words, for these people the overall correlation between satisfaction and contact is turned upside down. There is also a tendency that the younger and less affluent private school parents are more negative than the elderly and more well-off ones. There is widespread disagreement on whether the Folkeskole has become better or worse within the last 10-20 years. The population as a whole and the parents of Folkeskole children as a group are split up into three sections of equal size: a third believes that the Folkeskole has become better, a third that it has become worse, and a third neither-nor.

29. Parents of both Folkeskole and private school children agree that the private schools lay down clearer guidelines for what pupils can and may not, and that private schools in general are able to run with fewer pupils in class and more resources per pupil. Folkeskole and private school parents have more or less the same ambitions for the future development of the Folkeskole. It is generally agreed that the Folkeskole lacks resources for computer equipment, more teacher time, school camps etc. And almost everybody both in the population and among parent groups agrees that average class sizes should be lower. However, they also share disbelief that this will ever come true. A majority thinks that the weekly number of periods should be higher. Both Folkeskole and private school parents expect the Folkeskole to concentrate more on basic reading and arithmetic skills in the time to come and more remedial instruction for pupils with e.g. reading or mathematics disorders.

30. Both parent groups also fervently wish that the individual schools in each municipality will specialise, and that there will be a free choice of school. Finally the parents both wish and expect the Folkeskole of

¹⁶ The Ministry of Education, nyhedsbrev nr. 4/97.

the future to put more emphasis on internationalisation and strengthen teaching in the major European languages. The population as a whole and the Folkeskole parents agree that Folkeskole generally does well at teaching the pupils a number of basic skills. On that point the private school parents however disagree, insofar as they believe that the Folkeskole at best does neither manage its task well or badly. In this connection the survey also shows that the Folkeskole parents in particular harbour a strong wish that the Folkeskole concentrate more on basic reading and arithmetic skills. And they themselves believe that it will happen.

31. A close relationship between users and institutions has in the last 15 years become a key issue for all political parties in Denmark. Therefore, reforms of education policy have been concentrated on meeting the demands and expectations, which primarily parents have put on teachers, school, and teaching.

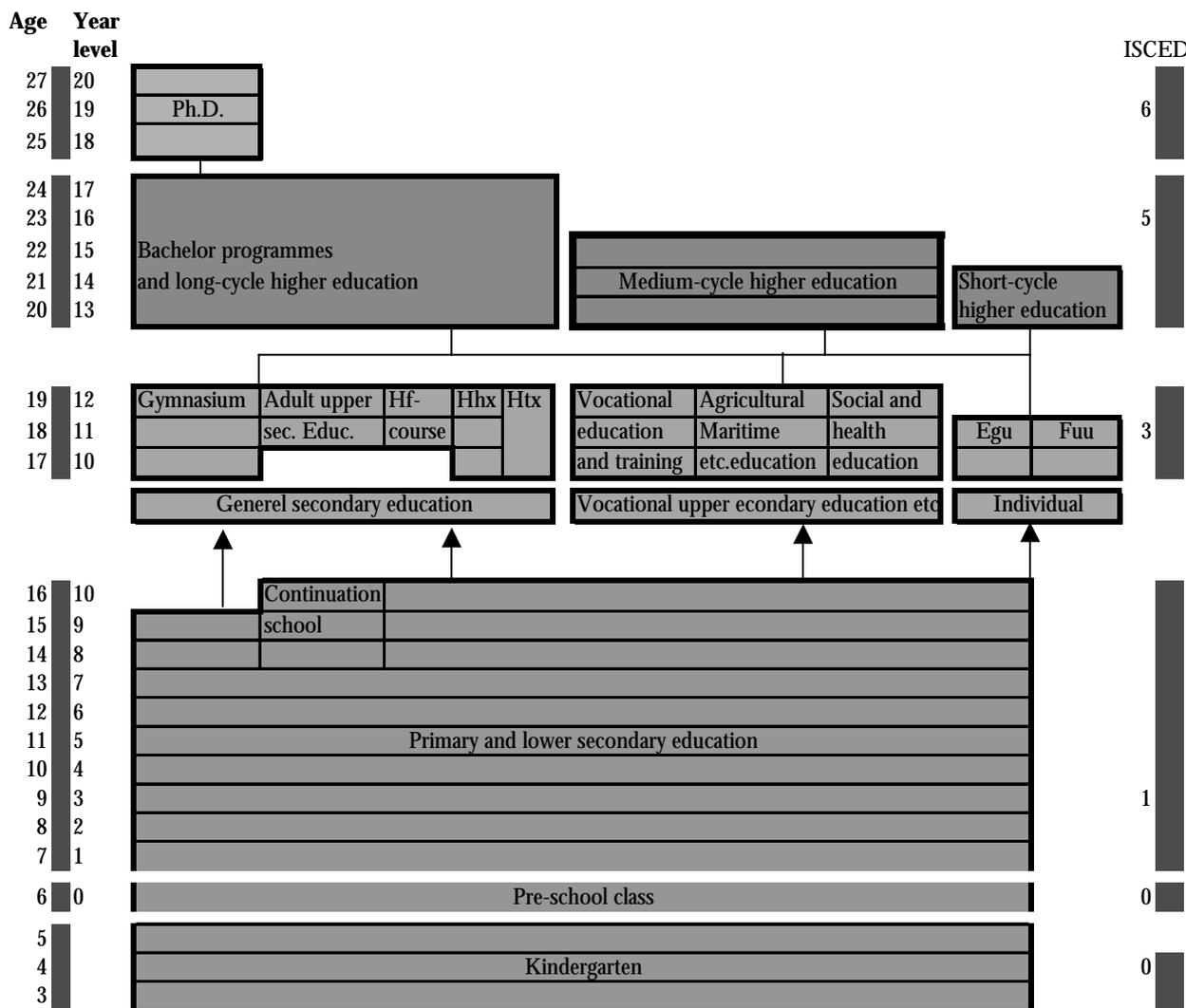
2 THE SCHOOL SYSTEM AND TEACHING WORKFORCE

2.1 The School System

32. Education is compulsory for nine years in Denmark, but there is no compulsory school attendance.¹⁷ Compulsory education commences in August in the calendar year of the child's 7th birthday. The municipal Folkeskole is responsible for most of the provision of teaching, supplemented by the private school sector, i.e. free basic schools and continuation schools as well as special schools for severely handicapped pupils. Pupils are normally between 6 and 17 years old. According to the Act on the Folkeskole, the school must provide the children with both subject-specific qualifications and prepare them broadly for the role as citizens in a democratic society. There is a close co-operation between the school and the parents. The teaching takes its point of departure in the individual pupil's abilities and desires. Pupils are normally taught in classes, and they remain together throughout the entire period of basic school. The teaching is differentiated within the framework of the class. The basic school as such comprises municipal primary and lower secondary schools, free elementary schools and continuation schools. The municipal primary and lower secondary schools and the free elementary schools comprise a one-year preschool class, a nine-year basic school and a one-year 10th grade. (Se figure 2.1)

¹⁷ The outline in part 2.1 is based on Ministry of Education: Facts and Figures. Education Indicators Denmark – June 2002. <http://pub.uvm.dk/2002/factsfig/hel.pdf>

Figure 2.1 The Danish Mainstream Educational institutions system 2000



ISCED97:International Standard Classification of Education.

Source: Ministry of Education: Facts and Figures. Education Indicators Denmark – June 2002.

33. The pre-school class is voluntary for the pupils but must be offered by the municipalities. Since 1986, it has been possible to integrate parts of the teaching of the preschool class with that of the 1st and 2nd grades of the basic school. Today, almost all children accept the offer of pre-school education. Also the 10th grade is voluntary, but in 1999/2000 45% of the pupils in the basic school (excluding continuation schools) chose to continue in the 10th grade. When you look at the entire basic school sector (i.e. the municipal primary and lower secondary schools, the free elementary schools and the continuation schools), a total of 64% chose to continue in the 10th grade.

34. The *Folkeskole* is responsible for most of the basic school provision. The private school sector offers teaching which compares with that required in the *Folkeskole*, but the framework for the organisation of the teaching is less restrictive. The private schools are so-called private, self-governing institutions. The municipalities pay contributions to the State for pupils attending

free elementary schools. This contribution, which is laid down in the annual Finance Act, constitutes 85% of the State's operational grant per pupil, excluding expenditures for pensions. In 2000, 11.5% of the basic school pupils attended private schools, and 3.4% attended continuation schools.

35. Optional leisure time care facilities are available in all municipalities, offering day care before and after school hours. In most municipalities, day care is closely related to schools as School Care System. This includes the school leader being in charge of the School Care. An increasing number of municipalities are experimenting on a full-scale integration of Education and School Care. This involves School Care staff participating in classroom teaching.

Continuation schools are boarding schools, which normally offer teaching at the 8th to 10th Grade levels. An increasing proportion of young people complete their schooling with the last year(s) at a continuation school. Special schools offering extensive special education to pupils with severe handicaps only cater for a small proportion, i.e. 0.6% of all basic school pupils in 2000/01. Almost all pupils who receive special education are integrated into the ordinary classes or attend special classes at ordinary schools. The pre-school class corresponds to level 0 in the international ISCED97-classification, and the basic school corresponds to levels 1 (1st to 6th grades) and 2 (7th to 10th grades).

Youth education (upper secondary education)

36. The youth education programmes are primarily academically oriented (i.e. they prepare for further studies) or vocationally oriented (i.e. they prepare for the labour market) or both. As an additional offer for young people, there are the individually organised programmes: the vocational basic training programme (egu) and until 2002 the open youth education programme (fuu).

Irrespective of the branch of education, great emphasis is laid on the development of the pupils'/students' personal qualifications. This is also the main objective behind the individually organised programmes. All young people must be given the offer of a youth education programme and, through a varied supply of programmes, it is largely possible to take into account the abilities and desires of all students. This is among other things to ensure high motivation so that the young people will complete their programmes. Today, around 83% complete a youth education programme. The normal duration of a youth education programme is approx. 3 years. The duration may however vary between 2 and 5 years. The students are typically between 16 and 19 years of age, but many are older.

37. The academically oriented upper secondary programmes comprise the traditional general upper secondary programmes of the *Gymnasium* and *HF* (higher preparatory examination) and the more vocationally oriented general upper secondary programmes of *HHX* (higher commercial examination) and *HTX* (higher technical examination). These programmes are meant to prepare students for admission to higher education by providing them with the 7 necessary general and theoretical qualifications for pursuing studies at this level. All students who have received relevant teaching and passed the prescribed examinations may continue in a general upper secondary education programme, unless their previous school finds that they have made their choice on an insufficient or unrealistic basis. In such cases, the students in question will be recommended to sit for an admission test. Access is thus not totally free to the general upper secondary education programmes.

38. The traditional *general upper secondary programmes* comprise the 3-year *Gymnasium*, the 2-year *HF*-programme and the 2-year adult upper secondary level course. The individual programmes comprise compulsory subjects and optional subjects. It is therefore to some extent possible to compose programmes individually. The programmes are academically oriented and are completed with the upper secondary school leaving examination or the higher preparatory examination. Both examinations qualify for admission to higher education, although often dependent on the choice and level of subjects taken as well

as the examination results. These qualifications can also be used for entrance to a vocational training placement in a business enterprise.

39. *The vocationally oriented general upper secondary programmes* are 3-year programmes offered at business colleges and technical colleges. They are completed with the higher commercial examination (*HHX*) and the higher technical examination (*HTX*), respectively. There is an intensive 1-year *HHX*-course for young people who have already completed a *Gymnasium*- or *HF*-programme. The vocationally oriented general upper secondary programmes are academically oriented with emphasis on either commercial or technical subjects. These programmes provide general study competence and qualify for admission to higher education. An *HHX*- or *HTX*-examination furthermore qualifies for occupational employment in trade and industry - usually in training positions. The special 1-1½-year entrance examination for the engineering programmes is also considered to be general upper secondary programme.

40. *The vocational upper secondary programmes* comprise the vocational education and training programmes (*VET*), the social and health education programmes (*SOSU*) as well as the other programmes within the areas of agriculture, forestry, home economics and maritime education etc. These programme are to provide the students with solid vocational, personal and general qualifications, which are formally and actually recognised by and in demand in the labour market. They prepare directly for employment in certain branches of the labour market. All vocational upper secondary programmes provide formal vocational competencies. The programmes must also prepare the young people for further studies. The only requirement for admission to a vocational upper secondary programme is normally that the applicant has completed compulsory education.

41. *The vocational education and training programmes (VET)* make up the major part of the vocational upper secondary programmes. On 1 January 2001, a new act on vocational education and training came into force. The VET has now been reduced to only having 7 access channels into the basic course, which leads to different main courses. The students are to draw up a personal education and training plan, and it is possible to pursue individual courses of education and training. Before the VET-reform, there were 90 different programmes within the commercial and technical areas with a total of more than 200 specialisations. As early as in the autumn of 1999, a pilot period started within the framework of the reform, where almost all students started on the new basic course contained in the reform. The vocational education and training programmes are of 1-5 years' duration, the most normal, however, being 3½-4 years. It is possible for adults over 25 years of age with occupational experience from a relevant branch of trade to complete a programme in a shorter period of time.

42. Relevant VET-qualifications qualify for admission to a number of higher education programmes, short-cycle and medium-cycle higher education, on a par with the general upper secondary programmes. A vocational education and training programme starts either at a vocational college or in a practical training place, depending among other things on whether the young person has found a practical training place or not. There is free access to both the voluntary 1st school period (voluntary as from 1996) and to the 2nd school period. A total of approx. 30-50% of the time is spent at school, and 50-70% is spent in the business enterprise or - if it has not been possible to find a practical training place - in school-based practical training organised by the vocational college. The commercial and clerical programmes are directed at office jobs, e.g. different types of IT- or accountancy-oriented jobs, and at jobs in retail or wholesale trade in shops and businesses. The technical programmes lead to jobs in traditional branches as smiths, bakers, carpenters, agricultural assistants, hairdressers, photographers, electronics mechanics, transport workers and jobs in new IT-related branches such as data communication and digital media.

43. Parallel with the vocational education and training programmes, there are the basic social and health education programmes (*SOSU*), in which practical training alternates with theoretical education at school.

The programme leading to the qualification of social and health care help is of one year's duration. It forms the basis for the 1½-year superstructure programme, which leads to the qualification of social and health care assistant. Young people, who come directly from basic school, must start the programme for social and health care helps with an introductory year, which requires a contract with a municipality. Admission to the social and health education programmes requires a training contract with a municipality or a county. The *SOSU*-programmes replace the former programmes leading to qualifications as home care assistants, practical nurses, nursing home assistants and occupational therapy assistants. As from 1 January 2002, a new reform of the *SOSU*-programmes came into force, which has several elements in common with the new VET reform.

44. The social and health education programmes also comprise the programme leading to the qualification of educator assistant (*pgu*). The *pgu*-programme is a basic programme, which aims at qualifying the students for pedagogical and care-related work with children, young people and adults. The *pgu* leads to qualifications as educator assistants; registered child minders and special needs care assistants etc. The programme alternates between theoretical education at school and practical training with a total of 1 year's theoretical education and 6 months of practical training. In addition to the VET- and *SOSU* programmes, there are also a number of *agricultural, forestry, home economics and maritime programmes*. The maritime programmes lead to such qualifications as able seaman, engineer and telegraph operator. The agricultural programmes are programmes, which may be completed with the "green certificate" for farmers. The *individualised programmes* are primarily programmes, which aim at the personal development of the participants. These programmes are directed at young people who have not yet chosen an educational direction or who prefer to acquire a practical qualification rather than an academic one. A completed vocational basic training programme may provide vocational competence, whereas an open youth education programme is aimed at the development of the young person's competence and at continued education in the broadest sense of the word.

45. The *vocational basic training programme (egu)* normally takes 2 years but may be extended by a further year. This programme is not directed at a specific branch of trade but may be composed of elements from one or several programmes/trades. It is required that the individual student enters into a training agreement, an *egu*-agreement, with the municipality or a vocational college. The programme alternates between school periods and periods of practical training. Students are offered individual guidance during the entire course. Under certain circumstances, the programme may enable the student to continue in a vocational education and training programme or another programme.

46. The *open youth education programme (fuu)* was an individualised programme, which was normally made up of at least three different education and training elements. The programme normally took 2 years, but could take 3 years as a maximum. The programme will be phased out in accordance with Act No. 79 from 2002. The youth education level covers level 3 in the ISCED97-classification.

Table 2.1 Number of registered educational institutions in Denmark 1991 – 2000

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
	Number of registered educational institutions									
Educational institutions, total	3,47	3,516	3,499	3,487	3,472	3,514	3,511	3,51	3,514	3,468
Basic schools 1)	2,416	2,365	2,343	2,336	2,333	2,338	2,348	2,364	2,381	2,37
Of which: Municipal primary & lower sec. schools	1,789	1,733	1,702	1,695	1,693	1,691	1,689	1,689	1,693	1,688
Self-governing private schools	414	418	419	418	416	421	429	434	442	451
Continuations schools	213	214	222	223	224	226	230	241	246	231
Gymnasiums Gymnasiums, HF & adult upper sec. courses 2)	159	156	152	152	151	151	150	150	150	150
Of which: Self-governing private schools	24	24	23	22	22	22	21	21	21	21
Vocational colleges etc.	284	271	263	260	253	265	259	252	258	244
Of which: Business and technical colleges 3)	128	129	125	124	121	121	121	120	121	115
Agricultural, home economics & and food	62	59	59	60	57	57	53	52	53	43
Technology schools	56	45	41	40	39	40	39	38	37	37
Health education schools										
Of which: social and health schools	44	38	34	33	32	32	31	30	29	29
Higher education institutions 3)	207	205	200	199	199	200	195	194	189	190
Of which Colleges of education	24	23	20	20	20	20	20	20	19	19
Educator training colleges	35	34	33	33	34	34	34	33	33	34
Schools of nursing	27	27	27	26	26	26	25	23	21	21
Other educational institutions	404	519	541	540	536	560	559	550	536	514
Of which: VUC-centres	80	79	79	77	77	78	79	78	78	74
AMU-centres and transport schools	41	41	40	39	39	33	32	29	29	28
Schools of public administration	28	28	28	28	28	28	29	29	29	29
Folk high schools (incl. youth high schools)	99	100	99	103	105	104	102	101	103	95
Production schools	77	103	118	117	109	107	109	107	106	107
Day folk high schools	79	167	176	175	174	194	190	186	171	162
Open youth education schools 4)	0	1	1	1	4	16	18	20	20	19

1) Excluding special schools for children and adults, language schools and municipal youth schools. (In 2000, this group consisted of 605 schools).

2) Excluding HF offered at colleges of education (they are included under the colleges of education).

3) Including Statistics Denmark's registration of departments under the main colleges.

4) Has status as open youth education (fuu), e.g. the school for ecological entrepreneurs. A number of other schools also offer fuu, but they are registered according to their main objective under for instance Folk high schools, textiles design schools etc.

Source: Ministry of Education: Facts and Figures. Education Indicators Denmark – June 2002.

This was a description of the construction of the education system. But how is this system being controlled? The following section will describe in detail financing and organisation form, the distribution of competence, curricula and reforms in this sphere.

2.2 The control of the school system and current reforms

47. In Denmark the education system is financed either by the state, or by the counties or municipalities. A number of institutions are private foundations, whereas the state, counties or municipalities own others. Table 2.1 does not cover all the educational institutions, but only selected groups of institutions with a view to illustrating some sources of funds and ownership. Some of the groups are outside of sphere of the Ministry of Education. In addition to the public funding there is a parents' fee in e.g. the free basic schools and a participant fee in a number of adult educational institutions.

48. The Folkeskoler as well as the municipal youth schools are owned and financed by the municipalities, whereas the free basic schools and the continuation schools are self-governing institutions which receive a State grant. The vocational schools, private general upper secondary schools and production schools are self-governing institutions financed with State grants. The other general upper secondary schools, the adult education centres, remedial instruction centres as well as the social and health care colleges are owned and financed by the counties. Universities and business colleges are state-owned. Colleges of education and institutes for social educators are typically self-governing institutions which receive State grants. Most of these are now part of Centres for Higher Education (CVU).

CVU is a new type of institution whose mandate as defined in Act no. 482 from 2000 is to

- Strengthen cooperation between different professions
- Strengthen the professionally oriented and vocational higher educational institutions
- Create larger and more sturdy educational environments by bringing together several institutions
- Ensure offers of education all over the country, also outside of university towns
- Strengthen the force of development through a relation between basic education and further and supplementary education and the development of professional practice
- Ensure a connection between research in both educational and development activities

Now 24 CVUs have been established, which are merging with most of the colleges of education and institutes for social educators, technical universities, health care colleges and other higher health educational institutions etc.

49. The 90's have been dominated by a reorganisation of the public sector from being centrally controlled by regulations via a decentralized aim and framework control towards models with a division between those who commission and those who execute. The latter has meant a higher degree of free choice for the users. As one of the consequences of this transition, the teachers have been moved from being civil servants employed by the state to becoming employed according to municipal agreements. Furthermore, decentralization has moved competence to the individual institutions (schools), which in business plans lay down how they will carry out aims and frameworks defined by the state as well as by the municipal authorities. However, the delegation of competence to the school principals varies a lot from one municipality to the next. Consequently, like other parts of the municipal sector in Denmark, the school area is very extensively decentralised but also very diversely organised. It is based on a model, which can be said to represent a third way between central public control and pure market control. (See figure 2.2)

50. Within the adult education sector there are for instance folk high schools, day high schools and labour market courses centres (AMU), which are self-governing institutions, mainly funded by the state. Evening schools etc. and language schools are, however, funded by the municipalities. In addition to those mentioned above are a number of private educational institutions, some of which have been authorised by the State Education Fund (SU).

	State institutions	State-funded, self-governing institutions	Institutions funded by the counties	Institutions funded by the municipalities
Primary and lower secondary schools		Free elementary schools, Continuation schools		Folkeskole Youth schools
Upper secondary education	Maritime schools Schools of marine engineering	Vocational colleges Private gymnasiums Production schools	Gymnasiums Adult educ. Centres(hf) Social and health educ.centres	
Higher education	Universities Business schools			
	Schools of architecture Academies of music	Centres for Higher education Teacher and education training colleges	Schools of Nursing	
Adult education and liberal adult education		Folk high schools Non-residential folk high schools Amu-centres	Adult education centres (avu)	Evening schools Language schools

Figure 2.2 Survey of funding forms for selected educational institutions – 2000

Source: Based on Ministry of Education: *Facts and Figures. Education Indicators Denmark – June 2002.*

51. The model poses several challenges. How can transparency for citizens and users be ensured, so that they can participate and choose their service locally? How can the different service levels that necessarily must follow from local decisions be handled? The differences are continually being discussed on a political level: is it appropriate to have considerable differences in service levels depending on what municipality one lives in? Is it acceptable that municipalities (and schools) choose different ways of solving the same task? These are discussions, which have been some of the starting points for an ongoing reform work, which considers the future division, and functions of municipalities and county council districts.

52. Within the last couple of years, decentralisation has in some ways been impeded by what may be interpreted as a new centralisation, or perhaps rather a modernisation of the decentralisation, where municipalities or institutions cooperate or are united into larger units with a shared leadership. (Cf. Chapter 5). Cooperation between municipalities has been established in several ways and with several degrees of formality. The cooperation and the uniting are apparently supposed to bring some large-scale operation advantages and quality assurance in relation to the increasingly challenging demands from the outside world. In the whole basic school area, possibilities are getting better with the revision of the Act on the Folkeskole. New opportunities are created for joint operation and common leadership between different schools and between schools and day schools.

53. Since the Folkeskole is a municipal institution, it is laid down in the law that the city council is responsible of hiring; however they also have an obligation to consult the Board of Governors of the individual schools. As a consequence of a widespread decentralisation, many municipalities have, however, delegated the power to appoint teachers to the schools, either for all employment of teachers or for fixed-duration contracts. Still, there are very large differences in the degree of delegation, even among very similar municipalities (Cf. section 6).

54. With the decentralisation and the concurrent multiplication of the citizens' choices, the allocation of work force becomes more complex. Traditionally, the municipalities have divided the schools into districts, but since the early 90s a considerable number of municipalities have introduced a principle of free choice of Folkeskole within the borders of the municipality. Until now, only few parents have used this option, though. The free choice of school is often combined with a decentralisation of the municipality's school system. In connection with the decentralisation, a great number of duties and decisions, which were formerly taken care of by the local education authority, have been transferred to the individual schools. This gives the school more freedom to arrange matters in such a way that the interests of parents and children are considered.

55. In the majority of the municipalities, the basis for the individual schools' budgets is a fixed resource allocation model, where the largest part of the municipality's resources for educational matters are distributed according to the number of pupils. Cf. the comment above, there are however very large variations between municipalities. One of the most important preconditions for having a well-functioning municipal market for school services is that the citizens have been sufficiently informed about the quality of the services provided by the schools. If this is the case, the parents can make a qualified choice of which school best fulfils the needs and requirements of their children. Today, parents in municipalities with a free choice are mainly forced to obtain this information themselves. It can be done by visiting the schools, getting the school information material, listening to rumours or by making a judgement themselves on the children's well-being and learning. It is not certain that this is enough information to enable the parents to make a sufficiently qualified choice. The Liberal government has therefore had an act passed about transparency and openness in the education system, which should make it possible for the citizens to assess the quality of teaching in the individual schools (cf. section 6.1)

Quality assurance and Development

56. Quality assurance and development of the teachers' and the school's work is supported by several types of systems (cf. section 6.2) including

- a) A development and evaluation system with business plans,
- b) A supervision and complaint system which includes both administrative, financial and administrative audits,
- c) A system regulating conditions of employment including e.g. employee development interviews.

The development and evaluation system is based on a high degree of self-evaluation, through the teachers' continuous evaluation of the teaching, through development and follow-up on business plans and through methods and projects initiated by for instance central authorities. Before there has been focus on school development, and not until the mid 90s the debate about external evaluation began to gather pace. From the year 2000 onwards evaluations of the elementary and lower secondary school area have been carried out. A common trait of these development and evaluation systems is that they are primarily directed at teaching and organisation and only to a very limited extent at the individual teacher.

57. The supervision and complaint system rests on the Municipal Council's responsibility for the school, which is administered by the local education authority, and the school leaders' responsibility for the education. Thus, there is no system of inspectors who make regular educational inspections, but the municipalities are however required to monitor the free basic schools, for instance through visiting consultants who attend classes. On the other hand, there are regular audits of the municipalities' and the schools' financial administration, which are submitted to the town council. In the case of complaints from parents or other citizens, the head of school is the first responsible to examine the legitimacy of the complaint, including examination of the teacher, or attend classes if necessary etc. But the citizens always have the option of contacting the mayor who is the primary responsible for the municipal institutions.

58. The system, which regulates conditions of employment, is as follows: the municipalities can decide to set up annual employee development interviews, which the head of school or his deputy conducts with the individual teacher. Such interviews can contribute to a clarification of the development of competence, distribution of tasks and the organisation of cooperation relations. Some municipalities have been trying to aim the interviews particularly at seniors.

2.3 Development of curricula

59. Curricula for the elementary and lower secondary level are based on a division of labour where considerable competence is delegated to the town council and to the school. On the basis of the Act on the Folkeskole (1993), the Ministry of Education issues end targets and binding central knowledge and proficiency areas as well as test requirements for the individual subjects from the 1st to the 10th grades. Furthermore, it is compulsory for the municipalities to describe in what ways the work with developing the pupils' comprehensive personal development is integrated into the school's business.

The Aims of the Folkeskole are stated in *Ministry of Education Consolidation Act No. 55 of 17 January 1995*

The Aims of the Folkeskole

§1. (1) The Folkeskole shall - in cooperation with the parents - further the pupils' acquisition of knowledge, skills, working methods and ways of expressing themselves and thus contribute to the all-round personal development of the individual pupil.

(2) The Folkeskole shall endeavour to create such opportunities for experience, industry and absorption that the pupils develop awareness, imagination and an urge to learn, so that they

acquire confidence in their own possibilities and a background for forming independent judgements and for taking personal action.

(3) The Folkeskole shall familiarize the pupils with Danish culture and contribute to their understanding of other cultures and of man's interaction with nature. The school shall prepare the pupils for active participation, joint responsibility, rights and duties in a society based on freedom and democracy. The teaching of the school and its daily life must therefore build on intellectual freedom, equality and democracy.

60. The town council lays down the financial framework, including the number of lessons in each subject, and curricula within some minimum requirements. After this, the Board of Governors with a majority of parent representatives are responsible for establishing principles for the distribution of periods among the subjects, the distribution of subjects among the teachers and the organisation of teaching and the education materials. As the educationally and administratively responsible, the school principal is in charge of the overall organisation of the work and the supervision of teaching. The teacher has the final decision – supported by the collegial network – on the actual planning of the teaching, the continuous evaluation, the formation of classes and the use of education materials.

61. With an amendment in progress of the Act in the spring of 2003, a wide majority including the two government parties *Venstre* and the Conservatives, as well as the Social Democrats and the Danish People's Party have chosen to adjust the Act on the Folkeskole in such a way that the central subject targets are supported by obligatory step targets. Likewise, obligatory targets have been set for the nursery class. The definition of aims will however not be changed.

In the following sections we will describe the teacher population's extent and development, as well as the support personnel. After this follows a section about signs of teacher shortage.

2.4 The extent and development of the population of teachers since 1990

62. The numbers of teachers since 1991 are shown in table 2.2, sorted by level of education. For the basic schools the number has decreased from 62,000 to 55,000 in 1999.

Table 2.2 Number of teachers by level of education

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
	Persons in 1,000									
Basic school, total 1)	62	61	61	-	-	-	53	54	55	-
The Folkeskole 1) 6)	-	-	-	-	-	-	47	48	49	-
Free elementary schools 1)	-	-	6	6	6	6	6	6	6	-
General upper secondary education	8	9	9	9	9	9	9	9	9	9
Vocational colleges etc. 2) 3)	-	-	-	-	-	23	23	24	22	21
Medium-cycle higher education 3) 7)	-	-	-	-	-	19	20	21	16	16
University Act institutions 3) 4)	-	-	-	-	-	30	32	32	33	32
	Full-time equivalents in 1,000									
Basic school 1)	57	55	-	-	-	-	50	52	52	-
The Folkeskole 1) 6)	52	50	-	-	-	-	44	46	46	-
Free elementary schools 1)	5	5	5	5	6	6	6	6	6	-
General upper secondary education	8	8	8	8	8	8	8	8	8	8
Vocational colleges etc. 2) 3)	-	-	-	-	-	12	12	12	12	12
Medium-cycle higher education 3) 7)	-	-	-	-	-	3	3	3	3	3
University Act institutions 3) 4)	-	-	-	7	7 5)	8	8	8	10	10

1) Changed calculation method: Figures are therefore not immediately comparable. Continuation schools not included.

2) VET, HHX and HTX and short-cycle higher education.

3) Comprises teachers/researchers and part-time and temporarily employed teachers.

4) In 2000: Universities of Copenhagen, Aarhus, Odense, Roskilde and Aalborg, Technical University of Denmark, the business schools in Copenhagen, Aarhus and South Denmark, the Royal Danish School of Pharmacy, the Royal Danish Veterinary and Agricultural University and the Royal Danish School of Educational Studies.

5) Estimate.

6) As from 1997, the figures exclude head teachers, pre-school class teachers and educators.

7) In 2000: schools of social work, colleges of engineering, business school departments, schools of occupational and physiotherapy, school of midwifery, schools for medical laboratory technologists, colleges of education, and colleges of home economics, textile design and educator training, Danish Teacher Training Centre for Woodwork, Craft and Technology, the advanced college of nursing in Aarhus, Danish School of Journalism and Danish University of Education (very few).

:- No data.

Source: Ministry of Education: Facts and Figures. Education Indicators Denmark – June 2002.

The shifts of the pupil/teacher ratio and the average size of classes make quite interesting observations. Table 2.3 shows that the pupil/teacher ratio in the Folkeskole has increased from 10.3 to 10.7 pupils per teacher in the period from 1991 to 1999. Contrariwise, it has been steeply declining in the free basic schools from 11.2 to 9.7. The growth in the number of pupils mentioned from now on to 2012 will cause a considerable rise in the expenditures, unless the pupil/teacher ratio is to increase even more. This is a proposal, which the Ministry of Finance has presented during negotiations with the municipalities about the economic framework for 2004.

Table 2.3 Teacher/pupil ratio and normal number of pupils/students per class in the Folkeskole, the free basic schools, general upper secondary education, commercial and technical education etc., 1991 – 2000

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
	Teacher/pupil ratio									
The basic school 1)										
The <i>Folkeskole</i>	10,3	10,4	-	-	-	-	10,6	10,5	10,7	-
Free elementary schools	11,2	11,5	11,9	11,7	11,3	11,3	11,3	11,4	9,7	-
Upper secondary education 2)										
General upper secondary education	9,2	8,9	8,9	9	9	8,9	8,7	8,7	8,6	8,6
Commercial programmes	12,4	13,6	12,6	12,6	11,9	11,7	11	11,9	11,7	11,8
Technical programmes etc.	8,9	8,9	8,6	8,4	8	8,2	7,3	7,9	7,9	7,9
	Normal number of pupils per class									
The basic school 1)										
The <i>Folkeskole</i>	18,4	18,4	18,4	18,5	18,5	18,6	18,8	18,9	19,1	-
Free elementary schools	16,8	16,7	16,6	16,8	17	16,8	16,8	17	17	-
General upper secondary education										
The <i>Gymnasium</i>	-	23,4	24,5	24,8	24,4	24,1	23,9	24,1	24,2	24,2
<i>HF</i>	-	22,5	24,4	25,7	25,5	24,9	24,7	24	24	24,4
Adult upper sec. level-courses	-	14,4	19	18,5	16,3	17	17	16,8	20,6	21,6

1) Excluding continuation schools.

2) It is not for the moment possible to indicate the teacher/pupil ratio for the entire area of HHX and HTX. It is known that the ratio for the multi-annual HHX is 1:11.3, 1:13.1 for the 1-year HHX and 1:7.7 for HTX.

3) Including agriculture and maritime education.

:- No data.

Source: Ministry of Education: Facts and Figures. Education Indicators Denmark – June 2002.

2.5 The extent and development of the support personnel

63. The support personnel include both educational and technical groups, on a municipal level as well as on a school level. In larger municipalities there are educational/psychological advisory centres with school psychologists and speech therapists. Equally, a number of large municipalities have educational centres with consultants, who for instance arrange courses for teachers and common bodies of information, which can be used by the schools. The county districts have in addition to this so-called County Centrals, which give aid to teachers and schools in the municipalities. Most schools employ educational support personnel for assisting teachers' with pupils who have particular needs, for instance pupils with physical handicaps or DAMP children etc. The technical personnel take care of functions related to the provision and maintenance of teaching aids etc. to varying degrees. However, there is no total record of the extent and development of support personnel in the Folkeskole, since the framework is laid down by the individual Municipal Councils. To illustrate the extent we would like to present key figures from a Copenhagen suburb and a small rural district council.

Table 2.4 Support personnel for the school

	Suburban municipality	Rural district council
Number of town dwellers	21.004	9.028
Number of schoolchildren	2.651	1.215
Number of teacher man-years	252	104
Number of man-years in Educational Central Functions.	6	0
Number of man-years in Educational-Psychological Guidance.	15,7	5
Number of man-years for educational consultants in the administration.	4	0
Number of man-years for support teachers in schools.	6,32	1
Number of man-years for other educational personnel associated with the schools (except for teachers and SFO).	1	12

Source: Based on data from the two municipalities.

2.6 Signs of teacher shortage

64. The first projections for the future shortage of teachers appeared in Denmark in the early 90s when colleges of education had just been closed down and unemployment was still high. The central instrument of control was the admission framework for the colleges of education. Gradually both politicians, interest groups and the local school authorities, recognized teacher shortage as a problem and the admission framework was extended considerably from 1500 places in 1985 to 4000 in 1996. The size of the future shortage of teachers was questioned by several parties; among other things, it was documented that the shortage was largest in the rural districts and smallest in the major towns. From the mid-90s, the recruitment of qualified applicants for the colleges became an increasing problem. A problem which also contained large regional variations and consequently controlling problems: regional control could lead to rejection of qualified students who did not want to move to provincial towns and subsequent major recruitment problems, since it is even harder to motivate graduated teachers to get a post outside of the major town where they have been trained.

65. The politicians reacted to these signals in different ways. Some thought that the problem eventually would disappear of itself when children born in the years with low birth rates reach school age. There would be fewer pupils to teach. The teacher shortage, which was after all beginning to show, could be mitigated by various measures both on a national political level and on the local municipal level, where decisions regarding school policy are made.

66. The present discussion about the future availability and need of teachers has both local appearances and common national forms. The local debate is dominated by the municipalities, which experience recruitment problems when they announce vacant positions and therefore hire both un-trained teachers and use incitements such as higher starting salary, special introductory programmes, help with accommodation etc. The Danish Union of Teachers (DLF) conducted a large questionnaire survey among the local shop stewards. The survey showed that there was a shortage of teachers in 53% of the municipalities, and 14% of the municipalities had a teacher shortage of more than 5%. This was a problem especially in the fringe districts

67. Projections of more importance for the debate have been prepared by the Ministry of Education. In August 2002 it made a new analysis, which aimed at taking into account that a number of non-college-

trained teachers teach in the free basic schools and continuation schools.¹⁸ This is a fact, which has been overlooked by earlier projections, misleading them to exaggerate the actual teacher shortage. The following projection includes an account of the demand for teachers, which it compares to the expected supply of teachers, both the experienced and the newly qualified ones. The account has been prepared in such a way that regional conditions are explained separately.

Table 2.5 Projection of teachers from 2002-2018

	2002	2005	2010	2015	2018
1. Total number of teachers trained at colleges of education (The workforce)	79536	81007	80539	79658	80723
Teachers in elementary and lower secondary school:					
2.College-trained in elementary and lower secondary school	57400	58157	56803	55558	56472
3.Non-college trained (in continuation schools)	2662	2802	2878	2815	2734
4.Non-college trained (in free basic schools)	745	803	873	843	823
5.Total number of teachers, elementary and lower secondary level (head staff deducted)	57758	58738	57559	56202	57002
6.Pupils in elementary and lower secondary school	632175	662673	664702	633231	610916
7.Number of teachers required	59612	62154	62323	59700	57841
Balance (-shortage/+surplus)	-1854	-3415	-4764	-3499	-838
8.College-trained who do not teach in elementary and lower secondary school (head staff included)	21827	20973	20615	22455	25223

Source: The Ministry of Education. Projection of teachers. August 2002.

68. Seen from an over-arching point of view this survey showed a modest shortage of teachers in elementary and lower secondary school, including college-trained teachers. In 2002 the shortage is an estimated 1,800 teachers compared with a total requirement for teachers of ca. 59,600. The regional analysis shows that the shortage is not evenly distributed. The shortage is largest in Greater Copenhagen (the municipalities of Copenhagen and Frederiksberg and the counties of Copenhagen, Frederiksborg and Roskilde), but the projection anticipates that the shortage in its last year – measured by number of teachers – will be almost as large in western Denmark (Ribe and Ringkøbing counties). Since there are three times as many pupils in Greater Copenhagen to “carry” the same shortage, there are markedly more pupils to “carry” the same shortage of teachers. A lesser shortage is to be expected in northern Denmark (Viborg and Nordjyllands counties) and the rest of Zealand. The shortage of teachers will be more than doubled after 2005 and the following years culminating with 4764 in 2010, after which the shortage will be reduced to 838 in 2018. The shortage is however not expected to exceed 7.6%. In addition to the regional variation this shortage may be larger for the natural science subjects. Even though all college-trained teachers are competent to teach all subjects from the 1st to the 10th grades, schools, which wish to hire teachers who have natural sciences as their main subjects, may experience special recruitment difficulties.

69. As can be seen in table 2.5, ca. 59.600 out of 79.500 college-trained teachers are occupied with teaching on the elementary and lower secondary level, corresponding to ca. 74%. The projection shows that if the share is raised to 80% there will only be teacher shortage on a national level to a very limited extent. An increase of the pupil/teacher ration from 10.7 to 11.2 will reduce the teacher shortage considerably, so that there will only be a smaller shortage by 2010. Likewise, an extra period per teacher or a higher completion frequency on the colleges of education can reduce teacher shortage to some extent.

¹⁸ These include for instance teachers with a different type of teacher training than the one offered at the 18 colleges of education.

70. Thus, the projections indicate that teacher shortage is a current problem, and it is a growing problem, which is unevenly distributed across the country. Consequently, teacher shortage is a central element in the debate about education policy, and it has been debated in the Danish parliament several times, e.g. during question time on May 2nd 2001.

Who, then, are the central organisational actors who have an opinion about the teacher shortage? The concluding section of this chapter describes the central organisational actors and their latest agreements.

2.7 Central political actors

71. The Danish labour market has traditionally been very consensus oriented with pre-ordained dialogue structures between employers and trade unions and high union membership rates. Thus, the Danish Union of Teachers (DLF) informs that it organises 97% of the teachers in the Folkeskole.¹⁹ In the school area there is a continuous close communication between the three main actors: The National Association of Local Authorities in Denmark (KL), The Danish Union of Teachers and the Ministry of Education. They even chose to initiate the large development program F2000 together, which had the purpose of supporting the implementation of the Act on the Folkeskole, when it was only slowly put to practice in the schools. Likewise, partnerships have been established with the general upper secondary level schools, whose teachers are organised in The Danish National Union Of Upper Secondary School Teachers (GL) and the counties in the Association of County Councils in Denmark.

72. In addition to the two large teachers' organisations, DLF with 88,000 member of which 24,000 are students, retired etc. and GL with 11,500²⁰, there is an array of small teachers' organisation which typically organise a particular area, like BUPL, which especially covers the sector of day-care centres and the pedagogues in the School and Leisure System (SFO).

The small organisations are

- DPL, The Union of Danish Production High School Teachers
- EL, The Union of Continuation School Teachers
- HF, The Union of Home Economics Teachers
- FGL, The Union of Free Basic School Teachers
- GLF, The Union of Greenland Teachers
- KKF, The Municipal Association in Copenhagen
- LVU, The National Association of Adult and Youth Teachers
- LvA, The Association of Teachers at the Labour Market Courses
- SL, The National Union of Social Education Workers
- S-81, The Union of Special Teachers of 1981

The teachers are part of a common negotiation framework with a large group of other public employees, including similar professions such as nurses, pedagogues. They are joined in the Negotiating Body for the Association of Local Government Employees' Organisations (KTO), the non-academic teachers are organised in the National Association of Teachers, whereas the academic teachers are members of the Danish Confederation of Professional Associations.

73. The themes and results at the latest collective bargaining in 2002 was dominated by discussions of the continued development of New Salary, a new salary system, which for teachers since 1999 has meant that their salary to a lesser extent is decided by seniority and to a larger extent by functions, qualifications and possibly results. The employers wished to have larger part of the salary laid out to local negotiations, but

¹⁹ Information from the DLF on request in November 2002.

²⁰ Source: the DLF and GL homepages on Feb. 10th 2003

the unions preferred centrally negotiated award and bonuses. However only a minor part of the salary was subject to local negotiations. This can be seen from the fact that the employers wanted 2.0% of the salary to be negotiated locally, whereas the unions would only accept 1.5%.²¹ The result was a 3-year agreement, general wage increases of 5.5% including longer holidays and a decision that 1.87% of the salary must be negotiated locally.²²

74. In connection with the collective bargaining it seems appropriate to mention the agreement on working hours. After the teachers in 1993 were transferred from being state employed to becoming municipally employed and new teachers were employed according to an agreement instead of as public servants, there have been continuous discussions about the organisation of working hours. Until 1993 the job was described as a number of obligatory periods and on top of that a number of loosely described tasks, after then it was divided into three types of tasks: teaching, preparation and other duties. In 1999 a central framework agreement was concluded, which is being implemented locally. It differentiates between

- Individual time for individual preparation, revision of teaching strategies, meetings, regular update of professional knowledge and communication with parents outside the workplace.
- School time. This includes any other work as a teacher, including teaching, guidance, teacher-parent cooperation, interdisciplinary cooperation, social activities etc. The number of periods is either concretely defined or part of an agreement.

75. Although this agreement implies a possibility of better piecework rates, it is a constant source of discontent. The agreement does not appear to have created a satisfactory balance between flexibility and both parties' ambition to secure correspondence between the working hours assigned and the amount of tasks. For this reason, the Danish Union of Teachers has chosen to cancel the agreement as of August 1st 2004.

76. Currently, two of the central organisations, The National Association of Local Authorities in Denmark and the Danish Union of Teachers have taken the initiative of to enter into a closer dialogue through a number of conferences focusing on

- An even better Folkeskole
- More commitment
- A shared responsibility for resources
- Effectiveness in the Folkeskole of the future
- More respect for the teachers' profession
- A better image for the Folkeskole

Whether this dialogue leads to a clarification of the conditions for the profession, through a new agreement on working hours, which is more widely supported by teachers and management, has yet to be seen. But a successful dialogue will in all probability strengthen the retention of teachers in the Folkeskole. This retention has proved necessary in order to ensure a continuation of the present quality of schools and teaching.

²¹ Folkeskolen 8/2-2002

²² Folkeskolen 21/3-02

3 ATTRACTING MOTIVATED PEOPLE TO THE TEACHING PROFESSION

77. The last ten years there has been a concern for a possible shortage of teachers in the Danish primary school system. The politicians had to find out if the claimed shortage problem was a real problem or if it was just another theme in the political debate on educational issues. At the same time there was a growing interest in the teacher's working conditions in school and a need for adjustments in the recruitment system to the teacher education. This need could be seen as an awareness of the European developments in the area.

The way to enter the teaching profession are formed by several important decisions in order for an individual to become a teacher: (i) the decision to enter a college (ii) that of actually becoming a teacher after acquiring a teacher initial education; (iii) that of returning to the profession after having left it; (iv) that of entering the teaching profession after the acquisition of experience outside education without having undertaken initial teacher education.

78. In Denmark most emphasis has been put on recruitment to colleges, while most educated teachers have entered the profession after graduation. Hardly any focus has been put on making teachers re-enter the profession when they have left. Until recently a teacher education diploma was compulsory to acquire a position as teacher in "the Folkeskole." As such only locally and temporary recruitment of teachers without diploma in teacher education, were found. From 2002 a new programme was established recruiting experienced staff with other qualifications. See below.

3.1 Recruitment as a political theme

79. As previously mentioned, the first projection of a future shortage of teachers started to appear in Denmark in the early 90s, when colleges of education had been closed down, and unemployment was still high. The central instrument of control was the colleges' framework of admission. Gradually both politicians, interest groups and local school authorities, recognized the shortage of teachers as a problem²³ and the framework of admission was extended considerably. The size of the future shortage was however questioned from many sides, for instance it was documented that the shortage was unevenly distributed across the country: it was greatest in the rural districts and smallest in the major towns. From the mid-90s the recruitment of qualified applicants for the colleges of education became a growing problem.

Parliamentary reactions

80. The politicians reacted to these signals in different ways.²⁴ Some thought that the problem would eventually disappear of itself when the new small generations reached school age. There would be fewer pupils to teach. The teacher shortage, which was after all beginning to show, could be mitigated by various measures both on a national political level and on the local municipal level, where decisions regarding school policy are made. Furthermore, the intake of new students into the colleges of education was on the rise again after a period of falling numbers as a consequence of the wider framework of admission. A picture of a wait-and-see policy towards the task of improving recruitment to the colleges began to emerge. Other politicians formulated several proposals for nationwide initiatives. They were carried out in the late 90s in the shape of short-cycle teachers certificate programmes (1-2 years). The advantage of this was, according to the proposes,²⁵ that applicants with either an academic background or with a background from related, but shorter educational institutions (pedagogues, social and health-care workers) could take merit modules which would qualify them to teach in one or more of the Folkeskole subjects as well as provide

²³ Question debate in the Folketing no. F 49, (13/3 2001), The Office for Statistics and Information in the Institutional Governing Body of Ministry of Education, 2000, "Fastholdelse og rekruttering af lærere", (report from the task group between the Danish School Directors' Organisation and the KL), June 2001 and the DLF: "Lærermangel i 130 kommuner", March 2001.

²⁴ F 49, op.cit. as well as the Question Debate in the Folketing no. F 46 (1/3 2001).

²⁵ F 49, op.cit.

them with a knowledge about children and young people's pedagogical and psychological background for learning.

The conditions for the teaching profession

81. Concurrently there was a growing criticism of the working conditions in the schools. The teachers spent their working hours on many other things than teaching; a lot of time was spent on meetings, parent contact and caring for the children and teaching them manners. It was assumed that difficult working conditions maybe prevented many young people from applying to colleges of education. But because of the Danish decentralised decision structure there was a dilemma between a potential state control of local affairs and the use of block grants, which allowed the individual municipal councils to prioritise between different services such as schools and the care of the elderly.

Wanting to decentralise further, most parties were very reluctant to control in detail educational matters such as ensuring better classrooms, a more flexible organisation of classrooms, more money for books and teaching materials etc. The municipalities paid the expenses themselves via block grants, although several politicians were in favour of central grants for this work. Moreover proposals were made that the school management should assume more responsibility for the welcoming of new teachers; to school them into the teachers' group, as it were. They should be given a manageable timetable, so that they were not frightened away by too many lessons ('confrontation lessons').

82. Finally, the newly trained teachers should be able to keep in touch with the college where they were trained or another college, by continuing the cooperation, which had established in connection with the practice teaching periods. Proposals were also made of establishing more local branches of the regions' colleges of education.

The point of view of local authorities

83. The Danish local authorities have also taken a position on the recruitment of teachers as a political theme, e.g. in a joint analysis published in 2001.²⁶ Since the shortage of teachers is very unevenly distributed across the country, the municipalities have shown a varying interest in the national recommendations, but in the case of the Folkeskole, they do not have to follow them. They can determine school budgets independently within a centrally laid down framework. The Danish municipalities have, however, a common interest in making agreements about working hours and salaries, which can be used for the recruitment of teachers in the long term, since it will make the teachers' profession more attractive. In the short term, it can be used to retain those teachers whom they are particularly keen to retain. Seen from the point of view of the National Association of Local Authorities, a more individually adapted agreement may contribute to this process. Such an agreement is generally built on collective agreements, but adjusts the individual person's salary and working conditions to the existing 'market'. The idea is to use the salary as a competition parameter on a par with more traditional fringe benefits such as free accommodation, home pc and wholesale shopping clubs, which have been used in Denmark only to a lesser extent to make it attractive to teachers and others to settle down in sparsely populated parts of the country. This way of using wage policy has been made possible with the introduction of "New Salary". The Danish Union of Teachers is sceptical of this individualisation of wage formation, which is not a proper thing to do for a school "whose activities are often dependent on a collective effort."

84. The municipalities are interested in formulating and implementing a staff policy, which makes the school able to positively draw attention to itself and the qualities it possesses. To get the attention of the immediate environment is crucial, since it gives the school the most direct feedback on its activities. For this reason, the school should invite the local community to a dialogue – both with users and non-users. In the long term, this will create a positive image of the local school. As a teacher at the local school, one

²⁶ "Fastholdelse og rekruttering af lærere", op.cit. pp. 6-9

must strive to identify oneself with this work and feel pride in one's place of work. It is the satisfied teacher and the satisfied principal who are the best ambassadors for the school – and therefore the best ones to create a better image for the schools.

3.2 Ways to the teaching profession

85. Admission to colleges of education are – like universities - based on completing higher secondary level examinations. Only 25 % of applicants enter college directly from high school, where as the majority (75%) are recruited among young people who have supplemented their basic education through un-completed university studies and/or work experiences etc. (See table 3.1)

86. Generally, the pedagogical and political debate has been directed at factors which can induce the recruitment and reduce the need for an improved recruitment of teachers; namely incentives that can make teachers' training appealing to young people and incentives which can keep experienced teachers in the workforce. In conformity with the Local Authorities' Association of Teachers, the Danish Union of Teachers (DLF) has in recent years taken a number of initiatives in helping recruitment. The DLF stresses the importance of securing coherence in the working life, the development opportunities and challenges, including supplementary and further training, and a good physical and psychological working environment.

According to the DLF, working as a teacher and the teachers' training gives one the opportunity to meet young people's growing expectations of individual competence, personal challenge and social relations, the possibility of working in networks and influence the work and the culture of the organisation.²⁷

According to the DLF, a central issue in relation to the training is that qualified applicants occupy all places available for students at the colleges of education. This requires that the training is designed in such a way that it corresponds with the values and future dreams of young people, that it secures the students' completion of the training and attracts the newly qualified teachers to a job in the Folkeskole and makes them stay there. The latter objective can be achieved by means of introductory programmes, by setting up network groups, supervision and mentor training and by utilising the newly trained teachers' qualifications etc. A minor initiative, which is believed to attract future teachers to the colleges, is a proposal by the DLF. It suggests that the people who work as substitute teachers and wish to get trained at the colleges should be enabled to do so independently of financial means. In spite of difficulties caused by the demands of the unemployment legislation that the unemployed must be available for work, a number of special programmes have been established at various colleges, which has increased recruitment. More about this will follow in chapter 4.

The extent of recruitment to the colleges of education

87. Among the teachers, the principals and the students on the institutions which train teachers for the elementary and lower secondary school, is it a point of issue that students are getting younger and younger, and a growing share of the students are women. The young age of students is often used to explain why so many drop out from the colleges, and why newly trained teachers allegedly experience a so-called "practice shock", when they begin to work in a school after their training. It is, however, noticeable that while the number of students at the colleges of education has more than doubled from 7,362 to 15,971 in the period from 1991-2000 because of a political desire to get more places, the percentage of students who start at the college before their 20th year is still very low (2.6%) and the number who start at the age of less than 25 years is also falling. Despite a widespread political ambition that young people must begin a job-oriented education sooner after the completion of the upper secondary exams, this ambition has not been fulfilled for the prospective teachers. When young people use sabbatical years and take up new courses of

²⁷ The Copenhagen Institute for Future Studies: "An attractive municipal labour market" pp. 76-83

study, they enter college and graduate at a relatively old age.²⁸ However, there are clear indications that studying at the educational colleges is an active choice, and people do not mind moving away in order to get in at the desired college, although not until several years after completing higher secondary level leaving examinations.²⁹

Table 3.1 Students admitted to colleges of education, sorted by age and year of admission

Age	Year of admission							
	1991	1993	1995	1997	1999	2000		
<20 years	40	1,90%	2,40%	1,50%	1,60%	1,70%	108	2,60%
20-24 years	1424	68,30%	65,10%	62,90%	64,60%	64,00%	2628	62,70%
25-29 years	388	18,60%	20,10%	20,00%	17,80%	17,50%	732	17,50%
>30 years	233	11,20%	12,30%	15,70%	16,00%	16,90%	723	17,30%
Total	2085	100,00%	100,00%	100,00%	100,00%	100,00%	4191	100,00%

Source: StatBank Denmark, Statistics Denmark 2002.

88. It is just as noticeable that the intake of women only with small fluctuations has remained around 65-67% in the entire period 1991-2000 despite the tremendous enlargement of capacity. The colleges of education are still dominated by women although to a lesser extent than related professions such as pedagogues (83%) and nurses (94%). The number of students with a first or second-generation immigrant background has doubled, so that especially the number of these women has increased considerably at the colleges of education. The growth must however been seen in relation to the circumstance that the total number of immigrants and their descendents has been almost doubled during this period.³⁰

Table 3.2 Student intakes into colleges of education, sorted by origin, gender and year of admission

		Year of admission						
		1991	1993	1995	1997	1999	2000	
Total of all categories		2085	2493	3764	3961	4335	4191	
- Of which	Men	704	911	1355	1390	1488	1391	
- Of which	Women	1381	1582	2409	2571	2847	2800	
- Of which	Share of women	66%	63%	64%	65%	66%	67%	
Immigrants/descendants of immigrants		Share	2,00%	2,30%	3,20%	2,50%	2,80%	4,00%
- Share	Men	3,60%	3,20%	4,00%	2,80%	3,00%	4,20%	
- Share	Women	1,20%	1,80%	2,80%	2,40%	2,70%	3,90%	

Source: StatBank Denmark, Statistics Denmark 2002.

²⁸ The socio-economical background and motives for beginning teacher training have only been sparsely examined, but the results of a comprehensive ongoing dropout survey for all of the 2002 classes, which includes a questionnaire about social background and motives for choice of study and institutions, are expected to come soon.

²⁹ The Ministry of Education: Folkeskolelærer - En uddannelse der rykker. The Office for Statistics and Information, 2003.

³⁰ According to Statistics Denmark Data Bank, the share of 18-35 year olds with a 1st or 2nd generation immigrant background has grown from 6 to 10 % in the period 1991-2000.

89. In addition to the ordinary training of teachers, the newly established teachers' certificate programme has admitted 1050 students in August 2002, of whom 33% have an university degree and 22% are trained pedagogues.³¹ The programme is mainly based on a wish to increase the production of teachers, but some politicians underline the quality of broader experiences among teachers in schools. Teachers at the colleges of education report that for the moment students are very committed and competent.

The transition from training to work

90. The number of students who will go on to a career as a teacher depends on the percentage of students who pass their exams, and on how many of them who will use their training as a basis for another profession, for instance by giving up the teachers' profession after having worked shortly as a teacher. A newly trained teacher gives vent to her frustrations after a few months' work:

*"Several of my fellow students have dropped out after a few months in the Folkeskole. They have thrown in the towel and realised that life, as a Folkeskole teacher is not the kind of life that they want! There is a feeling that one never has a moment's leisure. Work and leisure time seem to melt together when one prepares for classes or correct exercises. This is not the kind of liberation from the study that we dreamt of before the summer holiday."*³²

However, other newly trained teachers experience a completely different start on the teacher's job.

*"It is crucial to have good colleagues who can and will help, and a good timetable - that is one with few classes and subjects one feels secure about. I have had a positive experience working as an assistant for a more experienced teacher, and I recommend it to others. Furthermore, it would be a good idea to have more preparation time, in any case for the newly qualified. It one wants to retain newly qualified teachers, it is important to offer them a good start."*³³

91. Presently there is much focus on dropout rates during the training. This dropout would appear to be on the rise. From a completion percentage of around 80 for the newly qualified from the years 1996-98 the percentage slipped to 76.6 in 2000. With the new intake in 1998 a new study plan was introduced with more focus on the profession which however would appear to increase dropout rates. Only 47.7 completed the training within the official duration time of 4 years in 2002, when the 1998 classes completed the training, whereas 66% from the 1997 classes completed the training in 2001.³⁴ The rate of dropouts grows in the course of the training, and more people apply for a leave of absence. Whether it is a matter of beginning difficulties for a new training scheme with a requirement for an academic bachelor's thesis and four main subjects instead of two, or if this education in itself is so demanding that we must get accustomed to higher dropout rates has yet to be seen. A large survey has therefore been initiated in August 2002 by the Principals of the Colleges of Education, which will encompass all student admitted in 2002.

Salaries and working conditions – from a relative point of view

92. The Economic Council³⁵ has made a comparative overview of salaries in a number of professions in the period from 1988-98. Cf. table 3.3 one can see that the relative salary of Folkeskole teachers compared to smiths has fallen from index 107 to 90, whereas similar professions such as pedagogues and nurses have

³¹ KL: Velkommen til meritlærerne. 26th October 02. See also the section below "A New and wider recruitment strategy"

³² Anne Sandell Svendsen: *Af en nyuddannet Folkeskolelærers refleksioner*. Dansk Pædagogiske Tidsskrift no. 2 2002.

³³ Pernille Heisel, Vipperød Skole. Kredsbladet, kreds 52, januar 2002.

³⁴ The Association of Principals at Colleges of Education: Gennemførelse af læreruddannelsen. Opfølgende notat, January 2003.

³⁵ An independent economic advisory body

both remained unchanged during the same period, although at a lower level. Candidates in the humanities – including upper secondary school teachers – have experienced a similar fall, whereas e.g. economists still have the double aggregate lifetime salary of that of a Folkeskole teacher, even if they have experienced a minor decrease. These differences are harmonised by tax payments and public subsidies.

93. The working conditions for teachers compared to other groups have been investigated by a larger project on the municipal labour market.³⁶ The results indicate that teachers weigh the psychological working environment very highly and do not attach less weight to salary than the other municipal groups, and they prioritise the possibility of organising their work and having influence on the tasks. These are work values, which are fulfilled to a high degree. The employees in the Folkeskole get the highest score on the question whether they feel they are given the opportunity to organise their work themselves, and generally they also exert a great influence on their working situation. Read more about this in section 6.2.

Table 3.3 aggregate lifetime salaries for different educational paths

Profession	Private income				Disposable income
	1988	1992	1996	1998	1998
Folkeskole teacher	107	96	92	90	97
Pedagogue	76	74	76	77	87
Nurse	87	88	84	85	92
Economist	192	184	192	185	133
Humanities Candidate	117	111	102	100	99
Smith	100	100	100	100	100

Private income is income without public subsidies. Disposable income includes both taxes and public benefits.

Source: The Economic Council: *Dansk Økonomi efter 2001*, p. 177.

94. On the other hand, many employees in the Folkeskole indicate – and significantly more than in the other sectors – that their burden of work is too toilsome compared to their working hours. Comparably many indicate that their work is often stressful. At the same time, a majority of teachers think that their work is dominated by a fixed field of activity rather than fixed working hours – in other words they seldom feel they have any leisure time, which may be a further explanation of their feeling stressed out. It does not appear to be the children or the teaching, which are stress, factors in themselves, it is all the “extra work”:

*“If I could cut 75% off all meeting activity, I would consider that a giant leap ahead. For it is meaningless. I sit at meetings ca. 1.5 times a week all year round. Parent meetings, interviews, pedagogical meetings, timetable meetings and committee meetings ... it is quite typical that afterwards no-one is able to tell what these meetings were all about (...) I would rather have 2.5 teaching hours and be free of all the other hullabaloo...”*³⁷

Teachers’ attitude to the meeting activity etc varies a lot, also depending on experience and opinion of “modern” teaching forms. By means of development programmes as well as concrete projects, both managements and union officials are in many places concerned with influencing attitudes and forms of

³⁶ *Et attraktivt kommunalt arbejdsmarked*. 2000 pp. 109ff.

³⁷ *Et attraktivt kommunalt arbejdsmarked*. 2000 p. 89.

cooperation. The aim is to let teachers experience that close, binding cooperation does not only lead to more strain, but may also improve quality and perhaps even the effectiveness the teaching.

Re-entering the profession

95. There has not been any accessible data, which could elucidate the challenge of getting teachers who have left the profession to return to it again. The Danish Union of Teachers estimates³⁸ that when unemployment began to decline in the mid-90s, many trained teachers re-entered the profession after having been occupied with other temporary jobs, but there are no surveys of this. Trained teachers may apply for positions whenever they are vacant. Instead the efforts to mitigate the shortage of teachers have been concentrated on getting young people to apply for the colleges of education and trying to make experienced teachers postpone their resignation from the job.

3.3 Recruitment initiatives – and their effect

96. The Globalisation of the world economy has created an international focus on the countries' mutual competitiveness. Many international surveys, with OECD's "Education at a Glance" as the largest in the field of education and training, try to throw light on how different nations are prepared for the global competition in a knowledge society. In the time to come, it will be the training and competence of the workforce, which will be decisive, factors in the international competition about workplaces. Furthermore, it is the aim of the Ministry of Education to have a larger international exchange of teachers, both as a part of the individual teacher's own further training programme and as a way to improve the quality of teaching in the Danish Folkeskole.³⁹

97. The most important recruitment initiative of the 90s was an expanding of the politically determined framework of admission, which the colleges of education have to act within. From 1991 to 1996 this framework was expanded with more than 100%. Combined with the intensified recruitment campaigns of individual colleges and from 2001 campaigns from the Danish Union of Teachers it has been managed to uphold an intake of more than 4000 although the youth generations are falling in numbers. The campaigns have included participation in educational fairs for young people, a paper and advertising, extended educational counselling etc. Measures of efficacy are not known, including whether institutions, which ran larger campaigns, got larger intakes, but it is the impression of the individual institutions that campaigns will still be necessary.

98. One important, but possibly hazardous initiative has been to guarantee study places for students with a previously set minimum set of marks. This had made more students who have a qualifying exam but low average marks apply for admission. By these means small colleges with recruitment problems have been able to increase the intake. Whether this leads to a lowering of the quality in the training is not yet known, but no studies have been made of this. In close competition with other educational institutions the colleges of education walk a thin line between cooperating about increasing the intake and a mutual competition about who can maintain or increase the intake. With the before mentioned regional policy problem where free competition will reduce the number of applications to small provincial colleges, the colleges alternate between shared and local initiatives. An important parameter in the future will be whether the established CVUs with teacher training appear attractive to prospective students and ensure more effective institutions.

99. As regards the extent of internationalisation, it is not possible to paint a clear picture. It is a fact that on all levels of education there is more participation in international projects, not least EU-projects. The establishment of a Danish Centre for International Cooperation and Mobility in Education and Training (CIRIUS) from June 2000 shall administrate the EU programmes and assist in promoting the international

³⁸ Information from Consultant Lars Salmonsén, DLF.

³⁹ Publication from the Ministry of Education: *Kvalitet der kan ses*, 2000.

exchange of students and teachers. As far as we have been able to ascertain, there are only few concrete projects, which can tell anything about the effect of foreign teachers' teaching, and almost all of these projects are associated with ICT projects, where computer based training is an important part of the meeting between Danish pupils and the foreign teacher.

Political power of penetration

100. In a parliamentary debate in 2001 about teachers' training and the retention of teachers, the challenges to the teachers were described in this way by a spokesperson for education:

*"The fact that the children are the parents' projects has resulted in more "individually oriented children". At the same time, many people expect the Folkeskole to solve a far greater number of the problems in society. The parents demand that the school provides more services, and at the same time, more focus is put on evaluation and documentation than before."*⁴⁰

Starting out from this summarisation of the basic conditions for teachers' work, the more exposed themes from the public debate about recruitment of future teachers can be aggregated into four groups: The design of the teachers' training, the working environment in the schools, salaries and terms of employment, and the ubiquitous problem of regional imbalances.

101. In the debate about teachers' training there is a special focus on dropouts and changes of subject of study, which allegedly are on the rise and which postpone the starting point of the career. Moreover, there is a strong emphasis on the design of the training, including the balance between a subject didactic and a general education focus: whether the number of main subjects should be reduced from 4 to 3, and whether special educational competence should be an obligatory subject again. Likewise, there will a focus on the interplay between theoretical instruction and the teaching practice, and the question about whether a closer bond between the two will lighten the transition problems from training to work, or as the Danish Union of Teachers has suggested, whether an extension of training to 4 ½ or 5 years will "make space for everything". A characteristic feature of the debate about designing the teachers' training is that it is often built on some assumptions about the connection between training and professional competence, which have not been examined systematically, since the first candidates from the newly designed training did not finish their exams until the summer of 2002. However, the colleges of education and the DLF would like to have more time to study how candidates from the new training will function in the school before the training is possibly reformed again. On the other hand, the municipalities would like to reform training soon, not least because they are experiencing an increasing pressure on special education, as still more pupils are referred to remedial instruction. For this reason, the municipalities would like to strengthen the special educational competence in teachers in order to keep a maximum number of pupils in the ordinary school. The Minister of Education has announced that a revision of the training programme will have to wait until after the 2003 evaluation, but the pressure has been immense.

A New and wider recruitment strategy

102. With regards to the debate about the design of teacher training there have been discussions during the past few years about the possibilities of widening the scope of recruitment by re-training other professional groups, e.g. candidates from the universities, engineers and pedagogues. These discussions have been concluded with the establishment of teachers certificate courses (meritlæreruddannelse) with duration of up to 2 years. On the basis of either a bachelor's degree in one or two subjects, a training as a pedagogue or a concrete assessment of specific competence, the students complete courses with a duration of 1-2 years. As such the model is based on utilization of the competences acquired through work in other professional fields.

⁴⁰ Question to the Minister of Education F49. Negotiations in the Folketing 2000/2001.

The departmental order for the programme states as follows:

“§ 2. The education calls for persons with previous professional or educational qualifications who wishes to teach in the ”folkeskole””

”§ 3. Admission implies either

1. A masters or bachelor degree in one or two school subjects, or
2. An education as nursery teacher or a bachelors degree in home economics

Stk. 2. Exemption may be granted if the applicant is

1. More than 30 years of age,
2. Appraised suitable,
3. Has a qualifying examination or skills in mother tongue, a second language, mathematics and one more subjects at high school level
4. Has previous professional education or corresponding education, and
5. 2 years ore more of vocational experience from teaching or education.

Teachers holding this certificate are employed on the same terms as other schoolteachers.

103. The theme on the working environment deals with the working conditions and the environment in general, but also the conditions for newly qualified teachers, including introductory programmes and assistant teacher schemes, and adapted work responsibilities to reduce a feared but not yet documented flight of newly trained teachers. All parties agree that the school’s image should be improved and consider it necessary to ensure good introductory schemes for new teachers. It is however yet undecided whether the changes shall be secured centrally and by local authorities as the teachers have requested (see the text box) through agreements and campaigns as well as e.g. assistant teacher schemes in immediate continuation of training, or if local organisation in individual schools is better.

Resolution passed at the Congress of the Danish Union of Teachers 2001

Daily life in the Folkeskole has a decisive influence on the recruitment and the retention of teachers. The Folketing and the municipal employers must resume the responsibility of mitigating the shortage of trained teachers.

They must therefore make certain that:

teachers’ salaries and working conditions are attractive
teachers’ training, including teaching practice is of a high quality
newly trained teachers get a good start in the profession
the framework agreement for senior policy is effectuated.

It is therefore necessary that the state and the municipal employers appropriate earmarked funds for retaining and attracting the teacher-trained workforce.

104. The then Minister of Education⁴¹ and the municipalities⁴² recommended instead that both school principals and administrative authorities henceforward give these topics great attention. This is an issue for the individual leader as well as the college of leaders in the municipal administration. It is a high-priority leadership task to create a good working environment in the Folkeskole, and to utilise the individual teacher's competence. Likewise it is important to have a closer hiring procedure in order to avoid reality shocks.

Salaries and terms of employment will be discussed particularly in relation to an agreement on working hours, which divides tasks such as teaching, preparation, meeting activity, parent cooperation etc. into central categories and controls the teacher's work within the different categories. The debate is concerned about whether such control from above is still necessary or if the tasks can be better cared for autonomously by the teachers.

105. The National Association of Local Authorities in Denmark recommends that New Salary with decentralised allowances is used more actively, and they focus on the new agreement on working hours as a tool which can create a better connection between the needs of the employer and the employee. Moreover, the municipalities and the local branches of teachers bring these topics up for discussion with a view to agreeing on a policy and carry through actions.

Regional imbalances

106. The regional complex of problems has to do with differences in supply and demand of newly trained teachers, particularly in those regions where there are too few who apply to study at the teacher-training institutions. These problems become self-increasing, when schools, which are short of teachers, tempt teacher students to work as substitute teachers, which make the students prolong their studies. Local experiments include special salary supplements, a lower number of periods, offers of supplementary training, and a home pc as allurements for new teachers. The quandary is whether one just moves the problem around and sets off a wage push, so as has been the case for the health sector. The primary initiative for securing robust institutions, which can provide competent professional training, is the CVU reform, which is aimed directly at relevant training prospects, also outside university towns. There is wide support from all interested parties behind the establishment of these large centres, but whether they reduce regional imbalances is not clear, since the institutions in the university towns make stronger and more attractive educational frameworks.

The CVU centres have been devised as organisational and administrative frameworks for training teachers to an elementary and lower secondary school, which has seen tremendous changes. From an overall point of view, teachers used to be trained as educational and moral instructors and organisers of education. Today they are to increasing degree subject specialists with knowledge of subject didactics and learning processes.

⁴¹ Question to the Minister of Education F49. Negotiations in the Folketing 2000/2001.

⁴² *Fastholdelse og Rekruttering af lærere*, report from the task group between the Association of School Directors and the KL, June 2001.

4 THE BASIC, SUPPLEMENTARY AND FURTHER TRAINING OF TEACHERS

107. There have been several issues in the debates on a renewed danish teacher education. One of the important themes has been the dilemma on whether the education should be generalist or subject oriented in its aim. Secondly it has been discussed if the teacher should remain autonomous pedagogic agents on the job or he more often should conform to local political standards given by parents and gatekeepers. In this connection several proposals has been given to modernize and differentiate the traditional one-way entrance to the profession.

4.1 The training of teachers as a political theme

108. The debate about the training of teachers for the elementary and lower secondary schools has been dominated by an overall shift of focus from generalist to profession. The theme has several aspects, which seem to get intertwined and displaced over time. For instance, should training be general educational or subject didactic, and should it be taught at universities, or at colleges of education? With a reform of the training programme in 1997, the profession perspective was emphasized and concurrently, a general educational perspective with was kept in the general purpose:

”(1) The training of teachers serves the purpose of educating teachers to the Folkeskole and to form a basis for other kinds of teaching.

(1.2) The training must give the students the insight into subjects and educational theory which is necessary to work as a teacher, and it must contribute to promote the personal development of the students and contribute to developing their interest for and active participation in a democratic society.” (Consolidation Act no 608 of 10 July 1997 on the Training of Teachers for the Danish Folkeskole)

The turn towards profession of the training is presently being recognised by most interested parties in the debate.

General education or subject didactics

109. In connection with the profession theme there is a continuous debate about balancing the teacher's general educational competence for working with the comprehensive development of the children against the teacher's need for specialising in teaching fewer subjects or particular age groups. With the educational reform of 1997 it was decided that instead of the previous 2 main subjects, teachers should specialise in 4 main subjects, including Danish and Mathematics, all with a strong subject didactic focus. The training gives competence to cover the entire pupils' course from the 1st to the 10th grade, since the Act on the Folkeskole does not require that teachers have been trained in subjects as main subjects in order to teach the different subjects. That also goes for the 8th-10th grades. By focusing on subject didactics in the training it was maintained – despite an ongoing debate – that special educational competence are primarily achieved in the supplementary and further training systems⁴³. It is after all the case that within the framework of teacher training – through the principle of differentiated teaching – and within the framework of the subjects' didactics an interest for the individual child's way of learning has been maintained.

110. This theme is still under debate⁴⁴. Lately, e.g. The National Association of Local Authorities in Denmark has complained about the teachers' lack of special educational competence, which presumably makes it difficult for them to ensure a sufficiently broad school. With growing expenses and children being referred to special teaching as a consequence.

⁴³ The distinction between supplementary and further training systems is rather unclear but mostly used to separate stafftraining programmes from formal education (i.e. bachelor og mastersprogrammes).

⁴⁴Cf. <http://www.jp.dk/indland/artikel:aid=1382780:fid=7018/>

University or college of education

111. Another theme is the question about whether the training of teachers should still take place at colleges of education or instead be transferred to the universities. This is a continuous and louder discussion than discussions among related professions such as pedagogues and nurses, who are also being trained outside of universities. Traditionally, the slightly profession oriented studies, typically commercial and technical studies are offered both at the universities and in special institutions, whereas strongly profession oriented studies take place at colleges of education, nursing schools etc. With the entire CVU reform of 2001⁴⁵ a provisional decision has been made to maintain a double education system for the higher education area. Bachelor and candidate studies at universities and profession oriented bachelors at the CVUs. However, the debate is coming to the surface in continuing discussion about whether the colleges of education can secure a sufficient quality in the studies. For instance, The Confederation of Danish Industry seems to have doubts whether the CVUs can manage the task of training and further training of teachers with science as a main subject.⁴⁶ The municipalities and the Danish Union of Teachers support the CVU model, but it is generally assumed that most universities would like to take over the responsibility for the medium-cycle higher education.

4.2 The training of teachers – status and development tendencies

112. In order to teach in elementary and lower secondary school, including the Folkeskole and in the tenth grade, the person in question must have completed the training to become a Folkeskole teacher or a corresponding training, which has been approved by the Minister of Education, cf. below about the private schools. Approval can be conditioned by whether the qualified person passes a test at a college of education or a Centre for Higher Education (CVU), which has been certified by the Minister of Education to train teachers to the Folkeskole.⁴⁷ However, people with special qualifications may be employed to teach particular subjects. With the amendments of 1997 the main intention was to put more emphasis on the profession oriented elements in the training. A training which is based on 4 main subjects as well as on the competence to take part in a professional cooperation with colleges with the aim of organising interdisciplinary courses and projects.

113. In the comments to section 45 of the Act on the Folkeskole it says: "The Board of Governors lay down ... the principles for the organisation of teaching and for the distribution of work between the teachers." After these guidelines the school principal distribute the tasks among the employees. In this connection the principle is responsible for being attentive of the qualifications of the employees in main subjects and other similar qualifications for teaching in particular subjects or topics.

New competence – new freedom on the job

114. The liberty of teachers to organise the teaching still rest on the teacher having acquired an acute ability during basic training to analyse and justify his work and the conditions for carrying it through in relation to the individual pupil and the individual class in a binding cooperation with colleges, pupils and parents. Teachers' training therefore now include a version of teaching practice which gives students an independent responsibility for the teaching in a period and with that the possibility of getting closer to the future work situation.

115. The aim of the reform of teachers training was to implement a targeted initiative, which can make sure that the newly trained are supported in their first time on the job. The responsibility for this rests with the school principal, but it was the intention of the comments to the act to find an arrangement, which also involved the colleges of education with professional and educational guidance. The colleges of education shall be involved through a programme which make sure that newly trained teachers by regular meetings,

⁴⁵ See paragraph 2.2.

⁴⁶ The Confederation of Danish Industries: *Nye veje til fremtidens skole*, 2002, p. 32.

⁴⁷ The Act on the Folkeskole, section 28.

distance teaching or in other ways can discuss professional-educational questions with the teachers at the colleges of education. During the draft stage of the bill it was discussed how the transition from training to work could be facilitated in order to avoid the so-called reality shock. This requires that the principals cooperate in a targeted introduction of new teachers, so that they from the very start will have the opportunity of teaching their main subjects, and that they are included into teams with more experienced teachers.

Different introductory models are currently being tested, cf. chapter 3.

The private schools

116. In the Act on Free Schools and Private Basic Schools etc. it says that free schools and private basic schools provide teaching from the 1st to 10th grade which measures up to the requirements in the Folkeskole. There are no specific requirements to the teacher's educational background⁴⁸, but they are under an extended supervision, which controls that the teaching meet the requirements mentioned before. Neither the Ministry of Education nor the Municipal Council supervise them on a regular basis. The supervision of the general business of the school is taken care of by the parents. It is the parents themselves who must choose a supervisor to check the pupils' level of achievement in certain subjects or request the municipality to supervise the school. Only in extraordinary circumstances, may the Ministry of Education establish special supervision with a free basic school.⁴⁹

The structure of teachers training

117. The training of teachers has hitherto taken place in 18 self-governing colleges of education which aim directly at the elementary and lower secondary level, and two smaller colleges which aim at continuation schools and folk high schools. Typically, the 18 colleges have between 600 and 1400 students. With the institutional reform of 2001, almost all of the 18 colleges have merged or are merging into 12 CVUs together with e.g. institutes for social educators. The CVU/colleges are headed by a principal who is accountable to a board of direction with representatives from typically regional and local politicians, members appointed by interest groups as well as students and employees. The board of direction have the obligation to prepare a local curriculum which implements the targets laid down by acts and executive orders, central content requirements, forms of examination and the distribution of credits among the educational subjects. In practice, the curriculum is decided upon through dialogues between the leadership and the college teachers, involving the students. Thus, external interested parties are able to exert influence through the approval of the curriculum or through continuous discussions of education evaluations in the board of directors. Additionally, all national interested parties have the option of being consulted ahead of emission of Acts and executive orders etc.

118. Training includes four years of study (240 ECTS) with the following obligatory subjects, which gives the right to carry the title profession bachelor:

⁴⁸The vast majority of teachers in private schools have been trained at colleges of education.

⁴⁹A consequence of the criticism in Denmark of the teaching educational practice of particularly Muslim free schools.

Figure 4.1 Teacher training diploma programme subjects

Subject	Credits	ECTS
Religious Studies and Philosophy	0,2	12
Danish or Mathematics as a main subject	0,7	42
3 self-elected main subjects among the Folkeskole subjects offered	3*0,55	3*33
A bachelor's thesis related to one of the main subjects	0,15	9
Educational subject: General Didactics, Psychology, Pedagogy and School in Society. Total:	0,7	42
Teaching Practice	0,6	36

Source: Executive order no. 981 from 01/11/2000

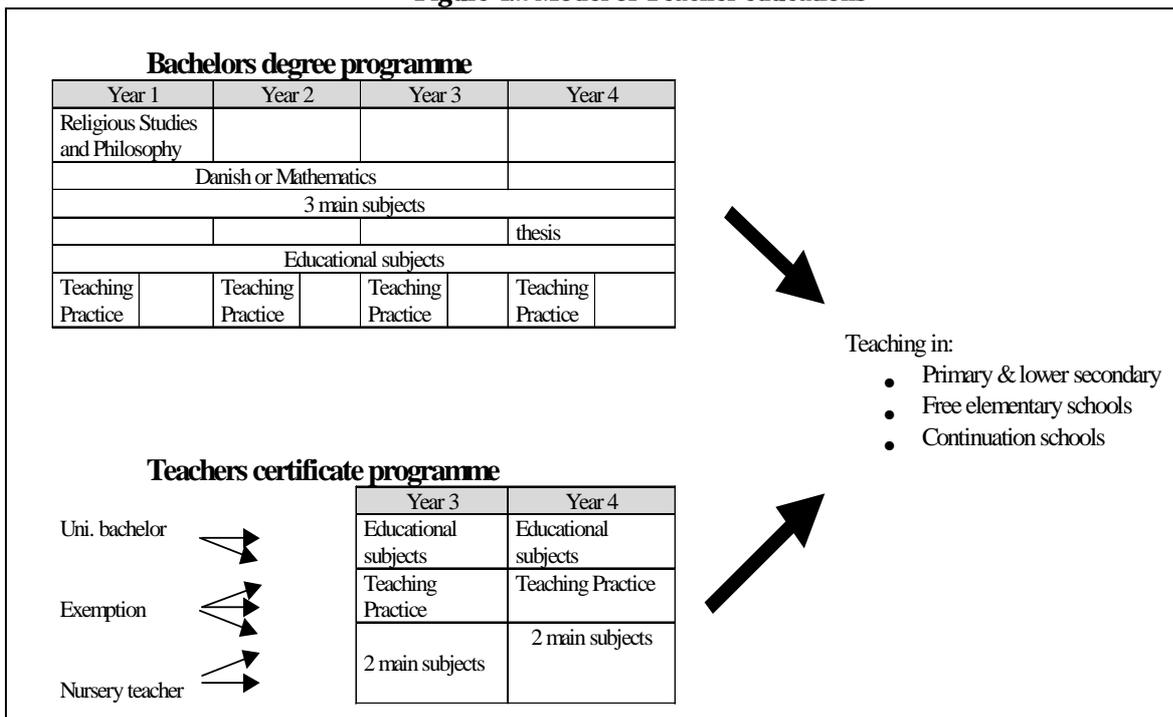
The student's four main subjects must include Danish and/or Mathematics as well as 3(2) of the following subjects:

Humanities: Danish as a Foreign Language, English, French, Christian/Religious Studies, Social Studies and German.

Natural Sciences: Biology, Physics/Chemistry, Geography and Science.

Practical/aesthetic subjects: Art, Home Economics, Textile Design, Wood/Metal Work, Physical Education/Sport and Music.

Figure 4.2 Model of Teacher educations



Source: Executive order no. 981 from 01/11/2000 and no. 311 from 13/05/2002.

119. The main subjects have a subject didactic focus, although a scientifically centred understanding is still prevalent in a number of lecturers' interpretation of the subject. The training is based on the idea that students are obliged to participate in study activities to a varying degree. These study activities are strongly dominated by group instruction with exercises, reports, portfolio, observation or practical-aesthetic products. Elements from interdisciplinary studies must also enter into the training, including an interaction between main subjects and pedagogic-psychological subjects and interaction between theoretical subjects and teaching practice. The concluding element in the training consists of a bachelor's thesis, which is

required to have both an academic, and a profession oriented perspective. In addition to this there is a total of 24 weeks of teaching practice in elementary and lower secondary school, comprehensive observation, guidance, school/home cooperation as well as other teachers' tasks. All subjects are concluded by an examination with external examiners, teaching practice is however examined internally. An elected chairmanship among the examiners is in charge of a continuous transverse evaluation of the course of examination based on an obligatory report from the individual examiners.

120. Teaching at the colleges of education is done by teachers with an academic background, ca. 85% have an academic degree (Master's level), and the remaining 15% have not completed a Master's Degree.⁵⁰ Typically, half of the candidates come from a university and the other half are qualified teachers with an educational-didactic further education at Master's level. A few teachers have a research background. Through a 4-year lecturer qualification scheme it is ensured that teachers regardless of their educational background attain a professional-educational competence, which is specific for teachers' training. Teaching and guidance during teaching practice takes place at ordinary elementary and lower secondary schools, which have a specific agreement with the individual college of education. Only a few practice teachers are trained guidance teachers, but an educational programme has been set up.

Financing and admission requirements

121. The financing of the training of teachers is based on the number of active students, i.e. students who pass the prescribed examinations within the officially stipulated time of study. The students pay for study materials themselves, but no study fee. On the contrary, they receive educational aid equivalent to € 589 pr. month⁵¹. The admission to the colleges is regulated by the individual college in a dialogue with other colleges within a framework defined by the State Budget. The admission requirement is a leaving upper secondary level exam, possibly in combination with documented working or study experience. About 10% of the ca. 4,400 students who are admitted each year are granted an exemption based on a specific assessment of their study competence. In addition, the Ministry of Education has wanted to induce teacher's certificate programmes for students with other educational backgrounds.⁵² The institutions have been instructed to be more flexible in their assessment of the applicants' competence, and parallel with this a shared centre for general assessment of student's who have been educated abroad has been established.⁵³

Teachers' programmes and qualifying courses

122. In a addition to the general upper secondary level ('gymnasium') ca. 25% of the applicants take a different upper secondary examination called Higher Preparatory Examination (HF), which is a more flexible education for older applicants who wish to qualify for higher education, including teachers' training. In addition to the general option of granting an exemption for students' admission to the ordinary training, a number of colleges offer a special preparatory course for refugees and immigrants. This initiative has the purpose of increasing the share of "new Danish" students at the colleges of education and the institutes for educators.

123. Teachers and pedagogues – and other qualified people – can take teacher-training subjects at Open University. This gives the opportunity – partially paid by a user's fee – to study single subjects with students in the ordinary classes or in specially prepared courses. Such courses give the teacher the possibility of becoming qualified in extra main subjects. Several hundred participants follow these courses each year.

⁵⁰ The Evaluation Institute: Efter- og videreuddannelse på mellemlange videregående uddannelsesinstitutioner. Copenhagen 2002. p. 36

⁵¹ Exchange rate 7.43

⁵² UVM: Redegørelse om merit og fleksibilitet. 1999

⁵³ <http://www.cvu.dk>

Distance Learning

124. In a similar vein, 3 colleges of education offer particularly flexible training courses, where the student must fulfil the same requirements of contents and duration as the ordinary teachers' training. Teaching and guidance is facilitated as a combination of Internet based communication, group work and face-to-face teaching on weekends. For instance, students must turn up for 25% of the training. Distance learning is primarily directed at older students, some of whom have other educational backgrounds, have raised a family and therefore have got a lot of paid work. Some models are based on the idea that the students can be temporarily employed as teachers after two year's study. The models have been devised on the basis of distance teaching at universities and tests of distance teaching some teacher training subjects. The intake of students to distance learning still only makes up ca. 5% of the total intake of 4,400 students, but it is growing quickly. A special variant of teachers' training is based on particular labour market oriented programmes, where for instance students over 25 years are accepted into a 4-year training programme which combines studying with working as a teacher. Typically it is co-sponsored by the Employment Service.

This means that unemployed people in professions or regions, which are particularly affected by unemployment, can keep the right to receive unemployment benefits in the first two years of the training. The participating colleges of education typically admit 25-50 students pr. year onto these special programmes.

Teachers' certificate programme

125. The newest model for teachers' training is the so-called "meritlæreruddannelse" (teachers' certificate programme), which was established in 2002 with a participant fee and a separate ministerial order. The programme was established to mitigate an expected rapidly growing shortage of teachers and to facilitate other occupational group's access to the teaching profession. As a such, it has been recommended very strongly by the KL⁵⁴, whereas the Danish Union of Teachers (DLF) believes that there is a considerable risk that the teachers' certificate programme will train second-rate teachers. In order to avoid this the DLF has recommended that the programme be supplemented with a bridge building to a normal teachers' training with a bachelor's thesis, extra main subjects and teaching practice.⁵⁵ The teachers' certificate programme is designed for university bachelors or candidates as well as others with a vocational training, which either supplements their present professional skills with educational-psychological subjects or their educational competence with main subjects. A person holding this teacher's certificate will end up with main subject competence in two subjects, but is not required to write a bachelor's thesis and does therefore not become a professional bachelor.

126. At the first intake in August 2002 more than 1200 students were admitted corresponding to a 25% increase of the total national intake to teachers' training. The number of applicants was far greater than expected this first year, but whether the number will be just as high in the years to come or whether it just was an accumulated need among a number of persons, who wished to be re-trained without having to complete 4 years of training, is not yet known. The first responses from the colleges of education say that the new students are exceedingly well qualified and motivated. As a general rule the certificate teachers are hired on the same terms as other teachers, but whether the narrower subject didactic competence will weaken them in the competition with other teachers, when the demand for teachers declines, has yet to be seen. The student teachers' organisation is concerned that it might.⁵⁶

⁵⁴ Cf. the KL press release from March 22th 2002: KL roser ny et-årig læreruddannelse. <http://www.kl.dk/264331/>

⁵⁵ Consulting statement to the draft of a ministerial order about Teacher's Certificate Programmes. Submitted April 4th 2002

⁵⁶ <http://www.llnet.dk/default.asp?id=81>

127. There is no total evaluation of the programmes which supplement the ordinary training through particular preparatory courses, altered admission requirements, the use of flexible teaching, utilization of previously acquired competence or concurrent access to teacher's work. For the time being, programmes sprout up which are typically based on initiatives from individual colleges and their regional cooperation partners. The ordinary teachers' training has, however, been exposed to external evaluation, where the Evaluation Institute has examined both curricula in colleges and the subject Pedagogy in a cross-section of both basic and further training.⁵⁷ The Evaluation Institute in 2003 will as mentioned evaluate the entire teachers' training.

Introductory and assistant teacher schemes

128. The introduction of New Salary with a function-based allowance and an award for outstanding quality of work has opened up a wide array of possibilities for adjusting the conditions of salary and employment in all phases of the employment period, both in connection with recruitment, during the employment period and in a possible retention situation. The salary level can thus be adjusted to the market in the local area and may contribute to facilitate the transition from training to working as a teacher. New Salary is therefore expected to ensure flexibility in the employment.⁵⁸ This flexibility is also being supported by the working hours agreement, in that it considers the wants and needs of both the workplace and the individual employee. In this connection, lightening the teaching load during an introductory scheme may lessen the practice shock.

129. Furthermore, the municipalities and the local branches of the DLF are trying to find some arrangements, which may facilitate the transition from training to profession.⁵⁹ In the municipality of Århus, they have, for example, arranged a common introductory programme for teachers who do not have any professional experience with the Folkeskole. The authorities offer to participate in experience groups, and the introductory programme extends itself to four meetings. Every group consists of four teachers, and the groups are selected on the basis of geographical criteria, so that teachers from the same school or the same district go into the same group as far as possible. Every group is chaired by a teacher from one of the teacher training institutions in the local community, which are experienced in the guidance of colleagues. The person in question has the duty of structuring the meetings and the guidance. Contrariwise, the individual experience group and the college teacher lay down focal points together for the interview and the guidance, as well as a framework and some guidelines for how the interviews should be conducted. This structure induces a professional approach to the work as a teacher. In this way, the participants' motivation, commitment and personal responsibility is better maintained in relation to the job as a teacher. The participants may use the group as a developing forum for educational discussion, exchange of experience, personal support and collegial guidance, and many of the potential participants will recognise the group as a form of meeting and work they know from their college days. Other schools work with simpler plans that give the newly trained some time with a more experienced teacher. At the same time, the principal has the duty to introduce the new to a number of practical issues and the school's core values etc. This can work in conjunction with courses in conflict solution, mentor schemes and collegial supervision. Supervision can be done in many different ways, for example by the school leadership, by professional colleagues or by particularly appointed coordinators, who are specially trained for this job.

130. All the way through the employment period the concept of profession implies that a teacher is more than just the sum of his/her personality and teachers' training. To be a teacher contains an aspect of identity where the individual gets his/her self-understanding through being a part of the group of colleges at the same workplace. But the formation of identity contains other and essential aspects besides life at work. The young teacher is often at a point in life where he or she is about to raise a family, have children and get a

⁵⁷ http://www.eva.dk/publika/publ_eval.html

⁵⁸ "Fastholdelse og rekruttering af lærere", The Association of School Directors, June 2001, p. 17.

⁵⁹ See e.g. Pædagogisk Orientering no. 5. 2002: Ny lærer i Folkeskolen – et møde med udfordringer.

new home. These are factors, which also put demands on the human being behind the professional façade, and with that on those conditions, which are usually associated with work and profession.⁶⁰

Options of further training

131. Further training for teachers come in two main forms. First an actual profession oriented system, which is being thoroughly revised these years, second a more general system built on ordinary university studies, municipal education offers and private offers. See figure 4.3.

With the passing of an integral body of laws in 2000 which e.g. included the Act on practical and vocational basic education and higher education (the further education system) for adults (L250).⁶¹ A parallel structure alongside the ordinary education system was created. This is structure based on a continuous active interaction between further education and experiences from trades based on three level, corresponding to the levels of higher education, short-cycle (KVU), medium-cycle (MVU) and long-cycle (LVU), respectively. For the teachers, this means that they can follow particular educational diploma, candidate and master degree programmes.

132. The diploma programmes are normally offered by the CVUs, where the programmes for teachers are function directed, e.g. as a diploma programme in Guidance and Supervision, or divided up into subjects, e.g. Danish or Mathematics. The official duration of the programmes is one year (60 ECTS), but they are offered in modules of 9 ECTS, which can be combined cross-subject wise. In the CVUs the diploma programmes are the formalised further training offers which supplement short courses and school-based development courses, which also are also aimed at the competence development of teachers. The universities offer similar Master Degree programmes based on one year of study (60 ECTS). These programmes are also function oriented (e.g. adult education) or subject based, for example directed at employment at a CVU. The candidate programmes – as superstructures – have an official duration of 2 years (120 ECTS).

133. The financing of these programmes is based on tuition fees according to the Act on Open Education, but in addition a state grant, the so-called ‘taximeter’ grant, is awarded for partial compensation of the expenditures relating to the teaching. Some participants will have their tuition fee covered partly or completely by their employers, whereas other participants pay the fee themselves. In a number of municipalities employees will receive a qualification allowance in addition to their salary, but not all municipalities pay this allowance. The school or authority normally finances courses and school development programmes, which ask for them.

134. The range of Diploma and Master Degree programmes is regulated via approvals from the Ministry of Education, which e.g. tries to ensure a nationwide dissemination. The offering institution on the basis of a market analysis decides the set up of classes. Since the form of offers and the institutional structure are still under construction, there is no available complete evaluation of the teachers’ participation. Quality assurance is brought about by a system of examiners in the study programmes as well as the independent Evaluation Institute’s right to initiate evaluations of programmes or institutions. The latest evaluation was in 2002 when a Master of Public Administration programme and earlier versions of an educational diploma programme were evaluated.⁶²

⁶⁰ M. Bayer & U. Brinkkjær (2000): ”Professionslæring i praksis”, Unge Pædagoger, 3,4, s. 39.

⁶¹ http://www.ft.dk/Samling/1999/lovforslag_som_vedtaget/L250.htm

⁶² www.eva.dk

Figure 4.3 The further education system for adults – 2000

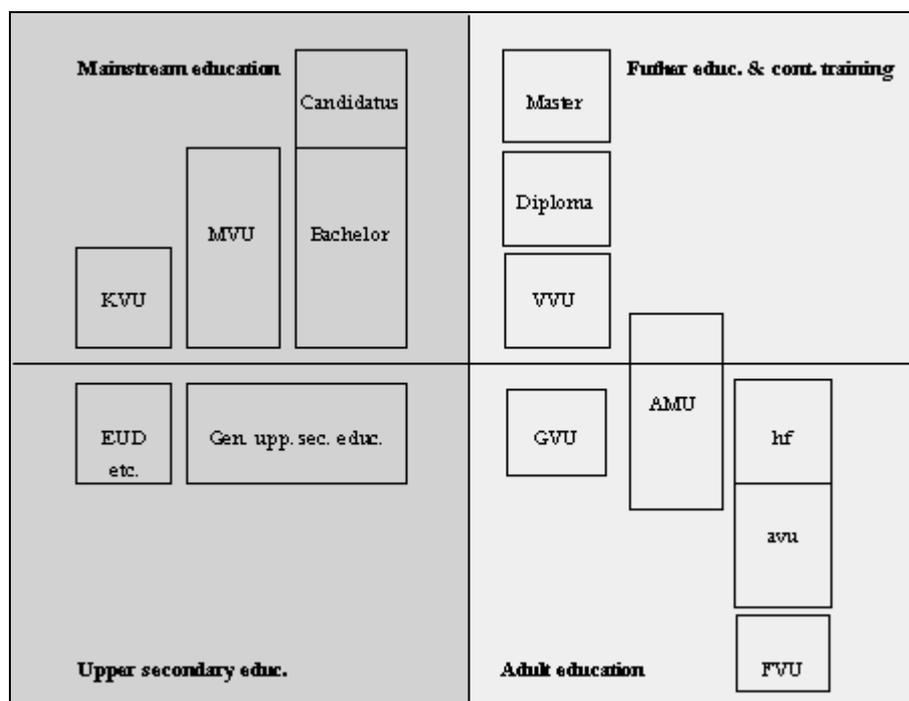


Figure 4.3 gives a presentation of the further education system for adults compared to mainstream education. In principle, adult education extends from level 2 to 5 in the ISCED97-classification. Additional see figure 2.2

Abbreviations:

KVU: Short-cycle higher education.

MVU: Medium-cycle higher education.

EUD: Vocational education and training etc.

VVU: Further adult education.

GVU: Basic adult education.

AMU: Labour market training.

HF: Higher preparatory examination course.

AVU: General adult education.

FVU: Preparatory adult education.

Source: Ministry of Education: *Facts and Figures*. Education Indicators Denmark – June 2002.

There is a possibility of moving across the system, so that a bachelor may complete a diploma programme, or somebody with a diploma may be admitted to a candidate programme. However a candidate's qualifications are assessed individually before admission.

Effect analyses of supplementary and further training

135. The supplementary and further training activities at the Royal Danish School of Educational Studies (DLH/DPU) have been evaluated in 1997-98⁶³ where it was ascertained that a growing focus on the user's wishes and a closer coupling with professional practice resulted in a higher degree of user satisfaction. At the same time a tendency towards more instrumental courses was however noticed, while long-cycle and higher education were weakened. Actual effect measurement of whether training led to an improvement of the teaching and the pupils' learning does not exist. The closest is a participant survey in connection with

⁶³ EVA: Evaluering af Danmarks Lærerhøjskole, 1998, ISBN 87-601-7243-6.

the evaluation of The DLH, where a third of the participants responded that the theories presented to a high degree were useful in daily work. Only one out ten responded that theories were little useful.⁶⁴

136. As a part of the self-evaluation – carried out by the responsible heads of departments at the DLH – a further number of quality requirements, which are commended for the supplementary and further training of teachers, might be mentioned:

Good training should be characterised as

- Being up-to-date and professionally challenging in relation to modern educational and didactic themes
- Being firmly anchored in both the school's culture and practice as well as in research.
- Being relevant to the needs of both teachers, schools and administrations
- Including participant experiences
- Demanding that teachers and schools are not afraid to consider and develop their own practices
- Being quality assured and developed through evaluation.⁶⁵

137. Since a part of the competence development to an increasing degree has been focused on school and organisational development, evaluations of school development projects may also be relevant for estimating the effect of the efforts in the field. The conclusion of the above mentioned large development programme F2000⁶⁶ was that the programme might not directly have initiated, but rather strengthened and focused ongoing development processes. There had been “a softening of the traditional lesson and class teaching. From a desire to work with differentiated teaching and division of classes, for example, work with projects and themes is to a large extent carried out with the children working in groups, possibly across classes. At the same time, more efforts are put into setting targets for the subject content of teaching, and the evaluation of this, at the same time as their school in the work also pay attention to the importance of the children's social development, and with that the need for setting aims for this” (p.14)⁶⁷

138. The Danish Union of Teachers have, however, fears that the further training efforts to an increasing degree will be squeezed between a narrow economical framework on the one hand and more short-term and visible services on the other. The ongoing reform of the Act on the Folkeskole focuses on the need for further training, but it does not appropriate extra state funds for further training. This task is expected to be solved locally within the framework of the block grant.

4.3 Policy initiatives and their consequences

Initiatives, which can improve teachers' training

139. The European Union has in a report made the following statement about the perspectives for teachers' training in Europe:

”...The status of a profession and its recognition by society naturally depend on the level of qualification required by those who practise it. Teachers are no exception. A review of measures introduced since 1970 to increase qualification requirements...has demonstrated that concern with raising the level and/or extending the period of study required has everywhere been central to reform. Recognition of the importance of theoretical and practical professional training specifically for teachers, and general education

⁶⁴ Ibid. Appendix nr. 5 p.50

⁶⁵ An excerpt from ”*Selvevaluering af efteruddannelse*”. DLH 1998

⁶⁶ www.f2000.dk

⁶⁷ *Folkeskolen år 2000. Evaluering af 8-punkts-programmet*, edited by Jill Mehlbye, AKF, The Research Institute of the Counties and Municipalities, February 2001.

(implying academic knowledge) has also inspired the major reforms of initial teacher training for lower secondary education.”⁶⁸

140. Thus, the institutions that train teachers should both improve the quality of the theoretical studies and extend the recognition of practical teaching work in society. In the Education Statement (‘Uddannelsesredegørelsen’) for 1999⁶⁹, the then Minister of Education, Margrethe Vestager, commented on this (among other things):

”...The challenge is to ensure continuity and increase the ability of the educational institutions to develop and renew themselves. An orientation towards development must be integrated into the educational institutions, the surrounding society and the labour market, so that the institutions may extend their role as key partners in the development of society and competence. It gives the institutions a new profile compared to the century we are leaving, where trades, professions and jobs were fixed for a long period at a time”

141. It is required of a medium-cycle higher education that the teachers’ training becomes independent and close to practice, job oriented and professionally based with a high content quality. This again presupposes educational institutions, which have the necessary professional weight and strength to create this quality. Therefore, they must ensure

- A coherent professional development of basic, supplementary and further training within related educational environments, which also leaves room for new development in relation to relevant environments of trades and professions.
- The further development of strong educational environments as knowledge centres in relation to the regions’ trade, industry and public companies.
- The continuation of strong educational environments outside the university area, which can cooperate with the universities and at the same time make sure that the close-to-practice, vocational and profession-oriented educational institutions further develop their position.⁷⁰

142. The increased knowledge in society as well as the easy access which information technology brings about makes the ability to sort knowledge and information in a sensible way still more important. There will be a need for some sorting criteria. A problem oriented approach is one of several possible sorting criteria, insofar as the way the problem presents itself decides whether a particular sort of knowledge is significant or not. Both the amplified professional requirements such as the teachers being able to sort the infinite masses of knowledge and information, makes it crucial that the teacher have acquired the ability to teach. The knowledge, which teachers bring from teachers’ training, is quickly rendered obsolete. Therefore, lifelong learning is more important to teachers than any other professional group in society, if they are to be able to meet the requirements which society will put to them in the future.

CVU – the last chance for the Danish model?

143. The development of teachers’ training in the years to come is greatly dependent on the realisation of the CVU reform. The ambition to create new merged institution with a close interaction between basic training; supplementary and further training as well as professional development might lead to the teachers becoming a profession with a high preparedness for change. This is a preparedness, which makes teachers – in cooperation with pupils, parents, local education authorities and other professionals – capable of

⁶⁸ “Key Topics in Education”, The Teaching Profession in Europe: Profile, Trends and Concerns, Eurydice, (Report 1), Sept., 2002, p. 95

⁶⁹ “Uddannelsesredegørelsen for de videregående uddannelser” (1999), UVM.

⁷⁰ Ibid.

contributing to a continued development of the welfare society. This would enhance the teachers' status and presumably the recruitment to teachers' training. If this policy does not succeed, in all likelihood, a more traditional university model (the consecutive model) will replace the profession oriented, concurrent model⁷¹ of training. Thus the educational-psychological and didactic competence will be acquired after studying the scientific subjects.

144. As a general rule, there is wide support from both politicians and interested parties to the CVU-training programmes. The decisive point will be the economic sustainability to the established institutions with less than 12 months' history. Until now, there are no signs of a political intervention in a process, which is dominated by an increased competition and – presumably in the short term – a declining demand for education and development services. A crucial factor may be the outcome of a growing competition between Diploma and Master's programmes. Since trained teachers have immediate access to both levels of programmes, the prices on the programmes are somewhat similar and the study load of 1 year is identical, the result might be that the programmes will pass away even before they get started for real. This may undermine the coupling desired by the CVUs between the basic and further training and the professional development.

145. In addition to the sustainability of the institutional reform there are recurrent demands of a revision of the teachers' training itself although the first candidates did not qualify until June 2002. Some recommendations have been upheld virtually unchanged since the Act on the Training of Teachers was debated in 1997. Other viewpoints are based on new analyses in particular professional fields. The Danish Union of Teachers have already by now set up an internal working group, which is going to examine the contents and organisation of teachers' training with the purpose of suggesting possible changes of the training.

146. The key actors have proposed the following amendments

- A strengthening of the subject Danish have been proposed by an UVM review group in the summer of 2002⁷²
- A strengthening of the special educational competence – KL requirements August 2002
- A shared module for teachers' and pedagogues' training – the Danish School Directors' Organisation November 2002⁷³

147. The Minister of Education has, as previously mentioned, chosen to await the Eva's evaluation of the teachers' training, before any changes are carried out. The administration and management of the elementary and lower secondary school, which the training shall serve, has however already undergone fundamental changes.

⁷¹ Eurodyce use this distinction. Concurrent model: Scientific subjects and educational theory and didactics are studied concurrently. Consecutive model: Scientific subjects are studied first.

⁷² www.fremtidensdanskfag.u-net.dk

⁷³ <http://www.bkchefer.dk/pressemeddelelser/presse1141102.htm>

5 RECRUITMENT, SELECTION AND HIRING OF TEACHERS

5.1 Recruitment and hiring as a political theme

148. In recent years the recruitment and hiring of employees in public institutions as the Folkeskole have increasingly been formulated as a question of the authorities' and the institutions' decisions on staff policies.⁷⁴ This is a transition which has been connected with a fundamental reorganisation of the public sector from being centrally controlled by regulations via a decentralised aim and framework control towards models with a division between those who commission and those who execute. The latter has meant a higher degree of free choice for the users.⁷⁵ Furthermore, decentralisation has moved competence to the individual institutions (schools), which in business plans lay down how they will carry out aims and frameworks defined by the state as well as by the municipal authorities. However, the delegation of competence to the school principals varies a lot from one municipality to the next. Consequently, like other parts of the municipal sector in Denmark, the school area is very extensively decentralised and thus very diversely organised.⁷⁶

149. The overall political question in relation to recruitment and employment can be formulated thus: which factors promote and which factors impede the development of staff policy, and is it possible for the parties locally and centrally to improve the framework conditions for the development of staff policy? This is a perspective, which is formulated in the light of the increased competition for manpower, not least in the municipal sector.⁷⁷

Staff policy

150. Thus, Staff policy sets out some guidelines for how the staff should be treated in order to make staff policy – alongside other policies – capable of realising the organisation's goals. Quite often, staff policy is based on some values and fundamental attitudes, which the organisation wishes to promote. They are written down in the overall staff policy, which is usually broken down into several sub-policies: Recruitment and hiring policies, salary policy, integration policy, senior policy, alcohol and smoking policies, holiday policy, welfare policy etc. Several central framework factors are important to the institutions' staff policy. Attracting, hiring and retaining manpower is increasingly taking place in competition with the private sector. The municipalities are experiencing an increasing pressure of competition from parts of the private sector, which augments the requirements for efficiency and quality in municipal operations and services. Generally, the labour costs have been on the rise, and the municipal sector is very labour intensive. The staff's requirements to the physical and psychological working environment have been increasing. The young people's requirements to the "attractive workplace" have changed markedly in the direction of an exciting and challenging job with professional and personal development opportunities, which has also stepped up the competition for labour between the private and the public sector and the mutual competition between the municipalities.

151. Finally, legislation on several areas has given salary earners more welfare benefits, which are very important to staff policies in both the private and the public sectors. This goes for e.g. leave-of-absence schemes, the possibility of early retirement (early retirement pension and premature retirement), the

⁷⁴ Mere optimale rammebetingelser for personalepolitik Flemming Ibsen & Lars Knudsen, Aalborg University november 2001, Main Report

⁷⁵ AKF: "Frit valg og andre delvise markedsløsninger", AKF-forlaget, October 2002. KL: "Udkast til inspirationsoplæg: Friere valg på skole- og dagtilbudsområderne". Dec. 2002 (unpubl.). KL: "Frit valg med omtanke – et debatoplæg", Copenhagen 2003.vv

⁷⁶ A circumstance which is reflexed extensively in Danish research of development of the public sector, including management and organisation, e.g. at institut for Statskundskab, SDU, and Forskningscenter for ledelse og organisation, Copenhagen Business School.

⁷⁷ "Et attraktivt kommunalt arbejdsmarked", prepared for the KTO and KL by the Institute for Future Studies, 2000.

development of the “broad labour market” and codes of practice on “light jobs” and “flexible jobs” as well as legislation on equal rights and equal pay. The attitude to the labour force has been changed from “labour force as a cost” to “labour force as a resource”. The latter can be developed and be the decisive factor in the municipalities’ endeavours to modernise and streamline the municipal sector and make the municipal workplaces more attractive.

Human Resource Management and New Public Management

152. As a background for the decisions on staff policy, there may be one or several basic assumptions about organisational development, staff participation and management. Human Resource Management (HRM) or New Public Management (NPM) often dominates the basic assumptions. These theories express fundamental positions, which also have consequences for decisions about recruitment and hiring of for example teachers in a public institution such as the Folkeskole. The fundamental positions continuously enter into the work with developing and reorganising municipalities and school. It is done by both educating public managers and by concrete organisational projects in the municipalities.

153. HRM emphasizes that staff policy seen from an overarching perspective tries to develop the human resources and the workplace in an optimal mix, so that both efficiency and quality in the company’s production is improved. Public and private organisations react to changes in the surroundings, such as globalisation, increased competition, new technology, a shift in the composition of demand, and new values arising from an attempt to arrange the workplace (public and private) so that it corresponds to the resource development of the employees.

Such an arrangement could be in the direction of a comprehensive view of the company with an experience of fellow feeling and a responsibility for the survival of the company. This is best accomplished by having the employees and the company set targets together for the company’s operation and development, both in the short and in the long term. New *organisational forms* must support this development, and the hierarchical production system must be replaced by a more process oriented and horizontal organisational structure.

154. Job development in the direction of wider and more demanding job functions is put on the agenda. The employees’ attitude must be shifted towards being more customers oriented, cost-conscious and quality-conscious. In this connection, flexibility is a keyword, which for reasons of production may take on different forms. The net result of the whole “HRM operation” is expected to be an improved efficiency and quality in the production of good or services. A new company culture is developed, which is more consensus oriented and less conflict oriented than the old Tayloristic production form, which was classified by function.

155. As regards NPM it does not have a different view of the labour force, but a different management concept. For example, market forms are introduced to the public sector, such as buyer-seller relation, decentralisation of responsibilities and the conduct of tasks and contracting out or privatisation. Furthermore, there must be a mutual competition between public and private suppliers or voluntary non-profit organisations - the citizens must be given a wider range of choices. Finally there must be market control instead of political control, a separation between the politicians and the administrative management, between those who commission and those who produce.

156. The NPM model contains a larger degree of management control and power to the management than the HRM model, where the power between management and employees is more balanced. However, both traditions stress *the need for flexibility* in the organisation. A flexibility, which can e.g. be supported by contract control and business, plans in relation to the outside world, and matrix management and formation of teams as an internal organisation.

New centralisation?

157. Within the last couple of years, decentralisation has in some ways been impeded by what may be interpreted as a new centralisation or perhaps rather a modernisation of the decentralisation that takes place, when municipalities or institutions cooperate or are combined to larger units with a shared leadership. Cooperation between municipalities has been established in several ways and with several degrees of formality. Likewise, there are extensive discussions about changing the borders of municipalities and county districts, and the first mergers between municipalities have just been effected on the island of Bornholm (50,000 inhabitants), where 4 municipalities and one county district have been merged into one as of January 1st 2003. In this connection municipal institutions are also being reorganised in Bornholm, they are all being subjected to contract control. Cooperation and mergers are presumably meant to bring large-scale benefits and quality assurance in relation to growing demands from the outside world. In the entire basic school area the possibilities are improving with the revision of the Act on the Folkeskole.⁷⁸ New opportunities for joint operation and joint management across schools and day care centres are created.

5.2 Recruitment and hiring patterns

158. The Folkeskole is a municipal institution, and therefore the Municipal Council is responsible according to the law for hiring teachers, although they also have a duty to counsel the individual school's board of governors. As a consequence of widespread decentralisation, many municipalities have, however, delegated the power to appoint to the schools, either for all employment of teachers or for fixed-duration contracts. There is however very large differences in the degree of delegation, even among similar municipalities. The employment area is in the municipality, wherefore a teacher in case of no basis of employment at one school may be transferred to one of the other schools in the municipality. It is preferred that transfers are voluntary, but they can be ordered in case of closure of schools or mergers. The dismissal of teachers is normally not delegated to the schools.

159. The appointment of new staff starts out with the principal identifying a demand, either on the basis of a growing number of pupils or the resignation of another teacher. The demand will be calculated by the politically decided prescription of teachers' positions in the municipality or - by aggregate wage and salary control - what is possible within the framework of grants. The prescription must comply with both the minimum number of periods defined by the Act on the Folkeskole in individual subjects, keep a maximum of 25 pupils in each class, fulfil other obligations under the law and agreements, and the appurtenant working hour agreements for teachers.

160. When the demand has been identified and recognised by the municipal administration, a job specification will be written in cooperation with the school management, either with an identification of the teaching assignments etc. or - which is becoming more frequent - which conditional framework the school offers, so that the new teacher might influence the assignments and particular subject he or she is going to work with. Ahead of the new school year, one municipality typically advertises a number of teaching positions coordinated. Typically, they are put in a weekly magazine published by the DLF, and/or in regional and national papers. An advert in the middle of a school year might look as the one below:

161. On the basis of the applications a nomination committee is set up, with the principal, the shop steward and parent representatives from the Board of Governors. The committee selects a number of applicants, conducts job interviews and assesses the qualifications of the applicants, after which the Board of Governors or the principal makes a decision and forwards his recommendation to the head of the municipal administration, if the power to appoint is not delegated to the school. According to the Act on the

⁷⁸ Forslag til Lov om ændring af lov om Folkeskolen (Bedre indskoling og styrkelse af fagligheden i Folkeskolens undervisning) <http://us.uvm.dk/hoering/Folkeskolelov.htm?menuid=5005>

Folkeskole, section 40, it is the municipal council, which appoints teachers, but the Board of Governors has the right and duty to make a statement (cf. section 44, subsection 7). Applicants are expected to have familiarised themselves with the schools basic values and profile. Many principals also expect the applicants to make an exploratory visit to the school before the application is sent.⁷⁹

Conditions of employment

162. Teachers are employed according to a general agreement for the teaching area, in which it has been settled that the Danish Salaried Employees Act is in force. Employment is based on ca. 1924 working hours per year. Prior to 1993, teachers were employed as public servants, and people employed before this time will keep their status. The conditions of employment prescribe the distribution of working time, the right to 28 days of paid holiday, a term of notice, which is increased from 1 to 6 months by seniority, and a salary system based on a basic salary, which is increasing with seniority over 8 years, a qualification allowance and a functional allowance. The work assignments are distributed according to a central framework agreement from 1999, which is implemented locally. It differentiates between:

- Individual time (375 hours) for individual preparation and work in connection with teaching and meetings, ongoing professional updating and communication with parents outside of the workplace. The number of hours can be set higher for teachers with many teaching lessons.
- School time. Includes any other work as a teacher, including teaching, guidance, cooperation with parents, parties etc. The number of hours is allocated locally or part of an overall agreement. All schools must spend an average of at least 155 hours on extra preparation time, teacher cooperation and school development. 75 hours are allocated to the class teacher function.

163. The new teacher's assignments thus include teaching a smaller number of classes, preparation and school-home and collegial cooperation in this connection as well as perhaps special functions, such as IT assignments. In the earlier days, it often happened that new teachers got timetables which older teacher did not want, without taking into consideration the new teacher's main subjects. With growing recruitment problems and an increased focus on subject knowledge it has become more common to take counsel with the new teachers on which assignments they should take care of, take into consideration which main subjects the new teacher has specialised in, as well as to avoid that the new teacher gets particularly difficult teaching assignments.

Form of employment, including conditional appointment

164. Teachers, including pre-school teachers, are employed according to the collective agreement, either on a permanent or a fixed-duration contract. Employment –for both permanent and temporary positions – is based on a legal requirement that the applicants have completed the training to become teachers in the folkeskole or – for pre-school principals and pedagogues in the pre-school classes – a training as a pedagogue. However, (cf. section 28.2), people with special qualifications can be employed to teach some subjects. These persons may only teach that or those subjects, which he or she has particular qualifications to attend to. The municipal council decides whether the person has the sufficient qualifications to teach the subjects in question. The person is employed for one year at a time, and each year there will be a new assessment of his or her qualifications. After 2 years the person can be permanently employed.⁸⁰

165. According to the Act on the Folkeskole there are no training requirements for other staff groups than those responsible for teaching the pre-school and 1st through 10th forms, no matter what function they have. This also goes for the people employed in the School and Leisure System, including the daily leader, and it also goes for the persons who are educational assistants during class hours, and those persons

⁷⁹ Cf. for instance Folkeskolen nr. 48 2002 p. 38

⁸⁰ The Ministry of Education: Skolebestyrelsen Hæfte 7. Ansættelse og afskedigelse 1998
<http://pub.uvm.dk/1998/sbesth7/>

responsible for the School and Leisure teaching. Fixed-duration contracts are only used in particular cases, for example if the teacher has long-term absence, if people are needed for participating in development projects or the like. A fixed-duration contract can be extended, but several, repeated extensions require that the terms of notice of permanent employment are kept. The municipal council manages the dismissal of teachers without any obligation to counsel the board of governors, but they do have an obligation to notify the trade union.

Allocation of workforce in municipally organised systems

166. With the above described decentralisation and the concurrent multiplication of the citizens' choices, the allocation of the workforce becomes more complex. Traditionally, the municipalities have divided the schools into districts, but since the beginning of the 90s a number of municipalities have introduced a principle of free choice of Folkeskole within the municipal borders.⁸¹ In principle, the idea is that the citizens of the municipality can choose freely to enrol their children in the school in the municipality, which they prefer. In practice, however, most municipalities reserve the right not to comply with the parents' requests, for instance by referring to the traditional admission area, or by imposing on the parents the responsibility for possible longer transport distances to school.

Hitherto only a minor part of the parents have taken advantage of the right to a free choice. The free choice of school is often combined with a larger decentralisation of the municipal educational system. In connection with decentralisation many of the tasks and decisions that were earlier taken care of by the local education authority are transferred to the individual school. This gives the schools more freedom to arrange matters in a way, which considers the wants and needs of the children and their parents in the best possible way. The decentralised model is being introduced because the municipality expects it to yield a number of advantages, which can be summed up in the following three points:

1. Insofar as the different schools find that there are different wants and wishes among the parents and the children, the decentralised model gives better options for the school management to accommodate the special wishes at their particular school.
2. If some parents feel that their children's wants and wishes are better taken care of in another school in the municipality, the free choice of schools gives them an opportunity to move their child to the school in the municipality which can offer them the best services.
3. When schools have a say in their affairs, and the parents freely can move their children between the municipality's schools it can open up for competition between the individual schools to attract pupils. It can make schools more attentive of the quality of their work, and make them consider to an increasing degree how they can improve their services.

167. There seems to come still more alternatives⁸², and presumably they will be utilised to a growing extent, so that the demand for teachers will vary more at the individual school. Whereas a central system might be able to move personnel, the decentralised units must ensure flexibility themselves. To this comes the much discussed question of whether the total demand for resources will increase, when more options require vacant capacity and at the same time complicates planning. Or whether efficiency is improved through increasing competition.

168. The Ministry of Finance believes that e.g. schools will have a "monopoly of nearness" inasmuch as nearness is an important parameter when the citizens choose their supplier.⁸³ Generally speaking, traffic is

⁸¹ The Research Institute of Counties and Municipalities: "Frit valg og andre delvise markedsløsninger" AKF-forlaget, October 2002

⁸² Cf. KL: A draft for an inspiration paper: "Friere valg på skole- og dagtilbudsområderne". Dec. 2002 (unpubl.)

⁸³ The Ministry of Finance: "Friere valg på de kommunale serviceområder", Chapter 2, (24.05.1999).

however limited between municipal institutions in those municipalities which either offer full freedom of choice or a certain (conditional) freedom of choice between municipal institutions. It is a general political premise for the extension of the citizens' options for choosing municipal services that it does not imply increased expenditures. In practice the political implementation of competition between public and private suppliers lead to larger expenditures and/or lower service levels.⁸⁴ On the face of it, the introduction of free choice must be assumed to affect the service areas in different ways. With regards to the utilisation of the work force or capacity of the staff it is held that the staff is reasonably mobile when it comes to being transferred from one institution to another. Restrictions on the agreements, prescription rules and political limitations may have some influence, if adaptations of capacity lead to actual staff reductions or an altered composition of the professional groups, which leads to more positions in one group and reductions in another. Whether resource neutrality will be possible to maintain in the future has yet to be seen. Maybe citizens have only used their right to choose to a limited extent so far.

169. In the majority of the municipalities, the starting point for the individual schools' budgets is a fixed resource distribution model, where the majority of the municipality's total resources in the school area are distributed according to the number of pupils.⁸⁵ Cf. the comment above, there are however large variations between the municipalities. The basic principle is that the administrations determine a factor, which describes the expenditure, need per student. The grant to the school is then calculated as the product of this factor and the number of pupils, but only if teaching will continue to be class-based. The factor that indicates which grant each pupil releases has often been found by calculating backwards. This means that firstly politicians decide how much funds should be allocated to the school system in the municipality. Then the administration calculates the total grant release per pupil. The political content of the distribution of resources is, thus, that all pupils in a certain form must cost the same all over the municipality district. Generally speaking, there are – according to a recent survey⁸⁶ – very few administrations, which have considered explicitly what role the administration should play in the decentralisation and introduction of free choice of schools.

170. One of the most important prerequisites for a well-functioning municipal market for school services is that the citizens have sufficient information about the quality of the services provided by the schools. If this is the case, parents are able to make qualified choices as to which school accommodate the wants and wishes of their children in the best way. Today, parents in municipalities with a free choice of schools are mainly forced to gather this information themselves. This can be done by visiting schools, looking at the schools' information material, listening to rumours and going by their own experience concerning the children's well being and learning. It is not certain that this information enables the parents to make a sufficiently qualified decision. The Liberal government has therefore passed a new act on transparency and openness in the educational institutions.

171. Under the present institutional framework for the Folkeskole, it is hard to imagine schools closing down because of flight of pupils, since it will be difficult to place the existing pupils in other schools in the municipality, unless there be a significant overcapacity in some of these schools, but whether this situation will change in the future is one of the crucial problems in relation to the free choice of schools.

⁸⁴ Cf. quite recent experiences with offers of elderly care. KL: "*Frit valg med omtanke*". 2003.

⁸⁵ Ibid. p. 67.

⁸⁶ Ibid. p. 67.

5.3 Political initiatives and their effect

172. How do we create a school and a way of teaching, which consider the needs of a complex society? How do we endow pupils with qualifications and competence which will make them fit for an active and participating life in an increasingly knowledge-demanding society?⁸⁷ The teachers of the future must know the basic conditions of the teaching profession, the particulars of their own employment and the particular professionalism of the trade. Two concepts are central to the recruitment policies: teaching and learning. The teachers of the future must to a lesser degree think about how they teach, and to a higher degree what their pupils experience, to a lesser degree try to get through the textbook and to a higher degree develop their knowledge and attitudes. The employment requirements, which a newly qualified teacher meets, will reflect the requirements to the school and the pupils' learning processes, which are prevalent in the school's local area and the requirements reflected by national and international policies. In Denmark, schools are user controlled, locally based institutions which are subject to a lot of different requirements, which the group of parents at the individual school help verbalising, and the same time the school must live up to an increasing international competition of knowledge, where the pupils must qualify for a global labour market. This means that the teacher must not only know and be able to practice the qualification requirements of the knowledge society, such as the sharing of knowledge, core competence and subjects. He must also be able to live up to the requirements of the local community; such as it is being formulated in the school's business plan and in follow-up action plans, to varying degrees and with varying weight.

173. These local targets and priorities can continuously be adjusted to centrally laid down frameworks and step targets and end targets, cf. the new Act on the Folkeskole from 2003. So not only is knowledge in certain areas demanded from the teacher, he must also be able to endow the children with manners when necessary.⁸⁸

174. Not only will the school be able to formulate still more specific demands to the teacher. He will also be able to formulate his demands to a future workplace. For example, accommodation conditions have begun to play a renewed role in the capital area, when the teacher is to decide whether a position is attractive or not. Furthermore, the tendency to individualisation, which has come to the fore in the post-industrial societies, also plays an important role in the choice of workplace.⁸⁹ For example, this means that the teacher will look into whether the school that is offering the job can put forward creative development opportunities with flexible working hours and conditions.

Recruitment policy – tendencies and effects of initiatives

175. Many school boards of governors will in the future be able to draw up more specific and differentiated profiles, when they are hiring new teachers. Already now there is much focus on the school's profile among applicants, and in adverts the schools are trying to draw attractive job profiles. Seen in connection with a more flexible and regional labour market, this means that recruitment will take place within a larger radius than before. The teacher will therefore not be attached to and dependent of the local conditions in the child's admission area, and the teacher will in all likelihood not be as bound as before by the school as a workplace, but for these issues tendencies are not unequivocal. On the one hand side the newly appointed teachers will – depending on whether there is a shortage of manpower or not – be more receptive towards developments and signals outside of work and therefore less dependent of the restrictions which the attachment to the individual school notoriously entail.⁹⁰ On the other hand, good colleagues at work can be

⁸⁷ A. Hargreaves (2000): *Nye lærere, nye tider – lærerarbejde og lærerkultur i en postmoderne tid* (English Title: *Changing Teachers, Changing Times/1994*), Klim, pp. 21-42.

⁸⁸ This have found its expression in the recent interest for social skills, which has especially been debated for the youngest classes in the Folkeskole.

⁸⁹ Because of the explosive rises in accomodation costs, which are particularly prevalent in the urban areas.

⁹⁰ For the very reason that young families with children are dependent of two people's income. The spouse's view of future places to live and work will therefore play a large role in the future.

the decisive factor in a situation of choice. A higher starting salary is by now being offered by a number of schools. Even though new teachers express that the salary is not a top priority, the schools' offer of higher salaries might indicate that it affects the applicants' motivation, after all.

176. Since it is up to the management and the board of governors at the individual school to interpret signals and requirements into a local context, it is difficult to make any certain statements as to what specific recruitment policy the individual board or school management will choose. It may also depend on the outcome of the national discussion about the school policy. Should the school secure that pupils learn a shared, national curriculum, perhaps in differentiated knowledge and pupil groups? Or will the school to an even larger extent than today become a local policy arena for contradictory demands, formulated through temporary alliances between the users of the school? If the latter option comes true, we will witness a multitude of recruitment policies, where locally adapted appointment procedures alternate with interviews, which weigh the personal impression. If the viewpoint of the common curriculum makes progress, we will to an increasing degree witness standard procedures, regulation catalogues and requests for formal, academic competence in teachers' training.

Important choices: recruitment, school organisation and working hour's agreements

177. The public sector and with that the Folkeskole face two main challenges in the years to come, according to the Ministry of Finance⁹¹: one is to finance the public services, another is to recruit the sufficient manpower.

The Ministry points out that

- The age composition of the population will change gradually during the next 20-30 years, and the consequences – more elderly people and more recipients of pensions and public services will increase the funding requirements.
- The funding of public expenditures rests in the main on the Danes' income and consumption, wherefore it is crucial for the funding how many people are working and how much they work during their lifetime.
- The possibilities of increasing the imposition of taxes are limited on grounds of avoiding falling performance and increasing mobility across country borders of savings, companies and persons, and with that the tax base.

178. The Ministry of Finance emphasises that independently of the question of funding there may be considerable challenges associated with securing necessary and sufficiently qualified workforce to the public sector. Part of the challenge is that the age distribution for employees in the public sector is skewed to the right, so that a large share are expected to leave the labour market within the next 5-15 years. The extent of the recruitment problems depends on how far it is managed increase the total supply of labour and the overall degree of employment.

Furthermore, it is estimated that an adjustment must aim at a combination of:

- Getting a larger share of young people into the public sector
- Getting larger share of privately employed transferred to the public sector
- Reducing the number of publicly employed who transfer to the private sector.

179. What options does this offer to the recruitment and the retention of teachers? Both the teachers and the municipal employers have agreed to focus on⁹² the learning concept of the Folkeskole, and requirements for differentiated teaching, project work, evaluation and team cooperation are set up. Cooperative requirements between the teachers, and between teachers and pupils must be followed up.

⁹¹ The Ministry of Finance: Rekruttering og service (January 2000), pp. 5-10.

⁹² "En skole på vej." Appendix to the Agreement of Working Hours 1999.

When many experienced teachers retire and new and inexperienced enter into the labour market in the years to come, problems of continuity and direction stability arise in school. We must enter into a dialogue about the retention of teachers. The dialogue should begin with the teacher's role, the concept of teaching, the organisation of teaching and the leader role as starting points. Considerations should go all the way round. Every day, teachers and leaders work with people's expectations to and requests to the Folkeskole. And in cooperation with children and parents, a learning environment is created which will turn the children into active citizens in a democratic society.

180. There are many ways of mitigating the shortage of staff. Taking in new professional groups can do it, and retaining those who are already employed can do it. Recruitment and retention are achieved by creating good and interesting workplaces with possibilities of development, by showing good leadership and by appreciating the individual employee.

These means must find a form, which balances with the development of the Folkeskole. The individual must experience that the development of the teacher and the school are moving in the same direction, and that the contribution of the individual helps creating a development.

181. Both teachers and municipalities agree that a good physical and psychological working environment combined with the development of competence is very important. Today, many young people want to shift between different workplaces during their career. They are attracted to workplaces, which can offer challenges, by means of colleges, responsibilities and environment. It is therefore a challenge for the municipalities to make visible the many possibilities they can offer to fulfil the young people's wishes. The work in the Folkeskole brings together many different roles, different tasks and very different people of all ages. The young people's need for continuous change and challenges can be met there.

182. The framework for the organisation of work – the working hours agreements – remains a decisive question. Before the municipalities became employers in 1993, work was regulated by an obligatory weekly number of teaching lessons and a list of further assignments, which was not exhaustive. This traditional type of agreement was replaced by a division into teaching time, preparation time and time for other assignments, which led to a strong focus on whether a concrete assignment was duly agreed on and timed. An agreement, which was e.g. strongly criticised by the parents' organisation in 1998:

*"In all parts of trade and industry people are abandoning rigid salary systems which require control and measuring in favour of systems where employees are being paid after qualifications, responsibility and work result. It is being done, because what matters is not the time spent on work, but the result of the efforts. Therefore it is quite surprising that the employers of the Folkeskole seemingly want to go in the opposite direction. More control and more forms for counting working hours are both out of date and uninteresting, seen from the point of view of the users. We do not need to know as users, how much time a teacher spends on preparation, as long as the teaching which is being produced is of high quality and teaches the children what they need to learn."*⁹³

183. In 1999 there was a shift to the division described into individual time and school time. This was an alteration of the agreement which, however, did not seem to create a satisfactory balance between flexibility and both parties' wish to ensure correspondence between the allocated working hours and the extent of the assignments.

184. Since the DLF has cancelled the agreement on working hours as from 2004, it might be possible come to an agreement about a different organisation of the work which corresponds more precisely to the demands which parents and the rest of society make on the development of a school which must be flexible

⁹³ Ibid.

and attentive to the local interested parties, and at the same time document teaching of a high quality. Instead of counting and bureaucracy, one could give the teachers and the teacher teams the professional liberty of action to plan and organise their work in concordance with the targets and frameworks which are e.g. being prepared in cooperation with the school principal, and the principles laid down by the boards of governors.⁹⁴

⁹⁴ Cf ”Aktuelle tendenser i lokale arbejdsaftaler”, Folkeskolen 2/2003.

6 RETENTION OF EFFECTIVE TEACHERS IN SCHOOL

185. The retention policies could be categorized in two distinct groupings: A policy, which seeks to keep the experienced teachers in the workforce and another policy seeking to make the profession more attractive for the newly appointed. In the individual municipality the school politics is often a mixture of both retention and of the attractiveness policies and which policy to implement and how, is more often decided by financial priorities and not on pedagogical reasons. Independent of the policy to follow there has been many investigations on job climate, quality of work life and assessments of the support for teachers with burned-out syndrome or other psychological ailments.

6.1 Retention of teachers as a political theme

186. The political debate is dominated by assumptions that newly qualified teachers after a short time apply for jobs in other trades and experienced teachers retire already by their 60th birthday. Since the newly qualified can not fill out the holes after the colleges who leave the job “prematurely”, it is being debated whether one should give the experienced teachers special benefits to keep them on the job longer. Trade unions and employers alike point out that experienced teachers should be offered shorter hours, and mainly teach the subjects they feel comfortable with.⁹⁵ It is both necessary to have a senior policy and to make a particular effort to prevent worn-out teachers from being forced to leave school.⁹⁶ The need is substantial, the DLF has shown in a survey from 2001 that a mere 5 municipalities⁹⁷ have made senior schemes for the teachers, but both unions and employers have gradually begun to initiate a number of projects.

187. In principle, there is only a small difference between a retention policy for young and for experienced teachers. The shared problems and the shared solutions outweigh the differences. The ambition is to make the school as a workplace more attractive and challenging for all employees. There are, however, concrete differences between schemes for retaining newly appointed in the Folkeskole and in the individual workplace, and a policy, which tries to retain the experience-based potential of experienced teachers. The newly appointed must have the softest transition possible from colleges to the labour market, e.g. by having the schools run various introductory programmes and interim arrangements. For the experienced teacher who considers leaving the teaching profession or taking an early retirement, the initiatives have the purpose of relieving the person in question from “incidents” on the job which he or she does not find challenging anymore. Instead, assignments can be adjusted to the teacher’s individual preferences. Even though the plans and models are different for the two groups and varies with the schools’ geographical placing in the country, the objective is the same: the teacher must feel that he has a way of showing that precisely his or her efforts do make a difference.

188. In the municipalities’ agreement with the state for 2003 it was laid down that the municipalities’ expenses on services must only be increased with 0.7%. On a national level, this will have very dissimilar consequences for the municipal service levels. From 2002 to 2010, the number of pupils in the Folkeskole will grow by 32,500, corresponding to an increase of 5%.⁹⁸ Even if no further funds are invested in teaching, and the present average cost pr. Pupil is maintained, the municipalities will get extra current expenses. A retention policy which is going to take effect under these very tight economic conditions must be very focused, if the initiatives shall not drown in the consequences of downsizing expenses without effecting improvements. For example, an increase in the average number of pupils per class is not alluring for the teacher who wishes to leave the Folkeskole. Many teachers, both the young and the experienced, experience the parents’ growing interest in and influence on the school as an additional task, when they

⁹⁵ “*Det gode arbejdsliv: Seniorsamtalen.*” FTF & KL. 2002 p. 8f.

⁹⁶ “*Det gode arbejdsliv: Personaleøkonomisk tænkning.*” FTF & KL. 2002.

⁹⁷ DLF (v. Stig Andersen): Radioavisen, 7 and 8 O’clock, Thursday March 15th 2001.

⁹⁸ Cf. table 2.4

have to spend time on parent groups, which are very focused on their own child, and critical of factors in the teaching and about the pupil's learning, which the teacher believes he is an expert at.

189. Moreover, many parents not only expect good teaching and relevant learning, but also leave tasks of upbringing to the teachers. Many teachers do not see such tasks as their responsibility, or consider them as tasks, which should be prioritised to the extent that parents want. Such tasks could be conflict solution in class or special attention towards particular children during breaks etc. The enhanced attention towards the school finds its expression in comprehensive and recurrent debates in nationwide media. In connection with this, the Danish parliament has passed the Act on Transparency and Openness in Education etc.⁹⁹ According to this act, the school must provide the public with information which in an easily accessible way informs about many aspects of the school, including the pupils' achievements, educational conditions and the school's basic value and any other important matters, which the school find relevant to inform about.

190. For the experienced teacher, the considerable public attention is being perceived as an extra assignment which is being imposed on him, namely that he must justify and gradually also document circumstances which he only had to explain orally before. This tendency also finds its expression in the use of business plans. The absence of market forces makes it important to use different criteria for quality, productivity and efficiency in the public sector. Through aims and action areas, which are being defined by the school and approved by the municipal council, there is focus on the educational, administrative and organisational development - and in rare cases – the financial aspects.

191. It is understandable that the public focus on school and teaching can be a strain on many teachers, although the requirements for documentation and public debate until further have been demonstrated more strongly on a school level and only to a lesser extent has been required of the individual teachers. All teachers do not consider regular newsletters from the class team to the parents as a matter of course. The information requirements can add to a feeling of insecurity in the daily work, and openness can be perceived as a stress factor, particularly if it is directed at the individual and not at the team. For the good teacher, who delivers quality teaching, the growing attention to the teaching may bring about an improvement of quality in the daily work, and perhaps even a higher status for the teachers.

192. The themes described from the political debate share some characteristics with dilemmas from other professions, but it can be difficult to analyse the effects of them. For this reason, the following section will put particular emphasis on a number of concrete conditions and tendencies characteristic of the teachers' work, starting with absence due to illness, leave of absence and pension, followed by salary policies, career paths and promotion opportunities as well as quality assessment of teachers, and a concluding estimation of political initiatives and their effect.

6.2 Effective teachers – patterns and tendencies

Absence, resignation, leave of absence and pension

193. No data are available concerning the number of resigned teachers with information on age, experience, gender, subject areas, reason and destination. The extent of absence due to illness has not been registered on a national level, and local registers use different calculation criteria and do only make their results public to a limited extent. A large common survey of self-reported working environment for a number of publicly employed people, including teachers, showed an average in 2001 of 7.9 days of absence per year.¹⁰⁰ Another register-based survey¹⁰¹ summed in 2002 the average absence due to illness

⁹⁹ Act no. 414 of 6th June 2002

¹⁰⁰ "FTF'ernes arbejde er udfordrende - men det slider på sjælen. En undersøgelse af FTF'ernes psykiske arbejdsmiljø", 2001. The Report has been prepared by CASA og AMI, project manager Jørgen Møller Christiansen

for municipally employed, i.e. including teachers up to ca. 13 days per year. A survey made for all municipalities in the county of Copenhagen showed an absence due to illness for Folkeskole teachers of 4.3% in 2000 and 4.7% in 2001.¹⁰²

An in-depth analysis of how schools in a large suburban municipality (Gentofte) handled teachers' absence in 2002, further showed that 88.7% of all periods were taught as planned, 2.5% were taught by a teacher-trained substitute and 8.3% of the periods were taught by a non-trained substitute. Only 0.5% of all periods were cancelled.¹⁰³

Table 6.1 Self-reported number of absence days due to illness in the last 12 months of 1993 and 2001

N = number of employees

Days of absence	1993 N= 1739	2001 N= 1380
0	28%	27%
01-okt	58%	57%
nov-20	8%	9%
21-50	4%	4%
51+	2%	3%

Source: FTF'ernes arbejde er udfordrende tabel 10.2

194. There are a number of general schemes for leaves of absence on the labour market, supplemented by local agreements with reference to staff policy. The established schemes include maternity leave (52 weeks totally for both parents), paid leave of absence for terminal care of a family member, and until the 1st of January 2001, study leave. Study leave has been replaced by the State Adult Education Grant for studies under the Act on Open Education (partly paid by tuition fees). The locally agreed upon schemes typically include an option of *absence without pay* if people are appointed to another position, for personal development or for personal reasons, because of family affairs, extended "holiday", illness in the family etc. Typically, leaves of absence are granted for a period up to 1 year.¹⁰⁴ Leaves of absence because of stress are either actual reports of illness, which entitles employees to pay during illness, or – when there is no medical certificate – the possibility of an unpaid leave of absence. There is to our best knowledge no analysis of the use of absence leaves for teachers.

195. In connection with the possibilities of absence leaves there may be good reason to draw attention to a number of general labour market schemes which are also relevant for teachers who have lost the capacity to work in the ordinary labour market partially or completely. The schemes have been developed during the 90s, e.g. in the light of the declining unemployment rate and the need to reduce exclusion from the labour market. With reference to a framework agreement between the Negotiating Body for the Association of Local Government Employees' Organisations (KTO) and the National Association of Local Authorities in Denmark (KL) about the social chapter, it is possible to organise jobs on special terms, flexible jobs, job testing, light jobs, and job training. The number of teachers who are currently working on these terms is not known.

¹⁰¹ The Danish Employer's Confederation: Arbejdsmarkedsrapport 2002: Sygefravær <http://www.da.dk/bilag/ArbejdsMarkedsRapport%202002%20.pdf>

¹⁰² The Municipality of Gentofte: Changes and Cancellations of teaching in the schools of the municipality in the period from September 2nd to 4th Oktober 2002. January 2003.

¹⁰³ Ibid. p. 7.

¹⁰⁴ See e.g. Ballerup Municipality <http://www.ballerup.dk/get/11649.html>

196. Rotations and job swaps are seldom established as regular schemes in local or municipal areas. On an international level, job swaps are being arranged continuously, e.g. via the Danish Cultural Institute. In some municipalities, rotation visits to companies are used as a way of qualifying teachers to become guidance counsellors to the pupils.

Early retirement pension

197. The possibility of retiring on early retirement pension (premature retirement) at 60 years has been a very big political theme in the latter part of the 90s. Tighter conditions and economic incitements for staying longer on the labour market seem to reduce the number of retirements. Some people postpone their retirement a half year because of the school year, but it is estimated that most people wait even longer, because they can get an economic benefit by staying on the job.¹⁰⁵ This is particularly interesting, since the group of teachers who have a right to early retirement in 2002 has been much larger a normal average of 300, namely 3,700.

Salary, career paths and promotion

198. The traditional school culture has been dominated by an egalitarian philosophy, where the teachers with a minimal division of labour expected to have a considerable influence on the decisions, which could be made, at the school. The school principal functioned and was recruited as a *primus inter pares*, a first among equals. In this way, career was given a low priority. However, an example of a classical career could be that a teacher was promoted to vice principal, principal at another school at a later time, and maybe eventually school director for a municipality. The criterion for promotion was that a good and committed teacher would also be expected to become a good leader. An alternative career path could be that teachers assumed the responsibility for a particular function such as the school library or ICT, or they became careers advisors. Later on, they became educational consultants for that function in the entire municipality or in the Ministry of Education. A third path would typically be that the teacher through further training at the Royal Danish School of Educational Studies became qualified for a job as a teacher at the colleges of education. A fourth path went via a job as shop steward and a consequent election to the organs of the union. Informal career paths could go via the publication of textbooks and the establishment of a business of one's own concurrently with the job as a teacher. At a later stage perhaps with a full-time function as a private consultant.

199. With an amendment to the statute, as a part of the reorganisation of the public sector and – presumably related to a growing individualisation – new patterns have cropped up during the 90s. Leaders are being recruited to a larger extent on the basis of having been responsible for a section, pre-leadership education, or possibly diploma training. Career paths, which aim higher in the municipal system, require in practice municipal further training or Master's level education. Functional responsibility is based on a specific diploma training or – as is the case with the job as a careers teacher – on an actual professionalisation with full-time employment. This is a breach of the rule that teachers can principally assume most core and support assignments at the school in their capacity as trained teachers. The criteria for the selection of leaders are undergoing a modification, since leader competence is being assessed independently and is not necessarily based on the competence as a teacher. The Act on the Folkeskole does not require that school principals are teacher-trained, but the collective agreement does. All school principals are therefore trained as teachers. On the other hand, there is a growing tendency that municipal leaders, school directors and heads of the administration are being recruited among people with other professional backgrounds, e.g. general leader competence. At the same time, municipalities experiment with hiring administrators in the schools to support the principal and/or they establish section leaderships with responsibility for e.g. the introductory periods, the elementary level or the lower secondary level.

¹⁰⁵ Folkeskolen 19/9-2002

200. The career paths are partly supported by a concurrent shift from seniority-dependent salary steps to a more differentiated system with New Salary. The salary consists of:

- Basic salary
- Qualification allowance
- Functional allowance

The basic salary and the functional allowance are being agreed on centrally. Other allowances are negotiated locally in the municipalities.

The following table of the centrally negotiated parts of the salaries can illustrate the range of salaries.¹⁰⁶

Tabel 6.2 Salaries for Folkeskole teachers

Salaries for Folkeskole teachers	Basic salary	After 4 years	After 8 years
Pr. Month (pension excluded)	€ 2620 ¹⁰⁷	€2799	€3045
<p>In addition to the basic salary, a functional allowance for teaching has been agreed on centrally. The allowance is given for teaching periods exceeding 300 yearly working hours.</p> <p>In the interval between 300 and 750 yearly teaching periods € 3 an hour is given.</p> <p>From 751 yearly teaching periods a compensation is given, so that the allowance is €11 per teaching period</p> <p>For 23 weekly teaching periods this sums up to a monthly allowance of ca. €100</p>			
<p>Pre-school class teachers start at €2.496 increasing to €2.707</p> <p>Everybody who is appointed on a group contract basis has a 17,1% pension scheme, which is fully paid by the employer.</p>			
<p>School principals are paid dependent on the size of the school with a basic salary from €3.521 to €5.047.</p> <p>With allowances some leaders attain €5.327¹⁰⁸</p>			
<p>As examples of locally agreed upon allowances for teachers the following can be mentioned:</p> <p>A municipality gives a €202 yearly allowance for 200 hours' further training.</p> <p>A municipality gives a €323 yearly allowance to all teachers to promote team cooperation.</p> <p>Many municipalities let new teachers start two salary steps higher (ca. €90) on an annual basis.</p>			

Source: DLF: <http://www.dlf.org/sitemod/moduler/index.asp?pid=12330>

¹⁰⁶ However the country is divided into 5 regions, where the basic salary is dependent on the level of prices in the region. Teachers in the most expensive region get a 5% supplement.

¹⁰⁷ Exchange rate 7,43

¹⁰⁸ Danske Kommuner, 5th February 2003, FTF Calculation of Salaries april 1st 2002, Agreement for teachers etc. in the Folkeskole

201. The locally agreed on elements, however, typically only make up less than 1% of the total sum of salaries. The salary system is thus still dominated by central negotiations. This circumstance is deplored by the employers, but preferred by e.g. the DLF, who state as a principle that

*"The largest part of the salary must be negotiated centrally in order to ensure that there is a common salary level in the Folkeskole. All agreements about salary must be pointing forward and be based on objective criteria. The salary forms must contribute to making the school as good as possible, and to maintaining the common Folkeskole. The salary reforms must be fitting for the culture and structure of the Folkeskole, so that they might support the possibilities for a good working climate and the satisfaction of work."*¹⁰⁹

202. This policy, where the differentiation of salary levels is minimised, is more characteristic of teachers than of most other public employees, according to a large research project about the implementation of New Salary.¹¹⁰ Teachers prioritise salary according to seniority and objective criteria for assignment of salary, and they are among those staff groups who are most sceptical of salary based on results.¹¹¹ Whether this scepticism can be maintained in the light of the above-mentioned individualisation is doubtful. However, an increased individualisation of the determination of salaries might weaken the professional culture and thereby counteract the need for teamwork, which has been highly prioritised for educational reasons. On the other hand, a limited possibility for differentiated salaries might render the recruitment of teachers in particular regions or with particular qualifications more difficult. Several municipalities use higher salaries for newly appointed as an incitement.

Organisation of work, working environment and quality assessment

203. The organisation of work is undergoing rapid change. The Act on the Folkeskole requires differentiated teaching and that teachers cooperate about the organisation of the teaching. For this reason teachers' work has shifted fundamentally away from being based on a principle of "one teacher – one class – one period". Instead, there has been focused on cooperation in teams, combinations of working methods and organisation in blocks of a varying duration. However, the class is still the central, organisational pivot. This shift has implied a growing strain on some teachers, particularly those who perceived the requirement for cooperation as interference in their professional autonomy. Since cooperation also requires the development of new competence to participate in teams and implies a risk of too many meetings, if the organisation of meetings is not handled professionally, strains on the working environment have been observed

204. What does a Danish school look like? A typical town school¹¹² has 475 pupils and 47 teachers, one principal, one-deputy principal and support personnel of 2 clerks, 2 janitors and cleaning personnel (employed in a common, municipal section). Moreover, there are two Schools and Leisure Systems (SFO) each with its own leader and altogether 20 pedagogues. *Consequently, the school has 75 employees but only authorized teachers are allowed to teach. In Denmark there are no 'teacher assistants' helping the teachers to get along and to teach in the classroom. The 75 employees mentioned does belong to what could be called the support staff of the 'inner circle' of the school but more staff support in connection with the social service of the local municipality and a few in the county. They constitute an important wider part of the Danish welfare system. Here you find the school psychologists, social advisers and other social workers working on the relations between the children's families, the school and society in general. Among the social agencies an important one is SSP, which seek to establish cooperation between the child, the police and the social authorities when needed. In the recent years one of the aims of the government*

¹⁰⁹ <http://www.dlf.org/sitemod/moduler/index.asp?pid=12540>

¹¹⁰ D. Petersen et al: "Løn mellem kollektiv og individ", Kommuneinformation 2002.

¹¹¹ Ibid. s. 253.

¹¹² The Marielyst School in Gladsaxe Municipality. <http://www.marielystskole.dk/>

has been to integrate the different staffs and professions in order to secure professional development in the workforce, that no child is excluded from the community and that every child can act in different learning settings.

205. The distribution of assignments for the individual teachers can be illustrated with the timetable for LH, an experienced teacher, who is employed at a school in a small town:

Figure 6.1 Weekly timetables for week 4, 2003 (LH):

Period	Monday	Tuesday	Wednesday	Thursday	Friday
1	Swimming 4 th grade	Special education	Mathematics 3 rd grade	Physics/Chemistry 10 th grade	Mathematics 3 rd grade
2	Swimming 4 th grade	Special education	Danish support 3 rd grade	Physics/Chemistry 10 th grade	Mathematics 3 rd grade
3	Physics/Chemistry 9 th grade	Preschool class	Science	Physics/Chemistry 10 th grade	Mathematics 6 th grade
4	Physics/Chemistry 9 th grade	Preschool class	Science	Mathematics 3 rd grade.	Mathematics 6 th grade
5		Mathematics 6 th grade		Physics/Chemistry 10 th grade	History 3 rd grade
6		Mathematics 6 th grade		Physics/Chemistry 10 th grade	
7					

In addition to these 25 periods (of 45 min.) of teaching and preparation for teaching, the week included a number of planned and acute meeting activities with a total duration of 8 hours.

Note: The Meeting of union members and the reception are not part of the working hours, according to the agreement, but are perceived as such by many teachers. Both activities were mentioned on a list of meeting held during that week.

Source: Personal information, LH

The psychological working environment

206. The good teacher's life has been reviewed in an interview survey initiated by the DLF in 2002.¹¹³ The survey points to the fact that teachers prioritise the interaction with children and the professional liberty of action in the choice of methods and the cooperation with colleagues. The requirement for team cooperation makes new demands, but most teachers consider it a way out of the sole teacher's isolation:

"The individual hell does not exist any longer. We have become much better to help each other. In earlier times it just had to look good, now we are forced to help and develop each other."

(Interview with a teacher, p. 5)

207. The barriers and frustrations in a teacher's life are often caused by a feeling of having of too little time, but maybe especially about a working hours agreement, which inflexibly tries to clarify the time control of the different assignments, so that the professional liberty of action is diminished. More time - that is more resources - is requested, but the question about where the resources should come from is answered by a suggestion that meeting efficiency and planning could be improved. As regards time, the meetings don't take up much space in the calendars, but they take up much space in the consciousness of teachers. Together with salaries, lack of prestige and lack of time and the superfluous and badly organised meetings are factors, which are first and foremost pulled out as the largest stress factors.¹¹⁴

¹¹³ "Det gode lærerliv" 2002. Mercuri Urval A/S, May 2002.

<http://www.dlf.org/sitemod/upload/Root/detgodelaerliv.doc>

¹¹⁴ Ibid. p. 10f.

208. Whether the solution is to define more clearly which resources are spent on the individual activities, or a more flexible planning should be introduced, is a matter of dispute among the 125 teachers interviewed. This disagreement might reflect a doubt in which direction the profession should develop itself. Some people would like to have more competence delegated to the Educational Council, the advisory body of teachers at the individual schools, at the same time as it is pointed out how difficult it is to handle the balance between informing all teachers equally and involving them in all activities at the school, and on the other hand to ensuring the educational leadership which is necessary.

209. Likewise, teachers' work has been examined by the Danish Working Environment Service¹¹⁵, which has gathered the following results in 2001: 191 schools were visited¹¹⁶, and both schools with a good psychological working environment and schools with problematic conditions have been found. Therefore they gave notice of an injunction¹¹⁷ in 37 cases and offered guidance in 229 cases. 17% of the schools had problems of such a nature that they got notice of an injunction. The problems with the psychological working environment were especially concerned with cooperation and lack of social support, pupils with severe problems, workload and pressure of time as well as contradictory demands and insufficient information.

Cooperation and social support

210. The Working Environment Service calls attention to the importance of lack of cooperation and social support. Some of the issues include team cooperation, which has meant a great shift in the way work is organised. The conflicts in connection with such a shift of the organisation of work dominate the Folkeskole these years. The Working Environment Service points out that teachers have very different attitudes to team cooperation and different understandings of what it is. In conjunction with the lack of shared aims at the school and possibly lack of qualifications among the teachers to tackle problems as a team, this may be a cause of troubles. It must, however, be added that the Working Environment Service has also visited schools where the collegial cooperation was found to be good and an essential contribution to a well-functioning psychological working environment. Nonetheless, it is a factor, which may have a significant negative influence on the psychological working environment, if for example organisational conditions lead to cooperation and social support not being backed up or decidedly deteriorated.¹¹⁸

Pupils with severe problems

211. Teachers may experience that in one class there are one or several troublesome pupils, which they believe should be given more support or the option of treatment. The Working Environment Service points out that great demands are put on the teachers to handle both these pupils and teach the rest of the class in a satisfactory way. The Working Environment Service states that teachers in some cases are not properly prepared to meet these job requirements. Some of the problems are lack of supervision possibilities, further training - for example in conflict solving -, and guiding lines in connection with violence and threats of violence. In some cases, the teacher must handle socio-educational problems, which their training has not prepared them for. Furthermore, an ordinary school does not have the same possibility for and tradition of support as e.g. 24-hour care centres. Schools, which test in schooling, point out that help might be obtained from the pedagogues' expertise in this field.

¹¹⁵ The Working Environment Service's issues of action: "*Psykisk arbejdsmiljø – alles ansvar*". Basic Schools 2001: Status of Action December 2001. <http://www.dlf.org/sitmod/upload/Root/redegoerelsepsykiskarbejdsmiljoe.doc>

¹¹⁶ Of which 33 were free basic schools. There were however no significant differences between the working environment in Folkeskoler and free basic schools.

¹¹⁷ A "notice of an injunction" can be followed by a fine, whereas there are no sanctions in connection with "guidance".

¹¹⁸ Ibid p. 7

Great workload and pressure of time

212. In some places, the teachers' work is not very well defined, according to the Working Environment Service. The individual teachers are expected to define, when teaching is good enough, and whether it lives up to the overall requirements of the Act on the Folkeskole about e.g. differentiated teaching. This means that the individual teacher might feel that she ought to have prepared herself better and have made the teaching even better. Collective targets, which may limit the workload and define when the teacher's job has been done satisfactorily, are not set at the individual schools. Furthermore, there is a tendency in some schools to add new assignments without removing others, which creates an increasing workload.

213. Finally, the Working Environment Service points out that the expectations to the school have been increased, both generally in society and specifically from the parents. The result is that a number of contradictory demands are put on the teachers, which can cause uncertainty about which demands they must meet. There are great expectations to the level of proficiency that pupils achieve in school. At the same time the aims for the teacher's work, as mentioned above, are often hazy, and, in many cases, entirely individually defined by the teacher. On top of this comes the problem that in many classes pupils with severe problems present the teacher with a task, which she finds it hard to solve within the existing framework conditions. This altogether results in a number of contradictory demands on the teachers.¹¹⁹

Quality assessment of teachers

Three types of systems support quality assessment of teachers:

- a) A development and evaluation system,
- b) A inspection and complaint system and
- c) A system dealing with employment conditions including employee development interviews

214. **The development and evaluation system** is based on a high degree of self-evaluation¹²⁰, partly through the teachers' current evaluation of teaching, partly through methods and projects initiated by the Ministry of Education, municipalities and organisations, independently or as a group. The projects are typically being carried out with the support of the Royal Danish School of Educational Studies, colleges of education or private consultancies. Previously, the focus was on school development and it was not until the mid-90s that the debate about external evaluation began to gather pace. The large development programme F2000¹²¹ (1998-2000) was aimed at developing the quality of teaching and ensure the realisation of the Act on the Folkeskole from 1993.

215. Quality in the Folkeskole¹²² from 1998 still tries to secure quality development, both in classes and schools, municipalities and on a national level. For this end they use an Internet-based tool. As from the year 2000, the Evaluation Institute has carried out the first evaluation of elementary and lower secondary schools, which is obligatory for the public schools, but works on a voluntary basis for the free basic schools. Evaluations were initiated with a focus on the whole municipal school system, and were followed in 2002 with examinations of the preschool classes and the connection between the Leaving Examinations of the Folkeskole and the preceding teaching. All the examinations of the Evaluation Institute have, because of the regulatory framework, been based on a model with a strong focus on self-evaluation and are explicitly carried out without ranking pupils', teachers' and schools' performances. Consequently, a shared

¹¹⁹ Ibid p. 7-8.

¹²⁰ The Danish Evaluation Institute: *Approaches to the evaluation of schools which provide compulsory education: Denmark*. Copenhagen. 2002. Eurydice
http://www.eurydice.org/documents/evaluation/en/frameset_eval.html

¹²¹ <http://www.f2000.dk>

¹²² <http://www.gsk-kif.dk/>

feature of the development and evaluation systems is that they are primarily aimed at the teaching and the organisation and only to a very limited extent at the individual teacher.

216. **The inspection and complaint system** is based on the responsibility of the municipal council for the school, which is being administered by the local education authority, and the school principal's responsibility for the teachers. Thus, there is no system of inspectors who make regular control visits, but the municipalities may exercise control of the free basic schools, for instance by having consultants visit them and attend the classes. In cases of complaints from parents or other citizens, the principal is responsible for investigating whether the complaint is justifiable, conducting an examination of the teacher, possibly attending classes etc. In case of repeated, legitimate complaints the teacher can be dismissed, but in any case dismissals must respect the framework of labour legislation, the conditions of employment and labour market legislation. As such the inspection and complaint system is to a high degree based on a good cooperation with parents, so that complaints are prevented or a dialogue with parents is maintained. The system is vulnerable to parents whose complaint behaviour becomes fixed on the person, or school principals who identify themselves as colleagues of the teacher, and therefore find it difficult to take the measures needed against ineffective teachers. The complaint system does bring about a number of dismissals each year, also of school principals, and in some cases the municipalities' inspections of schools lead the Ministry of Education to deprive free basic schools of their public grant and authorisation to run a school.

217. **The system dealing with conditions of employment** contain an independent and potentially important element to identify and act against ineffective teachers. The municipalities may decide that the school principal or his deputy should conduct annual Employee Development Interviews with the individual teacher. Such interviews are an opportunity to identify problems and initiate measures against teachers with such problems. Such interviews can, given that they are allotted sufficient time and clear aims, contribute to a clarification of competence development, the distribution of assignments, and the organisation of cooperation relations. There have also been attempts to develop the interviews in such a way that they are particularly directed at senior teachers. The experiences from Horsens Municipality indicate that also experienced employees would like to have individual development opportunities, cf. a principal's experience with the senior interview:

*"I summoned the eldest teachers in the school and started out by presenting them with a number of general schemes. A more or less standardised offer. It didn't work. It was not until the teachers started talking about their needs and desires that I began to understand that the very thing, which one of them asked for – more teaching –, could almost have killed one of the others. He wanted to get away from the classroom and have more administrative assignments."*¹²³

218. Development interviews have not been conducted in all municipalities, and not all municipalities have developed expedient procedures for the interviews. The extent and effect of the interviews have to our best knowledge not been examined by a systematic study, but both employers and unions back up the use of the interviews.

6.3 Political initiatives and their effect in retaining teachers

219. Summing up, we would like to point to 5 types of political initiatives which aim at retaining teachers in the labour market: Management and Organisational Development, A Broad Labour Market, New Salary and a Reform of the Early Retirement Pension Scheme. As a conclusion, some current political initiatives, which might assist in the further retention of teachers, are summarised.

¹²³ Horsensrapport 5.

220. There is a strong focus on management. There are more delegations of competence, nominations of section managers and administrative mid-level managers as well as more educational managerial training. The number of initiatives has been escalating in the last couple of years. In Horsens Municipality, for example, a six-year experiment with a so-called "development of managers" has been initiated. Managers in schools, day-care centres, eldercare centres and the administration offered in 2001 young employees a management development course. The applicants were selected by age, and a second criterion was if it was examined whether the applicants had the desire and ability for personnel management, a good thrust, were full of ideas and innovative and had a sense of occasion and an eye for the most important working processes. The number of applicants for managerial positions is as a general rule relatively limited, so whether these new career paths can retain a lot of young people has to be seen. Strengthening the educational management may however help to clarify aims and priorities and thereby reduce part of the psychological strains, also on also experienced employees.

221. The broad labour market is based on a vision that people with a reduced capacity to work shall have the opportunity of using their skills and participate in working life. There are a number of options, if people find it difficult to discharge their present job, or would like to get a job, although they can not cope with the ordinary pace in the labour market. The idea is to make up precisely the kind of job appropriate for the person in question, so that she or he will feel comfortable on a more broadly based labour market. Broadness in everyday life is a sign of quality at the workplace. Broadness requires a visible management, a further training policy and a decent salary. These subjects are much discussed both in debates about staff policy and finance policy.

222. Quality is all about a good working environment – and in this case it is not expedient that public workplaces produce worn-out employees, who wish to retire prematurely. The trade unions and the municipal employers may therefore cooperate closely about particular action campaigns.¹²⁴ Future will show whether these projects can achieve two seemingly incompatible aims: an improved economy in the municipalities and a qualitatively better workplace, which is capable of retaining employees. Under all circumstances, municipalities, schools and teachers have a shared interest in a good working environment.

223. New Salary is intended as a part of an ambitious reorganisation of the public sector with the aim of securing flexibility and accommodating employees' demands for individual opportunities. The especially slow implementation in the educational sector means that there are as of yet no visible signs of whether it will become more attractive for experienced teachers to remain longer in the labour market. Young teacher, however, experience faster increases in salary and a better starting salary, which, all other things being equal, makes the teacher's job more attractive.

224. A reform of the Early Retirement Scheme in 1999 is now coming fully into effect, and this means that the requirements for retiring prematurely at 60 years are tightened and the economic incitements of remaining a little longer are growing. The first statistics indicate that the reform presumably retains some more teachers.

Possibilities of action and alternatives

225. The political discussion continuously includes the relation between effort, payment and quality requirements among the actors. It is a general impression that retention as an issue of staff policy is not controversial, and to a great extent there is consensus about the aims of broadness and quality, and to some extent also about the means of achieving these aims. On the other hand, there is still widespread

¹²⁴ E.g. the campaign "New ways of working" in Græsted-Gilleleje Municipality 2002:
<http://www.ggk.dk/GGKib/wib.nsf>

disagreement about the municipalities' ways of controlling schools and the use of differentiated salaries through New Salary. Currently, the Act on the Folkeskole is undergoing a reform, which makes target control more stringent and the focuses on subject knowledge. This reform may intensify the demands on teachers and force more teachers to leave school, or on the other hand reduce complexity and ensure clear targets with a liberty of action for the team of professional teachers.

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LIST OF ACRONYMS AND ABBREVIATIONS

AMU	Labour market courses centres, which are self-governing institutions
CKF	Obligatory curricular guidelines for the Folkeskole
CVU	Centre for Higher Education
DLF	The Danish Union of Teachers
DLH/DPU	The Danish University of Education
ECTS	European Credit Transfer System.
Egu	Vocational basic training programme
EVA	The Danish Evaluation Institute
Fuu	Open youth education programme
HHX	Higher commercial examination
HTX	Higher technical examination
HF	Higher preparatory examination
KL	The National Association of Local Authorities in Denmark
KTO	The Negotiating Body for the KTO
KVU	Advanced adult education programmes
LVU	Master programmes
MVU	Diploma programmes
Pgu	Educator assistant
SOSU	Basic social and health education programmes
UVM	The Danish Ministry of Education
VET	Vocational upper secondary programmes

GLOSSARY OF KEY TERMS

Folkeskole

Danish municipal primary and lower secondary school. Education is compulsory in Denmark for everyone between the ages of 7 and 16. Whether education is received in the publicly provided municipal school, in a private school, or at home, is a matter of choice, as long as standards are met. It is education itself that is compulsory, not school.
(<http://eng.uvm.dk/publications/factsheets/fact2.htm?menuid=2510>)

Folk High Schools.

Folkehøjskoler are independent residential schools. This implies that they are self-governing institutions. Management consists of a board of governors responsible to the Minister of Education both in financial and educational matters. The purpose of these schools is to provide general youth and adult education on the basis of the Danish tradition of 'folkeoplysning', the focal point of which is general, non-formal tuition on common human issues, such as the interpretation and meaning of life. Teaching must be of a general educational nature so that individual subjects or subject groups never dominate general aspects. As part of this concept, the schools are residential, and generally the participants help with the cooking, washing up and cleaning. All residential schools receive public subsidies for each "full-time" participant.

Folkeoplysning

Liberal adult education is a concept encompassing teaching and educational methods which do not form part of the formal public education system. 'Folkeoplysning' as a concept originates in the religious and social movements of the 19th century. One of the main proponents of these movements was the Danish philosopher, poet, educationalist and clergyman, N.F.S. Grundtvig.
(<http://eng.uvm.dk/factsheets/adult.htm?menuid=2525>)

Continuation school

Independent residential schools offering grade 8-10. with a substantial government subsidy. Private education are measured up to same standards as that of the municipal schools.
(<http://eng.uvm.dk/publications/factsheets/fact9.htm?menuid=2510>)

Free elementary schools

Private schools with a substantial government subsidy. Private education are measured up to same standards as that of the municipal schools.
(<http://eng.uvm.dk/publications/factsheets/fact9.htm?menuid=2510>)

Youth education programmes

The youth education programmes are primarily academically oriented (i.e. they prepare for further studies) or vocationally oriented (i.e. they prepare for the labour market) or both. As an additional offer for young people, there are the individually organised programmes: the vocational basic training programme (egu) and until 2002 the open youth education programme (fuu). Irrespective of the branch of education, great emphasis is laid on the development of the pupils'/students' personal qualifications.
<http://eng.uvm.dk/factsheets/secondary.htm?menuid=2515>

F2000

Nation development programme for the Folkeskole (1998-2000) initiated by Ministry of Education, Local Government Denmark and *The Danish Union of Teachers*
For the purpose of collective bargaining, all the county and municipal employee unions have set up a joint negotiation body: the Association of Local Government Employees' Organisations (KTO). (<http://www.kto.dk/English/english.htm>)

New Salary

General reform of the salary scale for state, county and municipal employees.
Includes basic salary, merit allowance, duty allowance and achievement benefits

Seminarier

Independent Colleges of Education based on state funding.

SFO

School-based leisure time facility. According to the Act of the Folkeskole, the municipalities have the possibility to decide whether leisure time facilities should be established at the municipal schools and to decide how the school-based leisure time facility should operate in their area.

Gymnasier

Institutions offering *general upper secondary programmes* comprise the 3-year *Gymnasium*, and the 2-year adult upper secondary level course (HF). The individual programmes comprise compulsory subjects and optional subjects. The programmes are academically oriented and are completed with the upper secondary school leaving examination or the higher preparatory examination.

HTX, HHX

The *vocationally oriented general upper secondary programmes* are 3-year programmes offered at business colleges and technical colleges. They are completed with the higher commercial examination (*HHX*) and the higher technical examination (*HTX*), respectively. The vocationally oriented general upper secondary programmes are academically oriented with emphasis on either commercial or technical subjects. These programmes provide general study competence and qualify for admission to higher education. An *HHX*- or *HTX*-examination furthermore qualifies for occupational employment in trade and industry - usually in training positions.
(<http://eng.uvm.dk/publications/factsheets/fact4.htm?menuid=2515>)