

Improving School Leadership, Finland

Country Background Report

Publications of the Ministry of Education, Finland 2007:14

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Preface

At the end of 2005, OECD launched the 'Improving School Leadership' (ISL) activity. The purpose of the project is to provide policy makers with information and analysis to help them formulate and implement school leadership policies to improve school effectiveness. This is Finland's country background report for the OECD ISL activity. For the preparation of the report, the Ministry of Education set up a broadly-based steering group representing schools in Helsinki (Mrs Mervi Willman and Mrs Eija Säilä) and Järvenpää (Mr Atso Taipale), the Association of Finnish Local and Regional Authorities (Mr Gustav Wikström), the University of Jyväskylä (Mr Jukka Alava), the National Board of Education (Mrs Kristiina Haavisto and Mrs Heli Kuusi) and the Ministry of Education (chair, Mrs Eeva-Riitta Pirhonen, Mr Heikki Blom and Mr Aki Tornberg). The steering group met six times between March 2006 and December 2006. This report is the product of of the members' joint effort.

The steering group also decided to enlist the expertise of stakeholders more widely in the preparation of the country report. The report was drafted by the Ministry of Education in accordance with policies outlined by the steering group. In addition, the report was informed by recent surveys and studies concerning teachers, principals and inservice training needs. Statistics Finland collected comprehensive data on teachers in 2005. The statistical data presented in this report is mostly based on that material. Finland's country report examines school leaders in basic education and in general and vocational upper secondary education. Adult education and training and teachers working in this sector were excluded from this analysis in keeping with the frame of reference of the OECD project.

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Chapter 1.

The national context of schooling

Q1.1 Present the economic, social and cultural background of your country that has implications for schools and school leaders

Finnish GDP has continued to grow at an annual rate of good 3% over the last three years. The corresponding growth rate in Europe has been 2%. In the first quarter of 2006, GDP was up by 3.9% and industries' total gross added value, at basic prices, was up by as much as 5% compared to the previous year. However, these strong figures from early 2006 were partly due to the fact that there were three more working days in early 2006 than in the previous year.

The number of employed increased by 1.6% but the number of hours worked was up by more than 6% on last year. The employment rate in January-March was 67.2% compared to 66.4% for the same period one year previously. The unemployment rate has dropped steadily.

In Finland, the operating costs for training and education have changed as follows in the period 2000–2004:

Funding target	Year					Change
	2000 million euro	2001 million euro	2002 million euro	2003 million euro	2004 million euro	2003– 2004 %
Pre-primary education ²⁾	109	236	249	251	254	1.3
Primary education ³⁾	3 180	3 205	3 206	3 247	3 278	1.0
Upper secondary education ³⁾	585	584	587	582	583	0.2
Vocational education and training	1 131	1 124	1 147	1 169	1 193	2.0
Apprenticeship training	112	115	116	120	129	7.8
Polytechnic education	654	696	703	705	711	0.7
University education and research ⁴⁾	1 587	1 548	1 611	1 608	1 664	3.4
Other education ⁵⁾	346	359	356	350	351	0.2
Administration	188	185	179	186	182	-2.4
Student financial aid	753	793	774	749	735	-2.0
Total	8 645	8 845	8 929	8 968	9 080	1.2
Share of operating costs in GDP, %	5.6	5.7	5.8	6.0	6.0	

Source: Statistics Finland 2006

The operating costs for training and education in Finland have increased by 5% from 2000 to 2004. The operating costs for all education sectors have either remained the same or have increased slightly, while the administration costs have decreased slightly.

Q1.2 What are the broad population trends in terms of numbers, age structure and cultural diversity that have implications for schools and school leaders?

During the last few years there has been a distinct change in Finnish demographic development. The number of basic-education-level pupils will decrease by the year 2015. The same will happen with regard to the numbers of secondary-level students. The share of the 7–15 years age group will decrease by 8% by the year 2015. This will have an impact, among others, on the structure of the school network at all level in school system (Appendix 1). A big challenge will also be presented by the decreasing working population and the increasing number of those leaving the labour force by the 2030s. In Finland, preparatory measures have been taken with regard to the demographic change and in June 2006 the Government agreed upon basic lines for restructuring local government and services. The main focus of the reform is on cooperation between municipalities and on cooperation between providers of public services in service development.

MAINLAND FINLAND	2006	2007	2008	2009	2010	2015	2020	2030
0–6 years	399 525	400 372	401 811	403 910	405 114	407 032	406 669	387 618
7–15 years	565 912	557 511	547 389	538 696	530 572	522 255	528 699	526 595
16–18 years	196 981	198 660	201 518	200 376	199 919	178 137	174 731	178 712
Average age group	65 306	65 876	66 824	66 444	66 297	59 055	57 940	59 280
19–21 years	188 533	189 127	191 700	197 198	198 895	192 737	175 647	178 477
Average age group	62 571	62 751	63 600	65 416	65 990	63 947	58 273	59 227
16–21 years	385 514	387 787	393 218	397 574	398 814	370 874	350 378	357 189
Average age group	63 938	64 314	65 212	65 930	66 144	61 501	58 107	59 254
22–24 years	203 318	200 186	194 457	189 445	190 002	201 217	182 466	178 925
25–64 years	2 846 278	2 863 245	2 870 665	2 873 677	2 861 320	2 762 393	2 707 109	2 572 119
65 years and older	859 559	863 751	877 843	894 317	923 834	1 101 760	1 236 245	1 420 395
65–79 years	645 177	643 553	650 846	660 520	683 384	842 891	951 447	978 402
80 years and older	214 382	220 198	226 997	233 797	240 450	258 869	284 798	441 993
Total	5 260 106	5 272 852	5 285 383	5 297 619	5 309 656	5 365 531	5 411 566	5 442 841

Source: Statistics Finland

The Finnish population is becoming more diversified in terms of language and cultural background; this is reflected in both school life and leadership. The objective in terms of education policy is to ensure equal opportunities in education for immigrants, the number of whom is steadily increasing. At the end of the year, there were 114,000 foreign citizens living in Finland and educational institutions had 25,000 students with a foreign background and mother tongue tuition (other than Finnish or Swedish) was provided in more than 50 languages. The spectrum of languages and cultures presents new challenges to leadership and communality development.

Q1.3 Present the main economic and labour market trends that have implications for schools and school leaders?

The Government budget proposals provide for an expenditure of 6.5 billion euro on the education and training sector annually. The largest item of expenditure in Finland is social and health costs. The balancing act between increasing social and health spending and education will be one of the big challenges in the near future. The decreasing numbers of pupils and inhabitants, especially in scattered settlement areas and small municipalities, are also going to have an attenuating impact on school finances.

The unemployment rate has decreased steadily month by month since the end of 2004. The unemployment rate of the 15–24 years age group has already dropped well below 20%. The same trend has been witnessed also for the unemployment rate of the 15–74 years age group. The numbers of employed and unemployed between December 2004 and August 2006 are presented in the next table:

Trends adjusted for seasonal variation*

Year/month	Employed	Unemployed	Unemployed job seekers (Ministry of Labour)	Unemployment rate %	
				Aged 15–74	Aged 15–24
		1,000 persons			
2004/12	2 377	226	284	8.7	20.9
2005/ 1	2 381	226	282	8.7	20.8
2005/ 2	2 386	225	280	8.6	20.6
2005/ 3	2 391	224	279	8.6	20.5
2005/ 4	2 394	222	278	8.5	20.4
2005/ 5	2 397	220	277	8.4	20.4
2005/ 6	2 398	218	277	8.3	20.4
2005/ 7	2 400	217	276	8.3	20.4
2005/ 8	2 404	217	275	8.3	20.3
2005/ 9	2 409	217	273	8.3	20.1
2005/10	2 415	218	271	8.3	19.8
2005/11	2 421	218	269	8.3	19.5
2005/12	2 426	217	266	8.2	19.3
2006/ 1	2 429	215	264	8.1	19.2
2006/ 2	2 430	212	261	8.0	19.1
2006/ 3	2 431	208	259	7.9	19.1
2006/ 4	2 432	205	257	7.8	19.0
2006/ 5	2 434	204	255	7.7	18.9
2006/ 6	2 437	205	252	7.7	18.8
2006/ 7	2 442	206	250	7.8	18.6
2006/ 8	2 448	208	247	7.8	18.4

*The employment figures vary quite regularly in different months of the year. Variation recurring from year to year without significant changes has been removed from the trends. Variation of employment due to economic cycles can be discerned more quickly and more distinctly with the aid of a trend rather than by unadjusted figures. Because of the methodology used, the latest findings in a trend change slightly when the data for a new month are included in the series. It is worthwhile to take into account this anticipatory character of trend figures when drawing conclusions. The trend components of the series have been calculated with the widely used X11ARIMA method. The background of the method is described in the publication *Suhdanneääänne ja taloudelliset aikasarjat* ('Upturn in the Economy and the Role of Economic Time Series'), Statistics Finland, Survey no. 210. Helsinki 1994.

The unemployment figures for young people are higher than on average. It must be noticed, however, that in Finland young people in the 15–24 years age group participate to a very high degree in training and education, which makes comparison difficult. The number of unemployed young people and their share in this age group provide a better illustration of this phenomenon. It has dropped constantly after the recession years of the early 1990s (Appendix 2).

Changes in economic life and occupational structures have been rapid; similarly the regional structure of the population has changed drastically. That is why special attention has been paid to anticipating training needs. A national anticipation system produces regular, occupationally oriented, training needs calculations based on population and labour force developments. Regional cooperation in the field of anticipation has been developed together with the provinces and the State Provincial Offices. The providers of vocational training participate in this work.

Admission to further education of school leavers from the 9th form of comprehensive school and of matriculated school leavers in 2001–2005.

In 2004, students leaving basic and upper secondary education entered further education as follows:

	Year of graduation				
	2005	2004	2003	2001	
		%	%	%	%
School leavers from the 9 th form of comprehensive school, who continues ...	63 297				
General upper secondary education	33 706	53,3	54,1	55,1	54,2
Initial vocational education and training	24 925	39,4	38,4	37,0	36,1
10 th form of comprehensive school ¹	1 593	2,5	2,5	2,4	2,9
Discontinued education	3 073	4,9	5,0	5,5	6,8
Matriculated school leavers, who continues ...	34 337				
Initial vocational education and training	1 490	4,3	4,1	4,0	4,1
Polytechnic education	6 262	18,2	17,0	15,2	11,7
University education	6 702	19,5	19,2	19,0	19,4
Discontinued education	19 883	57,9	59,8	61,8	64,8

¹Only additional pupils studying in basic education schools. Source: Statistics Finland 2006.

In Finland, about 53% of basic education school leavers continue in upper secondary education and 39% in vocational education and training. Of the matriculated upper secondary education school leavers, 18% enter a polytechnic institution and 19% enter a university in the first year after leaving school.

Chapter 2.

Overall description of the school system

Q2.1 Outline the main structural features of the school system:

- Types of schools (e.g. public and private, vocationally oriented, etc.)
- the types of personnel working in schools (e.g. teachers, support staff)
- the overall size and composition of the school system - distribution of schools by type and size; composition of student and teacher populations as a function of age, sex, socio-economic background and ethnicity and their distribution by level of school (e.g. general and vocational secondary education), and sector (public and private). How has the overall size and composition of the school population changed over the last ten years and what are the projected changes over the next years? What are the reasons for those changes?

Children permanently living in Finland have a statutory right and obligation to complete the comprehensive school syllabus. All children (99.7%) do this. The principle underlying pre-primary, basic and upper secondary education is to guarantee basic educational security for all, irrespective of their place of residence, language and economic standing.

Appendix 1 presents a description of the Finnish school system. All children have the right to participate in voluntary pre-primary education during the year preceding compulsory schooling. Nearly all 6-year-olds do so. A Finnish child usually starts schooling at the age of seven. The nine-year basic schooling is free for all pupils.

The school year, which comprises 190 working days, starts in mid-August and ends in the beginning of June. The summer holidays extend over 60 days. During the year, the local authorities arrange voluntary morning and afternoon activities for first- and second-year pupils and for special-needs pupils.

General upper secondary education commonly takes three years to complete and confers eligibility for polytechnic and university studies. Upon completion of upper secondary schooling, students usually take the national matriculation examination.

In 2005, there were 3,347 basic-level schools in Finland with a total number of 560,000 pupils. Special schools and combined basic- and secondary-level schools are not included

in this figure. With these included there were 3,579 basic-level schools and 428 upper secondary schools in 2005.

There were 180 providers of basic vocational education running about 350 vocational institutions. The numbers have dropped constantly because education providers and educational institutions have been combined to form fairly large multidisciplinary educational institutions. The same multidisciplinary educational institutions often provide both basic and further education. In addition, there are training centres that specialise in adult education only. Basic vocational education and higher vocational education were provided by the same educational institutions until the 1990s when the system of polytechnic education was established in Finland.

The number of schools in Finland according to their size in different educational sectors in 2005:

Size of school	Comprehensive schools ¹			Upper secondary schools	Vocational institutions ²
	Forms 1–6	Forms 7–9	Forms 1–9		
<19 pupils	105		4	1	1
20–49	895	3	9	5	4
50–99	579	23	8	72	7
100–299	758	204	71	193	48
300–499	290	192	68	94	35
500–999	33	50	54	56	47
>1 000			1	7	38
Schools total	2 660	472	215	428	180

¹Basic-level special schools are not included; there were 195 of them in 2005.

²Only vocational institutions providing education leading to a vocational qualification are included.

The numbers of teachers and other staff in schools in 2004 were:

Type of educational institution	Teachers	Women %	Other staff	Women %	Staff total
Comprehensive school ¹	44 623	72.3	18 339	88.0	62 962
Upper secondary school ²	7 266	65.9	701	82.0	7 967
Vocational institution ²	13 985	50.6	10 310	68.3	24 295
Polytechnic institution ³	6 018	55.9	2 390	61.4	8 408
University	7 788	40.4	23 594	56.0	31 382
Total	79 680	63.5	55 334	69.4	135 014

The figures for teachers are not fully comparable to the data for educational institutions and students or to the data for the preceding year.

¹Includes educational institutions (e.g. practising schools) providing both basic and upper secondary education. There were 37 educational institutions of this type with 23,800 students.

²Includes vocational institutions, vocational special education institutions and specialised education institutions, adult education centres, educational institutions for rescue, police and guarding services, and sports education centres.

³Some of other staff are registered within another type of educational institution.

Basic education

The municipalities administer 97% of all basic-education-level schools, 1.6% of which are privately owned and 0.8% that are state owned. In 2005, eight schools were run by joint municipal authorities. In about 7% of the schools, the language of instruction is Swedish. In Finland, there are a few schools providing tuition in a foreign language (English, French,

German and Russian). In 2005, there were about 10,000 pupils in special schools. The basic-level pupil distribution is as follows:

Schools	1 st form	2 nd form	3 rd form	4 th form	5 th form	6 th form	7 th form	8 th form	9 th form	Total
year 2005	57 546	59 867	60 941	63 466	65 070	65 238	67 365	66 474	66 545	572 512

Pupils in pre-primary or voluntary additional basic education are not included, but pupils in special schools are included.

Source: Statistics Finland 2006.

Secondary education

Ninety-eight per cent (n=428 upper secondary schools) of the upper secondary schools providing upper secondary education only were owned either by municipalities or joint municipal authorities in 2005. When those schools are included where the basic and secondary levels are combined, then about 7% of all the upper secondary schools (n=465) are private, while 2% of them are state owned. Currently, ten upper secondary schools are owned by a joint municipal authority. In 8% of the upper secondary schools, the language of instruction is Swedish.

The majority of the vocational institutions providing initial vocational education are owned by joint municipal authorities (45%) or by individual municipalities (15%), but authorisation to provide education can be granted also to other bodies, for example to foundations and communities. About 10% of the vocational institutions providing schooling leading to a qualification operate in the Swedish language. Yet they conform to the same legislation and receive public funding like the municipal educational institutions. At one time, the state owned a lot of vocational institutions but today it owns just a few special educational institutions and professional continuing education centres. There are only a few private educational institutions that are not monitored by the Ministry of Education and do not receive state grants; as an example, one might mention some beautician and hairdresser schools that are monitored by the consumer authorities only.

Big industrial enterprises and chains of stores have some educational institutions that receive rather small support from the state but do not provide initial vocational education. These educational institutions mainly provide staff training.

All the 20 universities in Finland are state run but only one of the polytechnics, i.e. 3%. Forty-two per cent of the polytechnics are owned by joint municipal authorities, 29% are privately owned and 22% are owned by municipalities. One university and three polytechnics provide education in the Swedish language.

Teachers and principals in basic-level, upper-secondary-level and in vocational institutions in 2003:

Type of educational institution	Principal	Women	Full-time teacher	Special-needs teacher	Class teacher	Total
Comprehensive school	1 276	36%	19 917	5 117	18 003	44 313
Upper secondary school	416	34%	6 879	-	-	7 295
Vocational institution	371	42%	13 687	-	-	14 058
Total	2 063	38%	40 483	5 117	18 003	65 666

Source: Statistics Finland. Educational institution statistics 2005

Three per cent of the basic-level teachers were principals. In 2003, the share of upper secondary school principals in the teacher population was 6%, and in vocational institutions only about 3%. Sixty-two per cent of all principals were men. The gender distribution is clearly more equal among the principals of vocational institutions, where 42% of the principals are women.

Appendix 2 describes the qualifications of Finnish basic education and upper secondary education principals with regard to the gender and the language of tuition in year 2005.

The number of vocational education principals and directors in 2005:

Type of task	Number	Women	Formally qualified	%
Principal, director	172	41.9	140	97.2
Vice principal, head of adult education, head of course department, head of sector etc.	264	54.9	223	94.1
Total	436	49.8	363	95.3

Source: National Board of Education. Quantitative educational indicators 2005

Age distribution of school leaders in 2005:

Level	Principals	Under 40 years		40–49 years		50 years and over	
		Number	%	Number	%	Number	%
Basic education	1 106	110	9.9	373	33.7	623	56.3
Upper secondary education	432	47	10.9	92	21.3	293	67.8
Initial vocational education	436	29	6.7	146	33.5	261	59.8

Source: National Board of Education. Quantitative educational indicators 2005

In 2005, there were 170 basic-level principals fewer than in 2003. The reason for this is that some schools have either been closed down or merged.

Also in 2005, there were 16 upper secondary school principals more than in 2003. The number of principals, vice-principals and training sector heads in vocational institutions had increased by 64.

Q2.2 Summarise the main trends in terms of availability of public and private resources for schooling

In Finland, the public sector, in other words the state and municipalities, provides funding for basic education at all school levels; it also accounts for a substantial funding share in vocational further education and training. The municipalities' proportion in total costs is on average about 54%, while that of the state is 46%.

Instruction is free of charge at all levels. Adherence to this principle is generally acknowledged, especially for basic education and upper secondary level. Diversification of the funding base with increased funding from companies has been discussed mainly in the field of adult education and training. Student fees are being discussed in the field of tertiary education.

Funding of basic and upper secondary education as well as vocational education is stipulated by the Act on the Financing of the Provision of Education and Culture. The

education providers receive funding according to a unit price calculated per student. There has been an increase in the education providers' power to exercise their own discretion to organise the provision of instruction as they consider best. This trend is continuing but the education providers are in various ways accountable through evaluation of the education provision's performance and quality development.

In the field of vocational education, the funding system has been developed in a performance-encouraging direction. Alongside the calculatory funding system, there exists so-called performance-based funding where the education providers receive part of their funding on the basis of performance indicators. Such facts as how students find employment, whether they progress to postgraduate studies, a low dropout rate and investment in development of teaching staff are used as measurement criteria. In addition, quality awards are presented. The proportion of performance-based funding is small (2%) in vocational field but it has been discovered to have an impact on operation and quality development in educational institutions.

Schools and educational institutions are not run on funding from sponsors, even though it is not forbidden. In vocational institutions, some equipment has been purchased with support from companies.

The Council of State approves average unit prices without VAT that are used as the basis for government transfer for education in comprehensive schools, upper secondary schools, vocational institutions, polytechnics, for basic education in the arts funded on the basis of teaching hours and adult education centres. On the basis of these average unit prices, the Ministry of Education sets unit prices for the education providers to be used as a basis for each of the said forms of education. The unit prices for private, state-run, municipality-run and joint municipal authority-run schools were in 2006 as follows:

Average unit prices (without VAT)	Euro / unit	Unit change 2000–2006 (%)
Basic education (euro/pupil)	5 201.14	5.8
Upper secondary education (euro/pupil)	4 643.14	5.7
Vocational education and training (euro/student)	8 268.27	6.2
Polytechnic education (euro/student)	6 264.20	3.7
Basic education in the arts (euro/student)	56.43	5.3
Liberal adult education in adult education centres (euro/student)	65.07	3.5

The increase resulting from VAT for private education providers varies from 2.12% to 5.11% depending on the education sector.

Q2.3 Outline the basic governance of, and regulatory framework for, the school system, including the major legislation that applies to it. Describe the major public agencies responsible for developing education policy, for financing the system, and for assuring its quality. Describe how national education policies are developed and implemented. Are there effective frameworks to promote dialogue and common action among the main stakeholders?

and

Q2.4 What are the goals and objectives of the school system, and how have they changed over the last decade? How are they set, and who is involved in setting them? Do they vary between different parts of the system (e.g. between primary and secondary, compulsory and post-compulsory, general and vocational secondary education), or between different sectors (public and private)?

The key words in the Finnish education policy are quality, efficiency, equity and internationalisation. Education is a factor for competitiveness. Current priorities in educational development are to raise the level of education and update competencies among the population and the workforce, to improve the efficiency of the education system, to prevent exclusion among children and young people, and to extend adult learning opportunities. Special attention is also paid to quality enhancement and impact in education, training and research and to internationalisation.

The Ministry of Education is the highest education authority in Finland, supervising publicly subsidised education and training provision, from primary and secondary general education and vocational training to polytechnic, university and adult education.

The Ministry of Education and the National Board of Education are responsible for implementing education policy and for administering the education system at the central government level. However, many matters are decided by the education and training providers themselves, that is, local authorities and their consortia.

The State Provincial Office monitors and evaluates the municipal educational services and provides grants for vocational adult education. The objective is to improve the educational level of the population, to achieve a match between the needs of business life and the provision of vocational education and to promote library, sports and youth services. The Education Departments of the State Provincial Offices of Southern Finland and Western Finland include a separate unit for education in Swedish. This oversees the schools and educational institutions whose language of instruction is Swedish. Each province has one or more regional Arts Councils, responsible to the Ministry of Education and consisting of elected officials. The administrative officials of each regional Arts Council are employed by the State Provincial Office.

Pre-primary and basic education and upper secondary general and vocational education are governed by objectives set in legislation and by national core curricula. General education and vocational training are co-financed by the government and the local authorities.

There are 29 polytechnics (2005) within the remit of the Ministry of Education, which are run either by local authorities or by private foundations. The number of polytechnics is decreasing because of some local units are lately amalgamated with the other polytechnics. Polytechnics are co-financed by the government and local authorities. Adult education and training is available at all levels and largely financed by the government.

Finland has 20 universities, which work on the principles of academic freedom and autonomy. They are very independent in their decision making. All universities are state run, with the government providing some 70% of their budgets. A more detailed description can be found on the web.

Below is a list of some of the main goals and objectives of the Finnish education system that have endured through decades:

1 Ensuring equal and uniform schooling opportunities for the entire age class.

Comprehensive schooling is uniform across the entire age class. There are no ability-level courses but there is certainly choice. In practice, everybody completes basic education.

Those who have completed it are uniformly eligible for further studies and are free to apply for upper secondary or vocational education. The numbers of study places have been increased so that in principle everybody has an opportunity to pursue upper secondary level studies. In the field of special-needs education, the goal is integration but there are also special schools and groups for special-needs pupils. In Finland, there are no special schools for especially talented children even though discussion arises from time to time as to whether they would be necessary.

- 2 *The goal of transition point cooperation after comprehensive school* is to guarantee opportunities for further studies, individual counselling and inclusion for the entire age class. For this purpose, additional classes, guidance and counselling stages and various kinds of preparatory and rehabilitating instruction have been set up for special-needs pupils. One of the goals of guidance and counselling has been to raise the attractiveness and appreciation of vocational education and training to meet the needs of the world of work.
- 3 *Boosting cooperation between upper secondary schools.* The law obligates educational institutions to cooperate. The students in upper secondary school and in vocational education and training have opportunities to opt for studies in the other school form. Some students are interested in these kinds of options.
- 4 *Dropout prevention and faster completion of education* through pedagogy, guidance and counselling and student welfare are a current topic at all levels. Some time ago the tasks of student welfare were stipulated by law. In vocational education and training, extensive activities have been launched to develop dropout prevention. At all education levels, the aim is to complete education in shorter times in order to extend people's working life.
- 5 *Raising the level of education* by establishing among others polytechnics and by enhancing tertiary education.
- 6 *Development and enlargement of the qualification system in adult education and training.* In recent years, special measures have been directed towards both ageing and poorly trained groups (Noste programme).
- 7 *Raising the quality of education.* Evaluation was stipulated by law in 1999; this obligates schools and educational institutions to perform self-evaluation. Also, a national system for evaluating learning outcomes was established. Recommendations concerning quality systems have been given in particular to vocational institutions.
- 8 *Content-related focus areas common for the entire education system* include among others promotion of entrepreneurship, support for internationalisation and multiculturalism, the use of ICT in instruction and development of web-based learning.

**Q2.5 How many teacher unions exist and how are they structured?
Is there a separate professional association for school leaders?
What is the level of unionisation of school leaders by school type and sector? What were the key issues at stake during the latest round of school leader employer – school leader association negotiations?
What were the outcomes of those negotiations?**

The unionisation rate of employees in Finland, as in other Scandinavian countries, is high. Teachers' unionisation is also extensive. It has been estimated that over 95% of the working

teachers are members of the Trade Union of Education in Finland (OAJ). The membership of the Union has remained stable in recent years. Seventy-two per cent of the members were women and 28% men at the beginning of 2002. The teachers' trade union is the largest member union in the Confederation of Unions for Academic Professionals (AKAVA). The Trade Union of Education in Finland is in charge of safeguarding teachers' interests at all school levels and participates in the development of education policy and teaching.

The majority of the teachers working at basic and secondary levels are employed by municipalities. The Finnish municipalities have established the Association of Finnish Local and Regional Authorities. The nationwide association is an interest and service organisation dealing also with schooling issues. The Commission for Local Authority Employers (KT) is the municipal and joint municipal authorities' employers' interest organisation. It promotes the interests of Finland's municipalities and joint municipal authorities on the labour market.

Q2.6 What are the broad public perceptions about the role of schools, the quality of schooling, and the status of teachers and school leaders?

The Finns have confidence in their schooling system and teachers; they also have a high opinion of schooling. This has been confirmed by numerous polls. The schools have a statutory obligation to maintain contact with homes. Nevertheless, more work should be done to raise parent participation. Today, schools receive direct feedback from parents and students. Alongside parents' increased educational awareness, the amount of feedback relating to instruction and assessment has grown slightly in recent years.

In Finland, schooling is seen as a very significant guarantor for the success and well-being of individuals, communities and the whole society. The quality of schooling is reflected directly in the development of the welfare state. Schooling is conceived as a lifelong process where work and adult education and training alternate. The aim of schooling is to educate people and to help them to cope with the challenges of the future society. School education renders support to parents' educational goals, and by setting goals it helps pupils and students to find the maximal limits for their personal growth and development.

The fact that about 55% of the age class continue their studies in upper secondary school, can be regarded as a strength. The purpose of the matriculation examination that is taken upon completion of upper secondary school is to determine whether pupils have embraced the knowledge and skills set forth by the upper secondary curriculum as well as gained the adequate maturity required by the upper secondary school goals. Passing the matriculation examination gives general eligibility for further studies at universities. An independent Matriculation Examination Board is responsible for supervising the examination, setting the examination assignments, and assessment of the examination papers. The matriculation examination is arranged twice a year, in spring and in autumn, simultaneously in all upper secondary schools. The examinee has to take a minimum of four tests, the mother tongue test being obligatory for all. The examinee selects three other obligatory tests for his or her examination from among the following four tests: the second national language test, a foreign language test, the mathematics test and the general studies test. Furthermore, the examinee can include in the examination one or more additional tests.

In Finland, the status of teachers is high. The teaching profession (primary level) is one of the most popular professions among young people in our country. In the 2005–2006

academic year, 4,671 candidates sent applications to ten teacher education institutions, 16.4% of them (764 candidates) were admitted, while 701 students enrolled in these institutions. There are eight universitys (7 Finnish- and 1 Swedish-language) organizing primary teacher education.

The status of school principals is high in our country. Their work is esteemed both in municipal and urban decision-making bodies and in workplaces. Recruiting school principals, however, has become more and more difficult in recent years.

In different sectors (levels), the tasks of the principals differ from each other. Recruitment techniques differ depending on the level.

Chapter 3.

School governance and leadership

This chapter aims to identify the roles and responsibilities of school leaders under different governance structures and environmental contexts. It asks for evidence on the relationship between these governance structures and contexts and effective leadership, as well as on the existence of a set of core competencies for effective school leaders whatever the organisational or environmental context.

Q3.1 How is the term “school leadership” being conceptualised in your country? Who are considered to be “school leaders”? What formal positions of authority, from which they provide direction and exert influence to achieve school’s goals, do these hold?

In Finland, in the case of general education, school leadership is generally conceived as being the remit of principals and vice-principals. In secondary education, in addition to school principals and vice-principals, responsibility for school leadership in vocational education and training is also assumed by heads of department and training managers. Municipal educational administrations employ directors of educational departments, directors of educational and cultural services, heads of general education divisions and development managers. Their work relates to general administrative leadership tasks in municipal educational and cultural administration. In many small municipalities, a school principal, besides being the director of the educational department, can also administer tasks of other sectoral directors, such as the director of cultural services, the director of sports services, etc.

The official status of school leadership is stipulated for each municipality and education provider by codes and ordinances. In the national legislation, a principal’s tasks are described very broadly with a general statement that each school shall have a principal who is responsible for the school’s operation. Additionally, by means of decrees, responsibilities relating to pupil and student assessment have been incorporated into a principal’s tasks. The authority and official status of school leaders vary greatly from one form of educational institution to another, for example in the case of issues relating to personnel and financial administration, because according to the new legislation municipalities are entitled to make independent decisions on their educational administration and, among other things, on the principal’s authority.

Q3.2 Outline the basic regulatory framework that governs the roles and responsibilities of school leaders, including the major legislation that applies to it. What agencies and/or organisations are involved in the development of this framework?

In the process of the distribution of responsibilities, education providers and the state and its agencies (central educational administration) have transferred a great deal of executive power to the local level. The education providers perform their tasks very independently within the framework of allocated resources, high professional competence and national educational tradition.

The provision of education is based on legislation. Operations steering is based on legislation and directions are enacted on its basis. The directions take the form of general steering by information and, in addition, steering is performed through decrees of different levels. The present educational legislation aims at steering educational administration with the aid of goals and evaluation. In Finland, the extent of steering by curricula has increased slightly but on the other hand municipality- and school-specific curricula continue to remain the education provider's responsibility.

Evaluation of schooling and self-evaluation in schools are basic tools in present-day monitoring of schooling performance. In 2004, three quarters of the basic and upper secondary schooling providers had an evaluation system that was specified to some extent. In these cases, 90% of teachers had participated in the design of the evaluation system. Seventy-two per cent of the initial vocational education and training providers had a functioning evaluation system or model. The use of ready-to-use quality evaluation models (for example, EFQM) is considerably more common in vocational schooling than in comprehensive and upper secondary schooling. In this context, a quality system does not denote pupil assessment.

The Local Government Act and municipal ordinance, the regulations of the educational legislation, the national curriculum, the decision on lesson distribution, the financing system and other regulations governing schooling, such as those relating to safety and industrial democracy, as well as various hearing procedures, regulate a large part of school leaders' work. It is duty focused and occupies a lot of a principal's time but yet it is a necessary part of a principal's work.

Q3.3 What challenges does school leadership face in your country?

The municipalities organise the basic services for the citizens, the most important of them being social and health care, education and culture, environment and technical infrastructure. In Finland, the most important reform in the next few years is the already ongoing restructuring of municipalities and services. The reform aims at strengthening the municipal and service structure by developing service production and structures. Alongside the reform of the municipalities and the financing system, the distribution of tasks between municipalities and the state will be reconsidered. The aim is also to improve productivity and to curb the increase in municipal expenses as well as to create preconditions for developing steering systems for the services arranged by the municipality.

In early 1999, the division of basic education into levels was abolished from legislation. Currently, an important ongoing reform is the transition to a system of undivided

comprehensive schooling aimed at creating a compact and uniform school system comprising forms 1–9. The development of the system of undivided comprehensive school relates to educational administration and structural issues, facility issues and teachers' pay issues.

In recent years, such things have been on the increase in Finland as the need for special-needs instruction on the one hand and for multiculturalism on the other. Both phenomena bring about an additional challenge not only for arranging instruction but also to school leadership.

Age classes are decreasing in most parts of the country; because of this special attention will be paid to the scale of the school network at all school levels. Furthermore, competition for students between secondary educational institutions (upper secondary school/vocational schooling) will increase unless educational institutions start cooperating more closely and, for example, rearrange their administration. Closer cooperation between secondary-level institutions and subregional cooperation crossing municipality borders will be among future challenges.

The use of educational technology and ICT will be on the increase in the next few years. This is connected with the above-mentioned school network issue and the new opportunities created by evolving technology. The wider use of ICT involves a significant pressure to develop new pedagogical solutions and to train teachers in network pedagogy.

Globalisation and increased internationalisation for their part create pressure to develop international contacts, leadership and leadership training.

As the educational level of the population rises, parents' awareness of the significance of schooling as a guarantee of children's and young people's well-being and future skills also rises. At the same time, demands for developing the quality of schooling grow stronger.

Fifty-six per cent of the basic-education-level principals are over 50 years of age, while in upper secondary schools this figure is as high as 68%. This means that within the next 6–8 years about half of the principal cohort will be replaced. It is a challenge to communicate this tacit knowledge within the school organisation.

In vocational education, the number of adults studying for a vocational qualification or a further vocational qualification is constantly on the increase; this calls for new kinds of didactic arrangements because most of the students study while they continue to work. The educational institutions' societal responsibility creates new challenges. The operating environment expects, in addition to schooling for the right professions, that educational institutions take an increasingly large role in the development projects of the district where they operate.

The principal plays a central role in recruiting new teachers and other staff. In addition to a formal qualification, an important factor is familiarity with the world of work and professions, especially in vocational schooling. Training for a world of work diploma expands year by year and it comprises an 8-week work-experience period. The aim is that during this training a personal development and training plan is set up on the basis of performance reviews; this plan serves to guarantee competence updating.

Vocational schooling is becoming more tailored due to the options given to the student. There are many levels of tailoring: individualising the studies, developing and serving the world of work which comprises of, for example, training needs analysis and on-site training targeted at employers. The maximum optionality for the student can be, for example, 24 credit units and within the study programme studies he or she can give different weight to various study content. A study programme can be set up, e.g., as follows:

- dual qualification studies,
- entrepreneurship studies
- studies in cultural and international issues
- excellence

- vocational and manual skills
- on-the-job learning.

Vocational institutions are currently reforming their qualification-specific curricula in many municipal education and training consortia. At the same time, they are updating their pedagogical activities and aim at pioneering development work in technology and teaching methods because students have to possess a certain idea of present-day working methods when they start their on-the-job learning period. Project-based learning and business-life learning environments are gaining an increasingly greater foothold as places and forms of meaningful learning. The students are enthusiastic, non-attendance is minimal and both sides are happy. This is also a way to guarantee better opportunities for finding employment.

Q3.4 In the public school sector what is the distribution of responsibilities for decision making among the various levels of government and individual schools on issues such as:

Financing and resource allocation

The provision of schooling is based on financing from the state and municipalities. The central government transfer for education and culture varies from municipality to municipality but the portion to be financed by the municipality is always equal in size per citizen. Ultimately the municipality, being the schooling provider, makes decisions on allocating financing to any individual school or district. Within the schools, decisions on funds allocation are made based on different guidelines in primary and upper primary schools; decision making within any given school is in their own hands.

A teacher's workload is regulated by collective labour agreements in the form of hours per week (outlined below for basic and upper secondary education)

- full-time teacher with tenure, depending on the subject 16–24 hours
- full-time teacher not less than 16 hours
- part-time teacher 1–15 hours
- a teacher's workload can vary from year to year, overtime is compensated separately
- principals are in an executive position and comply with general working hours regulations
- subject teacher 16–23 hours
- class teacher 24 hours

Unit prices of educational financing are paid directly to the schooling provider. In vocational schooling, unit prices depend on the particular vocational qualification. The numbers of student places are specified in the authorisation to provide education. Additional places are not paid for, a deduction is made for non-enrolled students. In multidisciplinary institutions, the schooling provider decides on funds allocation between different qualifications. Each schooling provider is paid a unit price in conformity with the number of students to cover all of the institution's expenses. The principal is in charge of the institution's total budget and monitors it. Within an institution, training managers can also be responsible for finances and can set up budgets for the areas he or she is in charge of, and can be responsible for monitoring them. Very strict bookkeeping is required from all schooling providers; it is checked by outside auditors.

In the private sector, the schooling provider is usually a foundation, limited company, organisation or association. This sort of schooling provider receives the central government transfer for education for general education, initial vocational education and training, vocational adult education, special-needs education and liberal adult education on the same grounds as the public sector. Private educational institutions should have a board that represents the schooling provider, the principal being in charge of financial and operational planning, implementation and evaluation in the institution.

The private-sector teachers are entitled to change over to a total working time system and there has been some experimentation on this in the municipal sector, too. In this case, working time is the amount of weekly work corresponding, when applicable, to the working time of office employees, but indicated as the amount of lessons given. The amount of lessons included in the total working time varies in different sectors. The average amount of weekly hours is equal to 16-23 lessons. In addition to lessons, other work is also included in the working time; it can consist of different kinds of planning and development tasks.

Curriculum development and implementation (including timetabling, allocation of instruction time, content of instruction, instructional programme coherence, examinations, and extracurricular activities)

Any possible compensation paid for actual curriculum development work is determined by the schooling provider. In addition to weekly instruction and other tasks assigned to a teacher, he or she should participate for three hours a week in the school's joint instructional planning, in subject-group and issue-group meetings, in school-home cooperation and in tasks related to instructional planning and development of school work. The National Board of Education determines the national core curriculum and the implementation timetable. The municipalities determine their own specifications and applications, on the basis of which schools then design their own curricula.

In initial vocational education and training, uniform qualifications and national core curricula remain in effect, and they are followed everywhere in the country. The schooling providers design their own curricula based on these requirements. The practice varies from one provider to another. For example, in Central Finland all three vocational schooling providers have agreed common definitions of policy concerning vocational schooling curricula. Similarly, they have designed a congruent and common component for qualification-specific curricula (including policy lines on activities concerning the student). On this basis, each institution and schooling sector designs their own qualification-specific curricula and the plans for their implementation. The institution principals are responsible for curriculum work that is organised through them in schools. Generally teachers are paid a separately agreed remuneration for curriculum work or this work is included in their teaching duties.

Employment of school leaders (including selection, professional development, evaluation, promotion, and dismissal or redundancy)

The Teaching Qualifications Act 14.12.1998/986 regulates the selection of staff, and it is only possible to make an exception to the criteria, for the duration of one year, if there are no qualified applicants. There is no general evaluation system for school leadership; possible punitive measures are regulated by labour legislation and collective labour agreements.

According to the regulations each school shall have a principal. Municipalities determine

how they organise leadership and whom they appoint as principal. Each municipality makes its own decisions concerning professional development, evaluation and dismissal of their principals. Consultation with school staff when selecting a principal varies from one schooling provider to another.

Vocational principals are selected through a public application procedure in conformity with the qualification criteria. Training managers for schooling institutions are usually selected for a fixed period from among the teaching staff. The school budget also includes funds allocated for development work. In recent years, a lot of development money has been available through various development programmes.

Most vocational institutions have a quality system and evaluation is performed based upon it. Regular audits are carried out in accordance with jointly agreed procedures, as well as annual leadership surveys. The students also participate in the audits, and they give feedback on their studies via various systems. The organisation and leadership systems of vocational institutions vary greatly. Each provider has been and is able to specify its own organisation. Similarly, the provider determines, among others, how the job satisfaction surveys are carried out.

Employment of school leaders (including selection, professional development, evaluation, promotion, and dismissal or redundancy)

The selection process is regulated by the Teaching Qualifications Act. The condition of qualification is a university-level class teacher's or subject teacher's degree. An exception to these criteria can be made only in the absence of qualified applicants, and the exception can only take effect for one year. The municipalities are entitled to determine themselves how teacher selection is performed. These are the main ways: 1. the selection body, which is a politically nominated committee, 2. school boards, 3. the director of each educational department, and 4. principals. A reward system is being developed. Usually the dismissing body is the same as the selecting body, if any.

As a guideline, some sum of a school's salary expenses are allocated for teachers' professional development, which is used for continuing professional education. There is no national evaluation system for teacher work but the majority of schooling providers run their own self-developed evaluation systems. Punitive measures are regulated by labour legislation and collective labour agreements. In most cases, the school principal is responsible for teachers' continuing professional education and evaluation. Some schoolteachers have a fixed-term contract either because they are substitute teachers or because they are unqualified (see above tables).

In the field of vocational schooling, the teacher selection process conforms to the conditions of qualifications as stipulated by the Act. In most cases, the schooling provider advertises for new teachers annually in spring. The conditions for qualification are, depending on the qualification title, as follows: a university-level degree, three years work experience and the completion of teacher's pedagogical studies (60 ECTS/35 credit points). The teaching duty for a vocational teacher with tenure is 24.5 hours per week (commercial colleges are an exception), for a general subject teacher it varies between 20.5 hours and 21.5 hours per week. The teaching duty limit for a full-time teacher is 16 hours per week. Most of the vocational institutions follow a so-called period system. The year is often divided into five or six periods. When working in this system, a teacher's working hours can differ from period to period. The pay is calculated according to the mean value of hours in the annual plan.

A subject teacher's working time includes participation in joint planning work so that, depending on the practice in any particular school, 2–5 hours per fortnight per teacher are allocated to staff meetings, subject group meetings and negotiations.

Funds for professional development come from the school's budget or, as in recent years, from development projects. Evaluation is performed in accordance with the quality system. Feedback is collected according to a plan drawn up for the school year so that each teacher receives student feedback for at least one period; this feedback is then discussed in performance reviews together with the teacher's own self-evaluation.

Student intake ('choice' and number), retention and promotion?

In the case of basic education, the municipality determines the child's neighbourhood school but parents have the right to apply for an alternative schooling place in another school. At secondary level, the students are free to send applications to any school. The student (parents) chooses the school where he/she wishes to study.

Student intake to secondary level is carried out through a joint application system that is steered by the State Provincial Offices. After the completion of this joint application, an individual student or individual student groups can be admitted directly to the school. Student intake is effected from the whole territory of Finland.

How does the private school sector differ in any of these regards?

Any private school that was established before 1999 on the basis of an authorisation issued by the Government is entitled to 100% (more recently established receive 90%) financing which includes also a calculatory municipal transfer to education. In the private education sector, the terms of employment are the same as in the municipal sector, also the labour legislation is the same. In particular in newer (denominational or ideological) schools, the number of unqualified staff is larger both among teachers and principals. This is due to the fact that eligible candidates should be both qualified and suitable, the schools are usually small and the scope of duties is larger. Municipalities cannot appoint a private school as a child's neighbourhood school against his or her parents' will if in this particular school education is based on a certain pedagogical system or religion. In most cases, private schools arrange at least an admission interview; admission tests (pupils' suitability and parents' commitment) are also used for selecting pupils.

Q3.5 Describe the governance structure of schools. How does this vary between different parts of the system (e.g. between primary and secondary, compulsory and post-compulsory, general and vocational secondary education), or depending on school characteristics (sector, type, size, location, student intake, etc.)? What roles and responsibilities for school leaders result from this governance structure? Have there been any recent major changes in these respects, or are major changes planned, and what are the reasons concerned?

School governance is mostly part of the municipal democratic system that is mainly governed by the Local Government Act and special legislation governing education in particular. The

relationship between the state and the municipality is specified in the special legislation governing education and in the legislation governing financing. There are some minor differences between municipal educational institutions concerning the level of delegation of various tasks relating to implementation of instruction and staff.

Vocational secondary education is mostly organised as entities administered by joint municipal authorities or municipal consortia. On the other hand, joint municipal authorities can be quite different in size, from joint authorities of two municipalities up to joint authorities covering a whole province. The essential feature in them is that their actions are governed by the Local Government Act but that they are financed directly from the government. That is why the partner municipalities can administer these funds only through their representatives who are appointed to the decision-making bodies of the municipal education and training consortia. Secondary-level education communities are large. Their administration is fairly independent and expert-oriented.

The content of governance in joint municipal authorities varies according to their size. The consortium director (principal) can be a purely administrative official while there are separate pedagogical principals in the education sectors and educational institutions. This role differentiation applies also to staff management and development work in schools. Roughly speaking, the division of responsibility is between strategic and operational leadership.

Q3.6 On those issues where substantial authority resides at the school level, what is the division of responsibility between school leaders and the school governing board or the local/regional educational authority?

Municipal authority is stipulated by the municipal ordinance of any particular municipality. Decisions on financing of municipal schools as well as on curriculum issues are often made by a relevant board. School principals are consulted as experts but the final decision is made in conformity with the municipal ordinance. An upper-level body has the right to assume the power to make decisions.

Q3.7 Describe the relative balance between autonomy, and transparency and accountability at the school level? Is the amount of control that school leaders have over such factors as the curriculum, personnel selection and evaluation, and the budget commensurate with the degree to which school leaders are held accountable for student performance?

Schools have a strong autonomy in terms of implementing instruction. As a result of curriculum reform, goal-based and centralised control have become somewhat stricter in the Finnish education system. Principals have a very large scope of responsibility, and it varies from one locality to another depending on the education provider's ordinance. No external instrument has been developed for measuring a good principal; in Finland, trust is laid upon high-standard teacher education, principal training and continuing professional education taking place in the world of work.

The principal has responsibility for the school's work. The documents governing this work consist of the laws specified by the Government, national goals of education and lesson

distribution as well as the national core curriculum and ordinance issued by the National Board of Education. School- and municipality-specific curricula are designed by schools or by education providers. In this process, the school plays an important role. The principal has responsibility for setting up an annual plan on the basis of the curriculum, that is, a work plan for the school. Practical school work is organised on the basis of the curriculum and the financial resources available.

The principal has a large influence on the selection of personnel. The principal either selects his or her personnel him/herself or his or her opinion is very important when the selection is made by another authority. Financial resources are tied up to a great extent because at a minimum three-quarters of a school's expenses are personnel expenses. Even though the legislation is fairly broad, collective bargaining agreements of the personnel are so far very specific; thus, they limit the principal's scope for action.

Maximum influence on a school's operating culture and, respectively, on student performance and well-being in school can be exerted through school leadership. Personnel recruitment, formative evaluation, and financial administration are management tools for implementing the operating idea and core task of any school. The principal's leadership skills both in the area of strategy and in personnel leadership are becoming more and more important. Leadership requires new types of leadership training and leadership approach.

In initial vocational education and training, curricula content, teaching methods and teaching practices are steered through pedagogical leadership to meet the needs of the world of work. The Ministry of Education evaluates an education provider's performance by measuring, among others, the rate of completion of studies, the occupancy rate of student places, how students find employment and are admitted to further studies, and the staff's professional development and qualification. The financial contribution from the Ministry is partly performance based.

Q3.8 Describe the organisation and leadership structures within a school. If leadership roles are distributed across many persons in a school, describe how these roles are distributed and coordinated, who takes responsibility for what, and how decisions are taken. Do these roles vary between different parts of the system (e.g. between primary and secondary, compulsory and post-compulsory, general and vocational secondary education) or depending on school characteristics (sector, type, size, location, student intake, etc.)? Have there been any recent major changes in these respects, or are major changes planned, and what are the reasons concerned?

The teaching staff's municipal collective labour agreement lists tasks that must be delegated and that also are delegated in the same way in almost all schools. These tasks include among others: the role of form master/mistress, group counsellor tasks in upper secondary school, student union counselling, liaison teacher who acts as a liaison person in cooperation between the school and the municipality, maintenance of the school library, maintenance of school collections, arranging music performances, maintenance of audio-visual equipment and being in charge of ICT, to mention just a few.

In every school there is a student welfare team; its ways of working and responsibilities

vary slightly between schools and municipalities.

Responsibility issues are greatly dependent on the presence of a vice-principal or a deputy principal and what their tasks are. In any case, the principal takes ultimate responsibility. Tasks can be delegated but not final responsibility. When delegating tasks, their job descriptions must be clarified precisely. Responsibilities, duties and rights relating to any particular task must also be specified precisely. In Finland, the most significant degree of leadership delegation can be found in the vocational sector. The size of the school affects greatly the way in which tasks are delegated. In small schools, the significance of task delegation is different from that in larger schools because the civil service post structures in them differ from each other.

Every school must have a principal who is responsible for the school's operation. Certain responsibility areas have in some schools been specifically delegated to the vice-principal. Additionally various responsibility tasks have been delegated to teachers and/or teacher groups, student welfare staff and to the school secretary and janitors. The delegated tasks vary in different schools depending on the school size, schooling form and culture. Leadership is becoming more and more delegated so that more attention will be paid to the expertise of different people in a school and their opportunities for inclusion.

When the education provider is a vocational education and training consortium, leadership styles and the consortium organisation vary. In a big organisation, there are so-called profit areas within the consortium; in other words units accountable in terms of finances. A profit area may consist of one to six different educational institutions. Depending on the operating culture of a particular joint municipal authority, the functions are either congruent or totally separate. In a clearly defined, systematic organisation, the majority of functions have been unified, and are coordinated by one person. Examples of responsibility areas are guidance counselling, special-needs instruction, free-choice studies, core subjects, timetable programmes, principles of annual planning and on-the-job learning.

Q3.9 Do tensions exist within schools, and between them and external actors, over the relative weight that should be given to different leadership responsibilities (for example learning-centred versus managerial)?

Within educational institutions no significant misunderstandings occur about the institution's leadership. The principal's status is generally recognised and it is regarded as a profession in itself. New challenges to the principal's work are brought by systems of regional principals, which can be organised differently in different municipalities.

The consortium director of a vocational education and training consortium is mainly a managing director and an administrative official. Besides this director there is a pedagogical principal in each particular educational sector. This role differentiation applies to staff management and development work in schools as well.

In 2003, the educational legislation was revised by complementing regulations on pupil and student welfare. This legislation revision aimed at emphasising more explicitly the meaning of comprehensive child and youth welfare and that of a safe learning environment. The aim was to introduce in the educational legislation principles of early intervention and preventive action against problems relating to child and youth development. The definition of pupil and student welfare has the same content in legislation governing each particular educational structure.

Pupil and student welfare aims at promoting and maintaining good learning, good physical and mental health as well as social well-being among pupils. Early support and intervention help children to attain as equal learning opportunities as possible at a later schooling stage.

According to the Basic Education Act, pupil welfare consists of pupil welfare services in conformity with the curriculum approved by the education provider and services including school health care as specified in the Health Care Act (66/1972) and support to education as specified in the Child Welfare Act (683/1983). In the case of secondary education, the regulations oblige the education provider to supply information on available services to any student in need of support and to guide the student to avail of these services.

As a result of this legislative reform, pupil and student welfare was incorporated for the first time into school curricula.

Q3.10 What mechanisms exist for schools to collaborate with other schools, and what are the aims of such collaborative networks? If such networks exist, what role do school leaders play in their development and operation?

Along with the legislation reform of 2003 and the new national core curriculum, cooperation became a standard and schools are obliged to describe the cooperation models in their curricula. Cooperation often takes the form of so-called transition point cooperation where the aim is, on the one hand, to ensure the integrity of a pupil's study path, and, on the other hand, content development.

In everyday school work, principals have a responsibility for cooperation at a contractual level, while cooperation is often implemented by teachers, guidance counsellors and special-needs teachers. The municipality size has an important impact on cooperation practice: in big cities the education provider arranges for regular cooperation between the subordinate school principals. In small municipalities, with perhaps only one principal, partnerships are sometimes built across municipal borders.

In Finland, the restructuring of local government and services, which has just been launched, presents a new major challenge to cooperation between educational institutions within municipalities but also across municipal borders. Many localities have ongoing restructuring processes that will lead to major structural reforms and to the emergence of cooperation networks.

Cooperation between upper secondary schools and vocational institutions has increased in recent years. In many localities a subject teacher can teach in lower secondary and upper secondary schools and in a vocational school. Combining the administrations of basic and secondary educational institutions has also increased in our country. School leaders are responsible organisers for these cooperation functions.

Q3.11 Are schools expected to play a role in broader community service and development? For example, do they provide adult education or cultural activities? If so, how does this affect the role of school leaders?

Parents are usually strongly committed to a school's work. In Finland, there are many parents' associations affiliated to schools. Teachers and especially principals are expected to participate actively in all activities connected with their school.

In bigger localities, the situation is a bit different because there are also separate cultural centres and other similar institutions. Yet the role of schools is not limited to traditional school activities alone; the facilities are used also, e.g., for adult education centre functions and for organisational activities.

The above mentioned pertains to adult education activities, too. In smaller localities, many schools are also in charge of adult education centre activities and teachers and principals are a major resource in this. In recent years, upper secondary education for adults has been launched also in smaller upper secondary schools and it has become an important part of adult education activities in these communities. The principal's role in establishing this type of upper secondary adult education is definitely decisive.

Many Finnish schools have a small school library. The principal has responsibility for organising the library's operation. As a rule, however, education providers and schools take advantage of the municipal library system that is financed by municipalities and the state.

The principal has a major role in school development. Principals are in a position that is a target of many expectations, and their expertise is trusted.

Q3.12 Is there any evidence based on published research conducted in your country that the competencies required for effective leaders vary depending the on the school characteristics?

and

Q3.13 Is there any evidence on the existence of a set of core competencies that school leaders require in order to be effective whatever the organizational or school context?

The principal's role and tasks as well as changes taking place in the school system have been discussed in Finnish research literature. They have not been directly linked with research on school leader performance as has been done in many international school studies. The strong teacher-orientation of Finnish schools has been noted also in studies, many of which have explored teachers' views on school leader's work and decision making in schools. Leadership in vocational education has been studied also in a few doctoral theses.

Q3.14 Please describe recent innovations in your country in relation to the organization of leadership roles in schools. Mention aims of the innovation, main actors, implementation process and review/evaluation procedures and results. Are these innovations part of wider reform processes, and if so, how are they expected to inform and influence that process?

School development and innovation in Finnish schools has often taken place in connection with curriculum development. Schoolteachers and principals have also strongly contributed

to these development projects. The National Board of Education has launched a development project on undivided basic education for the period 2003–2006, and a development project on guidance counselling in basic, secondary and adult education for the period 2003–2007. School leadership is also present in the development projects.

A current theme in the development of the internal operating culture of schools is the development of participatory systems by applying various team models. The Finnish approach differs from others, because participatory systems and flexible team structures are developed instead of building up hierarchies.

A few recent doctoral theses have also studied the school leader's role in development work. They include the theses by Taipale (2000), Vulkko (2001), Toikka (2002), Mustonen (2003), Kirveskari (2003), Nikander (2003) and Ojala (2003).

Many innovative solutions have been developed also in vocational education and training consortia. They are mentioned elsewhere in this report.

Education providers offer leadership and administration training to principals or those intending to become principals. The certificate in educational administration that forms a part of the principal's qualification requirements is more focused on administration than leadership. Resources permitting, the municipalities arrange for leadership training for their principals. There is no exact information available on the providers and nature of this leadership training. The Specialist Qualification in Management carried out as apprenticeship training is probably one of the most popular ways of implementing leadership training. We have the impression that municipalities do not focus on principals' leadership training in particular; on the contrary, leadership training is targeted at managers having a certain position in any field of administration.

Chapter 4. Enhancing learning and school leadership

Q4.1 Are there major concerns about the quality of teaching, learning and assessment in schools in your country? If so, please describe them.

The most serious concern in Finland is ensuring financing for education and implementation of educational equality uniformly in all parts of the country. There are no immediate visible threats to the quality of teaching that would arise from the educational system itself because the preconditions for teaching have been good and good teaching, thanks to the high standard of teacher training, has balanced changes taking place in the preconditions in which education is implemented.

According to the law, the education providers are obliged to evaluate their work. As mentioned above, the majority of basic and upper secondary education providers have their own evaluation systems. Most vocational education providers have, in addition to the evaluation system, also their own quality systems according to which the quality of teaching is also assessed regularly. Concern can be expressed about the fact that active education providers do valuable evaluation work, but smaller schools have leaner resources with which to carry out respective quality work.

Q4.6 Do school leaders have teaching responsibilities and what are these?

All principals have a teaching responsibility being at a minimum two hours per week, at a maximum 22 hours per week. This teaching responsibility is determined by the education provider.

Q4.7 Is there any instituted process for teacher observation/peer coaching/mentoring? What is the role of school leadership in this?

Teaching is a public activity and anybody is allowed to attend. Principals do not have a responsibility to observe lessons, but the opportunity exists. Neither are there any external inspection systems or preliminary inspections of learning materials in the Finnish educational system.

Q4.8 What is the role of school leadership in evaluating teacher performance? Who sets the criteria by which teachers are evaluated? What is the role of school leaders in promoting or rewarding outstanding teachers, or in sanctioning ineffective teachers?

It is the principal's duty to evaluate teacher performance according to the criteria approved by the evaluation provider. Typical evaluation criteria consist of mastery of the profession, pupil performance, renewal capability and the ability to cooperate. In some schools, it is possible to reward good work performance with a personal pay bonus. Sanctioning authority is limited to cases of serious neglect.

Q4.9 Who decides what professional development teachers need? Do tensions exist within schools, and between them and external actors, over the relative weight that should be given to national, school and individual needs in deciding the focus of a teacher's professional development? What role does school leadership play in determining this focus?

As a rule, teachers make plans for their professional development themselves. The school mainly renders support to training that relates to actual development programmes (e.g. network-based teaching, catering for special learning difficulties, etc.). Continuing professional education needs for each teacher are estimated in an annual performance review with the principal. In these reviews, training needs are assessed from the viewpoint of national development programmes, school level and the needs of each individual teacher. The aim is to try to find a shared understanding of the question.

Q4.10 Is there any evidence based on published research conducted in your country that particular leadership practices are more effective in promoting learning in schools?...

See answers to Q3.12–Q3.14

Q4.11 Is there any evidence based on published research conducted in your country that particular contexts and conditions are more conducive to learning-centred leadership practices in schools?...

See answers to Q3.12–Q3.14

Chapter 5. The attractiveness of school leaders' role

Q5.1 Are there major concerns about the supply and quality of school leaders in your country? In what respects?

There is a supply of candidates for vacant principal positions and their qualifications for a particular position varies. Required qualifications guarantee that a principal is formally qualified for the post. In Finland, 98% of basic education principals are formally qualified for their job, while 99% of upper secondary principals are qualified (see Appendix 3).

Q5.2 Is there any monitoring of the supply versus demand situation of school leaders? What indicators are used? Has this changed in recent years? If so, what are the reasons concerned?

The Finnish Ministry of Education conducted a teacher demand survey in 2003 (Opettajatarvetyöryhmän muistio. Opetusministeriön työryhmämuistioita ja selvityksiä 2003: 9) and currently a comprehensive report on continuing professional education for teachers and principals is completed; this report also deals with the principal demand issue.

No information is available nationally on vacant principal positions regarding the competence and number of candidates applying for them. There can be regional differences.

Q5.3 How have the total number and composition of school leaders changed over the past 10 years in terms of (i) gender; (ii) age; (iii) ethnicity; (iv) years of teaching experience; (v) academic background; by level of school (primary and secondary), type of programme (e.g. general and vocational secondary education) and sector (public and private)?

Statistical research is under way. According to the figures of Statistics Finland, the total number of basic education principals has dropped by 15% from 2002 to 2005, and the number of upper secondary principals by 4%. Some decrease in the number of principals seems to be the trend (as also mentioned in our answer to Q2.1). This is probably due to administrative rearrangements in the school network in which school units are shut down or schools are merged administration-wise so that only one principal is needed. The education

provider can exercise rather freely its discretion concerning arrangements with school principals. It is possible that a so-called regional principal is appointed to run a number of school units, and these school units are run, depending on their size, by their respective vice-principals/vice-directors. Partly this option for position arrangements results from the changes that have taken place in our educational legislation during the last ten years or so. Appendix 3 presents the language and gender distributions among the principals in 2005.

Q5.4 Is there any evidence of the reasons why qualified candidates may choose not to apply for leadership positions? Do these reasons vary depending on the leadership post and between different parts of the system (e.g. between primary and secondary, compulsory and post-compulsory, general and vocational secondary education) or between different sectors (public and private)? Has this evidence informed policy development and to what extent?

There is no exact information available about this. See answers to Q5.1 and Q5.2.

Q5.5 Is there any evidence of the proportion of teachers who aspire to school leadership positions as part of their career path?

There is no exact information available about this. See answers to Q5.1 and Q5.2.

Q5.6 How are vacancies for leadership positions determined, applications invited, and successful candidates chosen? Are school leaders assigned to schools or do they apply? Does this vary depending upon the type of leadership post? How does the system ensure an equitable distribution of school leaders among schools?

The selection criteria for a principal vary. In smaller communities, there are rarely changes of principals and each selection situation is unique, usually without any preset criteria that would have been approved in advance. The City of Helsinki follows the following criteria for assessing candidates for principal positions:

- Degrees attained and other training
- Leadership skills; for example, school leadership experience, other leadership experience and training in leadership skills
- Pedagogical skills: teaching experience
- Other merits; e.g. participation in development work relating to school and teaching activities, active participation in training, research work conducted, textbooks written, work in working groups and participation in organisational activities
- Suitability for the particular school; e.g. the opinion of the school board and/or merits in the curricular focus areas, other suitability

In any principal selection process, the above criteria are considered in one way or the other. Focus varies depending on the selectors' interests and also on the qualities of the candidates. It is difficult for a candidate without any experience of a principal's work to surpass an experienced candidate. There is also a long tradition that the teaching staff express their opinion. It also seems to be the case that now more and more often a candidate with general leadership qualities is sought from among those who meet the formal qualification criteria.

Q5.7 On what basis do school leaders occupy their leadership positions – fixed-term contracts, at-will contracts, or lifetime tenure? Does this vary depending upon the type of leadership post? How does it compare with other school educators? Have there been any changes in these respects, or are any planned? What are the reasons involved?

As a rule, a principal's position comes with lifetime tenure, and this practice has been followed for years. Principals have the most permanent employment status among teaching staff. In 2000, 91% of all principals had a position with tenure.

Q5.8 How frequently are school leaders evaluated and decisions made about their employment renewal? What processes and criteria are involved? Do these vary depending upon the type of leadership post? To what extent do they relate to any evidence-based competencies identified under Q3.12, Q3.13 and Q4.10? How are ineffective leaders identified? What happens to them? Have there been any changes in these respects, or are any planned? What are the reasons involved?

In Finland, neither principals nor teachers are evaluated quantitatively. Neither is there a separate inspection system; on the contrary, quality assessment relies on the high educational attainment of principals and teachers and local evaluations.

Q5.9 How are leadership salary scales structured and what determines movement from one salary increment or level to the next? Is there any form of performance-related compensation? Are there any other means for recognising and rewarding effective school leadership? Have there been any changes in these respects, or are any planned? What are the reasons involved?

and

Q5.10 How do salaries, other financial and non-financial benefits (including retirement benefits) and working conditions of school leaders compare with those of teachers or with equivalent positions in other governmental and non-governmental institutions? How do the salaries, benefits

and working conditions compare for different types of school leaders, now and over the past 10 years? Is there any evidence of the impact of salaries, benefits and working conditions on the uptake of school leadership positions? To what extent are school leaders' working conditions aligned with the conditions identified as conducive to learning-centred leadership practices under Q4.11?

The Finnish principals work within the framework of a total working time system, in which case their salary is based on a total salary system, the size of the salary depending on the form of the educational institution. The salaries of principals are determined on a sliding scale, where local decision-makers have the power of decision. General regulations determining the annual holiday apply to principals. Principals do not have any other benefits.

Q5.11 Is there any evidence on whether those who become school leaders view this as a long-term career commitment or as a short-term assignment?

Finnish principals often have a long-term career. By a tentative estimate the biggest "obstacles" in continuing one's career are health, working ability, work community factors or advancement in educational administration.

Q5.12 Summarise the data on the numbers of school leaders who leave the profession each year – if possible by age, gender, leadership post, extent of leadership experience, reasons given, and destination. Do they leave earlier from certain types of leadership posts, or certain types of school or regions? Are there any major trends regarding these, and any evidence of the factors involved?

There are no statistics on the numbers of principals leaving the profession. Annually about 10% of teaching staff leave the profession (teaching sector). About one-third of them retire while two-thirds either move on to other sectors or go on unpaid leave (in which case the person returns to work after the leave). It is likely that the number of principals leaving the profession is smaller. To some extent principals leave the profession on the grounds of career advancement. In this case, a principal may become, for example, the director of the municipal education department, or move to some other higher position in municipal administration.

Q5.13 What is the usual retirement age for school leaders? How does this compare with teachers? Have there been any changes in retirement provisions or are any planned? What are the reasons involved?

In the pension reform that became effective on 1.1.2005, no-one's retirement age was raised; in other words those who had had a retirement age lower than 65 still have it (e.g. 55, 58, 60).

From the beginning of 2005, everyone can retire according to his/her own choice within the age range 63–68. Those entitled to an old profession-specific retirement age (e.g. comprehensive school and kindergarten teachers: 60 years) may still retire at their own particular retirement age. Those who have chosen an earlier retirement age (e.g. 60 years) may continue work after the personal retirement age. Working after the personal retirement age does not cancel the chosen retirement age. A person who has chosen a retirement age of 60 years, may, if he/she wishes, retire at the age of 61, 62, 63 or 64. No-one's retirement age was raised in the reform.

Working after the personal retirement age is the employee's right. Continuing work after the retirement age does not require any permission from or even notification to the employer. It is, however, recommended that the matter be discussed with one's employer.

A person's public-service employment relationship ends without notice of dismissal or without a period of notice at the end of the month in which the public servant becomes 68 years of age, unless a fixed-term extension of the employment relationship is agreed upon with the public servant.

An exception is made by those who have used (who have had the right to use) a so-called right of choice and retained their old special retirement age. For them, the retirement age is determined by the old regulations, in other words in conformity with the regulations that were in force when the Basic Education Act became effective. This means retirement at the age of 65 years.

Q5.14 Are there any instituted processes for leadership succession? What are these? Do these vary depending on the leadership post and between different parts of the system (e.g. between primary and secondary, compulsory and post-compulsory, general and vocational secondary education) or between different sectors (public and private)? Have there been any changes regarding these issues, or are any planned? What are the reasons involved?

In Finland, when a principal retires or a position becomes otherwise vacant, all the qualified applicants shall be considered for selection.

Q5.15 What policy initiatives have been undertaken or are planned to improve the recruitment and retention of effective school leaders? For those initiatives that have been implemented what is the evidence of their impact and cost? Where the impact has been either more or less marked than expected, what reasons are apparent?

One common way is to encourage those retiring to remain longer in the world of work.

Q5.16 What issues have the highest priority for future policy development in attracting and retaining effective school leaders? What are some policy options that could be considered? What are the likely views of key stakeholder groups on these priority issues and possible policy options?

The foremost way is to influence attitudes.

Chapter 6.

Training and professional development of school leaders

Q6.1 Are there any major concerns about school leaders' preparation, development or certification? In what respect?

The Qualification Decree states three options: certificate in educational administration, university training equal to no less than 15 credit points (25 ECTS credits) or adequate familiarity with educational administration. Against the background of all the major changes taking place in Finland and internationally and mentioned also in this report, and against the background of the totally new requirements they involve for educational institution leadership, it is clear that the qualification issue must remain on the agenda of educational policy discussions.

Because there are lots of training providers offering quite different types of training programmes, it is often difficult for a person wishing to enter training and for selection boards to interpret what is the level of the training in question. Now practically all trainers speak about credit units and ECTS credits as well as about basic studies and about advanced studies even if it is not at all a question of university studies. In the future, attention shall be paid to the unification of principal training standards.

The table below shows how educational institution leadership and development were catered for in Finnish teacher training in 2005:

Assessment	University teachers	University students	Polytechnic teachers	Polytechnic students	Total
1. Not at all	14.7	34.6	6.2	17.1	26.6
2. Poorly	41.9	40.2	26.2	31.8	38.0
3. Fairly	34.3	20.6	36.9	31.6	25.7
4. Fairly well	7.5	4.1	27.7	17.3	8.5
5. Very well	1.5	0.5	3.1	2.1	1.1
Total	100%	100%	100%	100%	100%
Mean value	2.39	1.96	2.95	2.56	2.47
SD	0.88	0.87	0.96	1.03	0.94
N	265	1 069	65	421	1 820

Source: Piesanen, Ellen; Kiviniemi, Ulla & Valkonen, Sakari. 2006. *Opettajankoulutuksen kehittämissuunnitelman seuranta ja arviointi 2005. Opettajien peruskoulutus 2005 ja seuranta 2002–2005*. University of Jyväskylä. Institute for Educational Research. Research reports 28.

Of the teachers working in university departments for teacher education, 41.9 % felt that leadership and development of educational institutions are catered for poorly (mean value=2.39) in basic teacher education. Also, university students (mean value=1.95) mainly felt that leadership is poorly considered in basic teacher education, while teachers and students in polytechnics experienced it to be fairly (mean values=2.95 and 2.56) realised in their teacher education.

School leadership as a teacher education subject

Pedagogical university studies

In 19 subject areas, 53.7% of teachers and 46.9% students expressed the opinion that school leadership and development should be transferred from basic education to continuing education. The same tendency seems to hold true also when they are asked what content should be removed from teacher education. In the opinion of teachers and students, it is one of the two subject areas that they'd most like to be removed.

Vocational teacher education

Among 19 subject areas, teachers picked this one as the second subject (28.2% of teachers) to be dealt with in teachers' continuing education. Students ranked school leadership as sixth (18.7%) among those subjects that should be transferred from the said 19 subjects to teachers' continuing education.

Q6.2 What are the main pathways by which people become school leaders? Are there any alternative pathways by which people from sectors other than education can become school leaders?

Because the Qualification Decree requires that any person to be nominated a principal should have a teacher's qualification for the education form in question, practically the only pathway to become a principal is through education and training. The case is different for directors of educational departments because usually the municipal ordinance requires only a master's degree and familiarity with educational administration. That's why this position can also be held by persons without teacher education.

Q6.3 What are the major requirements to qualify for school leadership positions and who sets them?

Have any major changes been recently initiated in this regard or are any planned? What are the reasons involved and what has been their impact? How does the private system differ in this regard?

The requirements to qualify for school leader positions are regulated by the Decree on teaching staff qualifications 14.12.1998/986. In addition to being a qualified teacher for the particular school form, the said qualification decree states also that a master's degree, adequate teaching experience and a certificate in educational administration, university training equal to no less than 25 ECTS units (15 credit points) or adequate familiarity with educational

administration attained otherwise is necessary. If the educational institution provides education of more than one educational form or if the school leader has responsibility for a number of schools providing education of different educational forms, the school leader shall have a teacher's qualification in any one of them.

A person with an appropriate polytechnic degree can also qualify for a leader position in an educational institution providing initial vocational education and training. A person with a master's degree, adequate work experience from industry and a certificate in educational administration or university training in educational administration or adequate familiarity with educational administration attained otherwise can also qualify for a leader position in an educational institution providing education and training for further vocational qualifications and specialist vocational qualifications or other vocational further education and training.

Because the leadership tasks in educational institutions have changed greatly and become broader in scope, the pressure also grows to consider both basic and continuing professional education of school leaders in a new light. The qualification requirements apply also to the private education sector but in particular in new small schools there are proportionately some unqualified principals.

Q6.4 Outline the basic regulatory framework and legislation that applies to school leadership preparation programmes...

The qualification requirements of school leaders (Q6.3) are regulated by a decree that states the following regarding school leadership preparation programmes: "A certificate in educational administration complying with the requirements approved by the National Board of Education, studies in educational administration provided by a university, equalling to no less than 25 ECTS credits or 15 credit points, or adequate familiarity with educational administration attained otherwise." Study content is not regulated in more detail, so there are clear focus differences between programmes of different universities. The National Board of Education approves the requirements for the certificate in educational administration (regulation of the National Board of Education 43/011/2000). The certificate studies should furnish the student with competences to perform the administrative tasks of a school or educational institution leader or director as well as other demanding tasks in educational administration. The scope of the studies is 8 credit units/12 ECTS credits and the requirements compare to the intermediate studies of a lower university degree.

Anybody can take this degree. There are no conditions of admission. The certificate in educational administration is subject to a fee. The fee is paid by the student him/herself. Many different institutes run courses preparing for the certificate, their duration is usually 20–45 hours and the course fee is about €100–500. Annually about 500 persons pass this exam.

Within the framework of its autonomy, a university can run study programmes of 25 ECTS credits or more in educational administration, which also result in a qualification for school leader positions. The first programme of this type was launched by the University of Jyväskylä in 1996, and after that similar programmes have been arranged, e.g., by the universities of Turku, Helsinki, Vaasa, Lapland and Oulu. The programmes are provided as paid services and include school legislation, administration and leadership coaching. This training has only been offered on a regular basis in Helsinki and Jyväskylä, with the programmes starting every year. Because there are no uniform regulations or instructions concerning this training, the programmes have taken very individual directions and have become quite different from each other. The study content is determined by the particular

university (faculty council or equivalent). Usually the content areas are as follows: educational legislation and finance, educational policy, leadership in education, evaluation of education, and interaction and communication. These university studies include also the syllabus for the certificate in educational administration. The studies are carried out as part-time flexible-mode studies (lectures, teamwork, learning assignments, literature, work over the web, possibly visits to schools and meetings with school leaders), they take usually 1–1.5 years to complete, and they usually comprise 8–12 contact teaching periods. The training is a paid university service, and the study module costs about €2,000–3,000. The course teachers usually come from different university departments, some are school leaders and experts from the field of educational administration. Annually, some 50–80 persons participate in the programmes; the effectiveness of the programmes is monitored, e.g., through client feedback and university quality systems.

Q6.5 What agencies and/or organisations are involved in the development and evaluation of this framework and in assuring quality provision? What mechanisms and criteria are used to assess and assure the quality of school leadership preparation programmes?

The universities providing 25 ECTS credits qualification training do so independently, the training is not controlled or regulated nationally. The training content is mostly evaluated with the aid of the universities' own quality systems that are currently being developed. The quality systems of most universities will be audited in 2007.

Q6.6 Are there any special support or induction programmes for new school leaders? If so, how do they operate, and what is the evidence of their impact.

Support and induction programmes for school leaders vary to a great extent depending on the municipality and school-maintaining organisation. Getting support and induction is mostly a matter of one's own initiative or it is based on self-financed training. There are, on the other hand, Finnish educational institutions where the leaders are provided free of charge with the support they need, for example with aid for induction, mentoring, peer support and degree-targeted further and continuing professional education. Many education providers have already for years provided induction training for new school leaders.

Staff training in municipal educational administrations

In Finland, many education providers also provide staff training for municipal educational administration. This continuing professional education is free of charge for the participants if it is state financed. The incurred substitute, travel, accommodation and salary expenses must be paid either by the participant's organisation or by the participant him/herself. Staff training of municipal educational administrations can be divided into:

- 1 Teachers' self-motivated continuing professional education: The participant him/herself has the responsibility and power of decision, and he/she can get support for these studies from the state in the form of a study grant. The employer decides whether the person can participate in education during working hours.
- 2 Staff training of educational institutions: The educational institution's maintaining organisation is the responsible party for this continuing professional education.
- 3 Staff training with educational policy components: The state has responsibility for steering and financing this continuing professional education. Continuing professional education with educational policy components contributes to the practical implementation of the decisions of the Parliament and the Government and the goals set by the Ministry of Education.

The aim of this staff training that is implemented partly with funds from the state budget is to support educational institution renewal in the focus areas with educational policy components that are listed in the state budget. The focus areas are determined annually but a great deal of them are under development continuously for many years. State-supported continuing professional education is directed to support both school-specific, regional and national development projects. Equal access to education in different parts of Finland is catered for as well as the fact that the education provision is targeted at principals, and other school leadership and teaching staff from all forms of educational institutions. Continuing professional education in school leadership is targeted at principals and other leadership and development teams in educational institutions.

The major part of government-funded continuing professional education provision for principals and teaching staff is concentrated on the focus areas that are annually specified in the state budget. This education is long-term training, that is, as a rule the scope comprises at least five ECTS credits. This continuing professional education provision is financed from the state budget and the training provision procurement is determined by the National Board of Education

Principals' participation in continuing professional education

Principals' participation in continuing professional education was studied in 2005 on the basis of a survey of 364 principals (the response rate was 40.2%). Of the respondents, 83.7% worked in general educational institutions, 2.7% in vocational institutions and 13.6% in liberal education institutions.

According to the study, in the period 2003–2005 principals had participated in continuing professional education for 43 days on average: 0.9% of them had not had any continuing education at all, 18.6% had had 1–10 days, 25.3% 11–20 days, 29.9% 21–45 days and 25.3% more than 46 days. There was great variation between principals in terms of participation in continuing professional education.

Principals' participation in continuing professional education 1.1.2003–30.4.2005 (%):

Subject area	Not at all	1–14 days	Over 15 days	15 credit units or more
School laws or other legislation relating to school	16.5	79.0	3.5	0.9
Administrative issues	23.4	70.2	5.2	1.2
Self-evaluation in educational institution	30.8	64.0	4.3	0.9
Participation in municipal self-evaluation	64.7	33.1	1.9	0.4
Internal cooperation in educational institution	37.8	56.2	5.3	0.7
International cooperation	54.1	41.0	4.0	0.9
Multiculturalism	79.5	18.9	1.6	0.0
National core curriculum	36.8	59.6	3.0	0.5
School-specific curriculum	45.1	52.2	2.6	0.2
Subject- and subject-area-specific curriculum	72.2	26.8	0.9	0.1
Personal study plan	78.9	20.3	0.7	0.1
Special-needs instruction	78.4	19.9	1.2	0.5
Guidance counselling	81.8	16.9	0.7	0.5
Student assessment	52.8	45.4	1.7	0.2
Entrepreneurship	71.9	26.9	0.9	0.4
ICT skills	37.4	54.7	7.1	0.8
Training in subject/subject area of teaching	66.8	28.9	2.7	1.6
Cooperation with the world of work	67.2	31.2	1.2	0.4
Thesis tutoring	94.7	4.8	0.5	0.0

Source: Piesanen, Ellen; Kiviniemi, Ulla & Valkonen, Sakari. 2006. *Opettajankoulutuksen kehittämissohjelman seuranta ja arviointi 2005. Opettajien täydennyskoulutus 2005 ja seuranta 1998–2005*. University of Jyväskylä. Institute for Educational Research. Research reports 29.

Percentage of content areas relating to school leadership in continuing professional education provisions for principals 1.1.2003–30.4.2005:

Subject area	Not at all	1–14 days	Over 15 days	15 credit units or more	Total N
School development	32.4	61.0	5.8	0.9	346
Cooperation between schools	51.6	46.4	2.0	0.0	345
Cooperation between municipal departments	74.0	24.9	0.9	0.3	346
Cooperation between municipalities	79.4	19.1	0.9	0.6	345
Regional cooperation	65.8	32.2	1.4	0.6	345
Strategic leadership	42.1	48.4	7.2	2.3	347
Pedagogical leadership	37.9	55.8	5.5	0.9	346
Financial leadership	52.0	43.6	3.2	1.2	346
Staff leadership	34.1	57.5	7.2	1.2	346

Source: Piesanen, Ellen; Kiviniemi, Ulla & Valkonen, Sakari. 2006. *Opettajankoulutuksen kehittämissohjelman seuranta ja arviointi 2005. Opettajien täydennyskoulutus 2005 ja seuranta 1998–2005*. University of Jyväskylä. Institute for Educational Research. Research reports 29.

Continuing professional education needs as experienced by principals, by educational institution type, 2005:

Subject area	All	Basic education	Upper secondary school	Vocational institution	Liberal education
Staff leadership	4.31	4.35	4.15	4.25	4.35
Pedagogical leadership	4.23	4.27	4.07	4.25	4.24
School development	4.20	4.22	3.98	4.38	4.41
Strategic leadership	3.83	3.82	3.70	4.00	4.12
Cooperation between schools	3.75	3.67	3.90	4.13	3.91
Financial leadership	3.74	3.76	3.54	4.00	3.94
Regional cooperation	3.20	3.08	3.30	4.13	3.50
Cooperation between municipal departments	3.11	3.18	2.72	3.00	3.41
Cooperation between municipalities	2.90	2.84	3.05	3.00	2.94

Scale: 1=Not at all important, 2=Fairly important, 3=Can't say, 4=Important, and 5=Very important

Source: Piesanen, Ellen; Kiviniemi, Ulla & Valkonen, Sakari. 2006. *Opettajankoulutuksen kehittämissuunnitelman seuranta ja arviointi 2005. Opettajien täydennyskoulutus 2005 ja seuranta 1998–2005*. University of Jyväskylä. Institute for Educational Research. Research reports 29.

Continuing professional education for new principals

In education programmes for new principals funded by the National Board of Education, the content determined by the National Board of Education is applied. The executive group of the National Board of Education has procured new principals' education through the National Centre for Professional Development in Education (OPEKO) for 200 principals annually. The education provision is funded from the state budget and it is free of charge for the participants. EUR 850,000 are allocated for school leadership education and work community development in the budget proposal for 2007. Here one should note that this is only one part of education and training targeted at Finnish school leadership (see next question 6.7). The employer compensates possible substitute, travel and accommodation expenses. The school leaders' basic continuing professional education programme is targeted at principals and educational institution heads with other titles from basic education, upper secondary schools, vocational institutions, vocational adult education institutions and from institutions of liberal education.

The education provision serves to support the new principal with the development of professional views, the adoption of different tasks and working ability. Support from colleagues and from professional cooperation networks are considered important parts of this training provision. The new principal's personal development and the development of the work organisation in his/her educational institution are studied in parallel within the framework of this training provision. The training provision draws on recent research and evaluation development knowledge. Close guidance counselling is provided for setting up one's own continuing professional education plan and for continuous development of professional competence. In addition, guidance is provided for planning, managing, implementing and evaluating a long-term communal development process in a work community.

The following larger thematic entities are emphasised in the training programme content:

- Organisation, administration and finances of an education institution
- Educational institution curriculum and learning outcomes
- Personnel administration and management
- Strategic planning

Other continuing professional education for school leadership

In addition to school leadership basic education, the National Board of Education has allocated funding to numerous training modules that were proposed by the working group. During the last few years there have been, e.g.,

- new learning environments
- school leadership and information technology: strategies for using IT in teaching and practical IT skills
- evaluation and quality strategies
- strategic leadership
- improving interaction skills
- issues relating to student well-being, guidance counselling and student welfare
- mentor training
- principals' summer get-together

Funds allocated to school leadership education serve also to support extensive work community leadership, the introduction of formative evaluation methods and drawing on evaluation results in schools. Training programmes of this type are targeted at school development teams. The basic idea in continuing professional education is that it should be closely connected to other school work development projects. The education provisions draw on municipalities', education providers' and educational institutions' own background, taking into account the challenges and opportunities created by regional development for educational institution development work. In addition, emphasis is placed on views of the future of education and visions of the evolution of society and the world of work.

In school leadership education and training, it will also be important in the years to come to pay attention to networking between educational institutions, both nationally and transnationally. Also, cooperation with immediate surroundings must be taken into account in continuing professional education for all school forms.

Good personnel management is expected from any principal; extensive management of experts with a view to support the working ability of all staff. At the same time, it is important for the principal to take care of his/her own welfare and development.

More and more development work, planning and responsibility for the pedagogical ideology of the work community are expected from a principal of tomorrow. Extensive knowledge of the development trends in schooling and society are a great help in this work. An exploratory approach to work and the utilisation of various evaluation results for school development help the principal to pilot his/her school in the sometimes unknown waters of the future. State-supported continuing professional education for principals aims to support and encourage principals in this demanding task. To support this work, the National Board of Education decided on the proposal of a working group to launch an education provision for training principal trainers in order to ensure high-quality continuing professional education for principals also in the future.

Case: Training of principals

An extensive, 23 ECTS credits, principal trainer programme started in spring 2004. The training programme was organised by the National Centre for Professional Development in Education (Opeko). The students were selected through an open application procedure. The training programme drew a lot of interest, and 21 participants were selected from

among 70 applicants in accordance with the selection criteria set by the National Board of Education. The following matters were considered in the selection process: representation from different parts of Finland, representation from different forms and sizes of educational institutions as well as practical work experience as a principal or school leader. In addition, credit was given for prior trainer experience and for completed or ongoing further studies.

A steering group was nominated by the National Board of Education and its expertise was used for designing the training content. In its meetings, the steering group discussed the future job description of principals. The steering group considered it important that the training would build on both the utilisation of recent research outcomes and on a reflective approach formed on their basis. Entrepreneurship and future-orientation are important in all schooling sectors, in the same way as discussing the potential of cooperation methods in secondary-level education. When considering the future of a principal's work, we should pay attention not only to developing the principal's own work, but to developing the entire work community.

The training programme was designed as a responsible partnership between Opeko and the trainers; the training lasted 18 months, ending in summer 2005.

Feedback system for state-funded educational institution leadership training programmes

The National Board of Education collects information from the training providers at the beginning and at the end of training programmes. Additionally, at the beginning of training each person participating in it fills in a background information form and then a feedback form at the end of training. The National Board of Education requires that this information is submitted to them before any bills for the training provision are paid to the training provider.

Quantitative summaries are prepared on the feedback. The feedback also gives an idea of how the training programmes serve the policy programmes set forth in the Government Programme, the content of the Ministry of Education's projects and the content of the teacher education development programme (2001).

Q6.7 What types of professional development options and programmes exist for school leaders? Who decides what types of learning opportunities school leaders need? How are programmes monitored for effectiveness?

In principle, school leadership education can be divided into preparatory and continuing professional education. As indicated in point Q6.4, qualification can be gained in two ways: either by attaining the certificate in educational administration (12 ECTS credits) or by completing university studies in educational administration (25 ECTS credits). It is possible to take the exam for the certificate in educational administration either directly or by first completing preparation studies for it.

The supply of continuing professional education in school leadership is very mixed and providers are numerous – from consulting companies to university continuing education centres and to the National Board of Education's National Centre for Professional Development in Education, Opeko. Courses are generally available for all those interested but, for example, big cities run their own in-house training programmes. In 2004, Opeko

launched an extensive continuing education programme for principals. The education provision serves to support the development of the principal's professional views, the adoption of different tasks and working ability. Training contexts are organised such that they produce experiences of collegial support and promote the creation of professional collaboration networks. The aim is also to provide each principal with a mentor, who as an experienced professional helps with induction to work.

The Specialist Qualification in Management (JET) focusing on developing management competences has been very popular. It is provided both as training in an educational institution and as apprenticeship training. The programmes consist of preparatory training and a competence test. These programmes usually last for 2–2½ years and they are attended while continuing to work. JET training programmes concentrate on leadership development in a very practice-oriented way. In 2004, about 700 students participated in training for the Specialist Qualification in Management in educational institutions and more than 7,000 students participated in management training in the form of apprenticeship training. However, it should be noted that we do not know exactly how many of them were principals and school leaders. Earlier, also, numerous 60 credit unit PD programmes were arranged but interest in them has been on the wane. This is partly due to the fact that the funding arrangements of the JET programmes have made them more affordable than the PD programmes.

Because the supply of training is very mixed and there are many training providers, practically no external evaluation of their effectiveness has been performed. In this respect, the self-evaluations of the training providers and the feedback system are relied on.

The only institution providing actual university-level post-basic education in educational leadership is the Institute of Educational Leadership at the University of Jyväskylä. They started a 35 ECTS study programme in 2000. These studies are targeted at educational leaders holding an office and aspiring to develop their competence through practical leadership training based on university research. The designing of a Master's degree programme in educational leadership has also started at the University of Jyväskylä. The programme will apparently be launched in 2007.

In Finland, about 20 doctoral degrees have been attained in educational leadership, which is a quite small number. At the moment, there are postgraduate doctoral students also at the University of Helsinki.

Q6.8 Is participation in professional development programmes a condition of continued employment as a school leader, or for promotion or increased compensation? Are there any other incentives for participating in professional development opportunities, and of what kind? What evidence is available of the impact of such links (or incentives) on school leadership effectiveness?

Participation in professional development does not have any direct impact on a principal's income but, in practice, career promotion requires continuous training and keeping oneself updated as well as generally active in developing oneself and the work community. There is no obligation to participate in a certain amount of continuing professional education per year but it is recommended in general.

Q6.9 Is there any evidence based on published research conducted in your country regarding the features that school leadership preparation and development programmes should have to be effective? Has this evidence informed policy development and to what extent?

So far, no actual research has been conducted regarding the effectiveness of professional development programmes. One extensive study that is closely related to this issue is Principal Atso Taipale's doctoral thesis *Peer-assisted leadership-menetelmä rehtorikoulutuksessa* ('Peer-assisted Leadership Method in Principal Training'). The University of Jyväskylä is participating in a 5-year research project called HEAD, launched in 2003 and coordinated by the University of Oslo and the Norwegian School of Management, the aim of which is to produce comparative knowledge about the quality of school leadership training programmes in five countries (cf. above Q3.12, Q3.13).

Q6.10 What policy initiatives have been undertaken or are planned to improve the quality of school leadership preparation, certification and development? For those initiatives that have been implemented what is the evidence of their impact and cost? Where the impact has been either more or less marked than expected, what reasons are apparent?

School leadership training is a new thing in Finland. For a long time qualification training was provided in the form of short-term training giving competence just to perform the administrative tasks in school. The aforementioned training programmes provided by the National Board of Education, Opeko and universities have emerged as a result of these actors' own activity and with strong support from the Ministry of Education. Principal training is one of the national focus areas of the Ministry of Education.

Q6.11 What issues have the highest priority for future policy development in school leadership preparation, certification and development? What are some policy options that could be considered? What are the likely views of key stakeholder groups on these priority issues and possible policy options?

In Finland, university-level principal education is a recent phenomenon. No such educational tradition has yet taken shape from it that would link it naturally to education studies in universities. Initiative often comes from educational institutions, most often from principals. The main principle is that political decision makers and education interest groups provide for external resources but internal development is the principal's responsibility.

In the future, the biggest challenge and goal of school leadership training in Finland will be making leadership preparation a fundamental and fixed part of the school leader profession.

Furthermore, in school leader education more emphasis should be put on improving the quality of school leadership curricula, training school leader trainers, promoting school leadership research, utilising research results and developing new forms of cooperation in

education. Also, ensuring the long-term character of school leadership training, implementing regional and international school leadership training projects within the framework of school leadership training programmes and launching long-term training programmes for municipal directors of education and culture departments are important issues when developing school leadership preparation and development in Finland.

Q6.12 Please describe recent innovations in your country in relation to school leadership preparation and development programmes.....

The restructuring of local government and services that is currently taking place in Finland has given rise to new ways of organising leadership in educational institutions. The ways of organising municipal educational and cultural administration varies from one municipality to another. In this connection, it is not possible to present all the different innovative ways of implementing the steering and administration model in municipal educational and cultural administration. It can be stated that education providers and municipalities have different ways and models but an innovative practice is that the municipalities themselves are responsible for implementation and the decision-making power on the issue has been decentralised to the actors. When the actors making decisions on local education provision and those implementing it are highly educated, local decision making is effective and it is concentrated on the right issues.

The Institute of Educational Leadership at the University of Jyväskylä was established on 1 January 1999 with the aim of developing and promoting educational leadership training in Finland. The qualification-oriented preparation programme for principals had already been launched in 1996. Since 2000, the Institute of Educational Leadership has also provided a 20 ECTS advanced leadership programme for principals and other educational leaders in the field. The studies have been designed so that it is possible to proceed to further educational leadership studies to obtain a PhD in education specialising in educational leadership. The first PhD programme started in 2002 and the second in 2004. The Institute has also established concrete collaboration contacts with the USA, Norway and China. The aim is also to launch an international Master's programme in 2007.

The pedagogical innovation in these studies is the Institute's overall solution for educational leadership training. The core comprises the basic studies, including in the traditional manner contact tuition periods, study assignments and literature reviews. New items that were added to the pedagogical training elements consist of guidance counselling activities, tutoring and the involvement of cooperation schools. The Institute's postgraduate students work as tutors and counsellors; this makes it possible to carry out the studies on university level and to combine the latest research results with a principal's practical experience. Each basic studies student also has a named cooperation school, which he/she visits five times per academic year to familiarise him/herself with its activities and with practical leadership work at a school level. After each visit, the practical findings are discussed in small tutored groups.

So the Institute's training concept comprises a wide network in which about 20 tutors and 50 cooperation schools operate at a time. An internal evaluation of the development work carried out by the Institute has been performed by the University, and, for two years now, the Institute has been awarded performance-based funding based on the status of high-quality adult education institution awarded to the University of Jyväskylä. The Institute's director, Mr. Jukka Alava, has also given numerous lectures presenting the training model of the Institute of Educational Leadership at international forums.

Chapter 7.

Conclusions

Q7.1 What are the major strengths and weaknesses in current school leadership policy?

and

Q7.2 What are the trends and changes that might be anticipated in future policy development, in both the short and long term, and what are the highest priorities for future policy development in the field of school leadership?

Regarding school leadership and school leader training models, Finland has many strengths. Long-term educational policy and decisions made unanimously on reforms have contributed to the systematic development of the educational system. An interactive and transparent decision-making system has facilitated the implementation of basic reforms and commitment to them.

One of the major strengths is also a decentralised decision-making system. School leaders exercise a wide-ranging, independent decision-making power on issues concerning school development. School leaders are highly educated and in their work they follow quite modern leadership models. It can be considered a considerable advantage that in terms of development work, education providers and schools are themselves responsible for their policy lines, for instance for a school's focus areas, organisation of instruction, school network solutions, etc. This allows the best expertise and competence to be found locally. When teaching staff and other staff are highly educated, the lines of action and quality can best be managed locally. The central administration has been able to concentrate on long-term strategic planning of educational policy and legislative development.

The bilingualism of our country, ensuring equal educational opportunities for minorities, and the systematic development of education provisions for immigrants have granted many strengths to our educational system.

School leaders have undertaken the development of new learning environments after careful consideration. New learning environments and ICT are seen in a very realistic light and development work in this field is sustainable and long term.

School leaders participate very widely in professional development. They find continuing professional education to be meaningful, and this promotes professional

development. However some content areas in continuing professional development, such as internationalisation, still receive too little attention.

A principal usually takes up his/her position after a career as a teacher and therefore he/she has a strong competence in pedagogical leadership through content expertise, but there can be a shortfall in financial management and change leadership competence.

There are still things to be improved in collaboration and practices between schools and education providers. Through collaboration, schools can gain a wider perspective, and especially students in vocational education and training can become familiar with work and business life at an early stage of their studies.

Cooperation between municipal departments is a field calling for constant improvement. Many issues relating to education concern various municipal departments, and that is why increased interaction is even more important.

Another future challenge is the fact that about 60% of the principals will retire in the next few years. Therefore a lot of valuable experience will disappear from school leadership.

One of the future challenges to school leadership development will come from the decreasing number of young age cohorts, which has already started, as well as from changing educational needs. In Finland, in the next few years there will be more people leaving the labour force than young age cohorts entering it. Educational institutions, on the other hand, must also be prepared for changes and especially prepared for cooperation.

At a school level, it would be important to get development ideas introduced effectively and quickly into daily work and school practice. Another challenge to developing leadership for the future school is the development of strategic work and financial steering. Relationships between administrative leadership and pedagogical leadership should be made clear when developing school leadership.

Leadership development in the sectors of education and training should be boosted in our country. The resources available for the administration and outward circumstances dictate for their part the scope of action, and in future the fundamental thing is to try to ensure them. At the same time, a school leader must have the necessary facilities and tools to carry out his/her work.

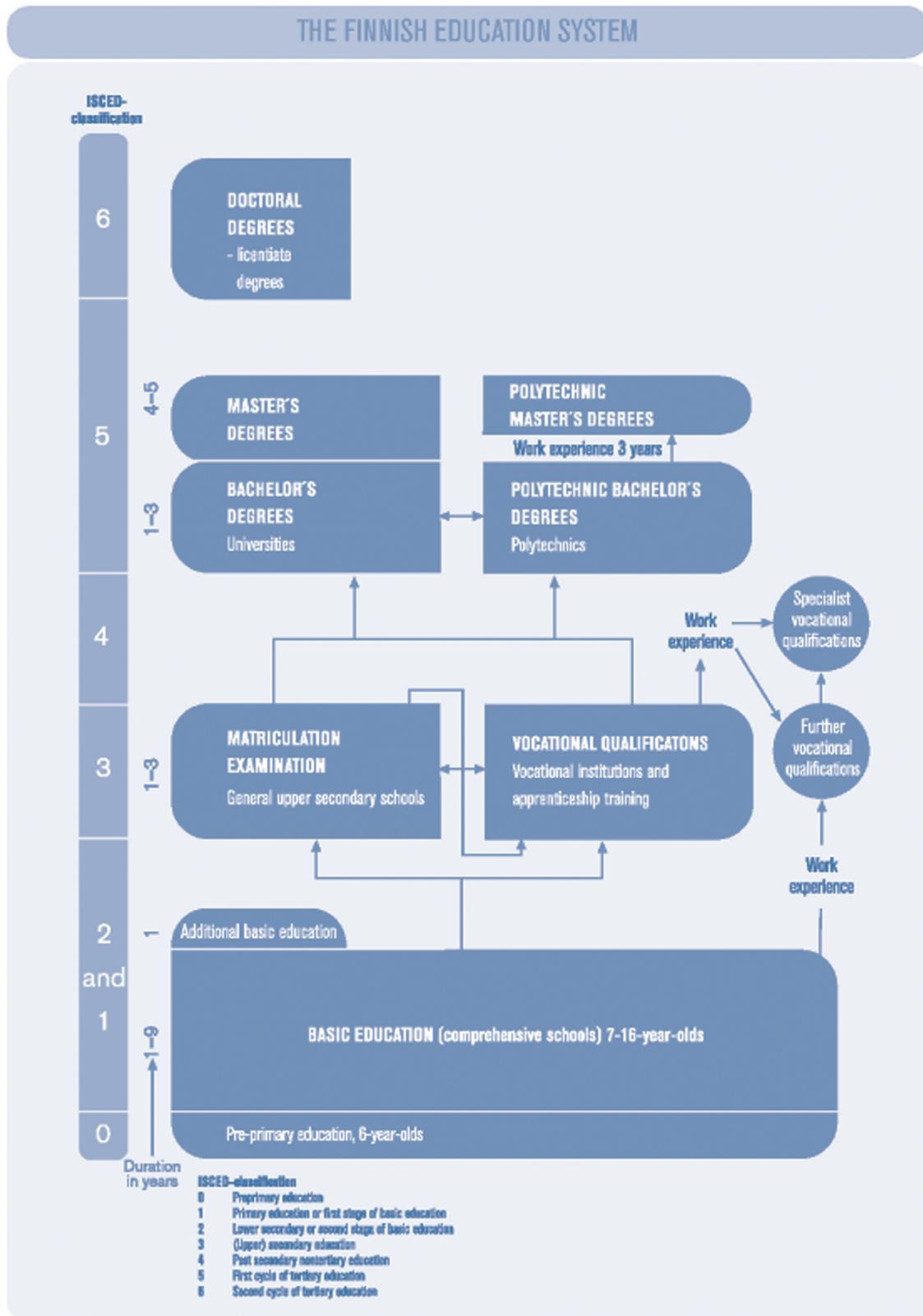
The development of a communal working culture, the school day structure and teaching methods are future challenges to school leaders. By developing the school day structure, we might try to improve well-being in school among children and youngsters. Community development in schools together with shared leadership and change leadership present a challenge for which continuing professional education of school leadership must be able to offer training content in the future.

There is still a lot to be done with school leaders' capacity for international cooperation. In the future, there will be more and more international activities and the school leaders' capacity for international operations should be improved.

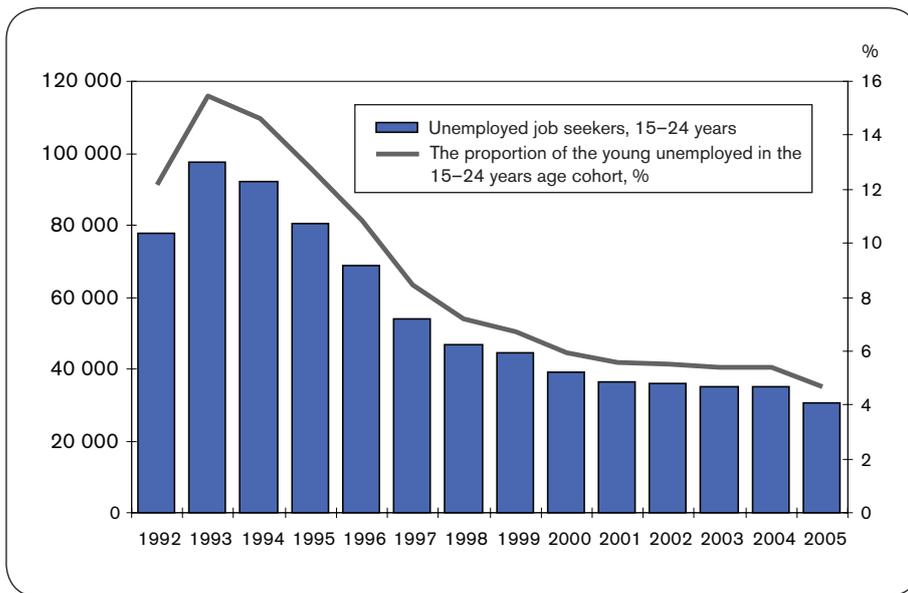
In the field of vocational education and training, delegation and organising activities with different organisations and educational actors will create additional challenges in the near future. Additional challenges to vocational institution leadership are created in particular by contacts with business and industry as well as by planning the target areas of training.

As a whole, we can be very happy with the state of Finnish school leadership. Continuous development work will be necessary also in future so that the high standard of school leadership system can be maintained. Our society is constantly changing and the school institution must be able to keep up with this reshaping. It is only through continuous development and reform that school leaders are in a position to guide the school organisation safely and in a professional manner towards the future and new challenges.

Finnish Education System



The proportion of the young unemployed, trends for 1992–2005



The number, gender distribution and qualifications of principals in basic education and upper secondary schools 2005

Basic education Form of educational institution: basic education

	Teachers total	Women		Qualified as teacher in present position		Other teacher qualification		No teacher qualification		Note! One teacher may lack more than one qualifying factor.						Qualification not known
			%		%		%		%	No degree for teacher position completed	Other pedagogical studies not completed	Class teacher's multidisciplinary studies in teaching subjects not completed	Approved knowledge of language of instruction missing	Needed for "Required" grade in some teaching subject missing		
PRINCIPALS	1 042	403	39	1 024	98	13	1	0	0	3	7	2	0	1	5	5
Language of instruction Finnish																
01 Principal, basic education	872	318	36	867	99	1	0	0	0	1	3	0	0	0	3	4
02 Principal, special-needs school	107	56	52	99	93	8	7	0	0	1	3	1	0	0	0	0
04 Principal, shared by basic education and upper secondary school	11	4	36	10	91	0	0	0	0	0	0	0	0	1	0	1
06 Principal, other joint position	52	25	48	48	92	4	8	0	0	1	1	1	0	0	2	0
PRINCIPALS	64	33	52	59	92	2	3	3	5	4	0	1	1	0	0	0
Language of instruction Swedish																
01 Principal, basic education	50	24	48	49	98	1	2	0	0	1	0	0	0	0	0	0
02 Principal, special-needs school	6	3	50	5	83	1	17	0	0	0	0	0	0	0	0	0
06 Principal, other joint position	8	6	75	5	63	0	0	3	38	3	0	1	1	0	0	0
PRINCIPALS	1 106	436	39	1 083	98	15	1	3	0	7	7	3	1	1	5	5
01 Principal, basic education	922	342	37	916	99	2	0	0	0	2	3	0	0	0	3	4
02 Principal, special-needs school	113	59	52	104	92	9	8	0	0	1	3	1	0	0	0	0
04 Principal, shared by basic education and upper secondary school	11	4	36	10	91	0	0	0	0	0	0	0	0	1	0	1
06 Principal, other joint position	60	31	52	53	88	4	7	3	5	4	1	2	1	0	2	0

Source: Statistics Finland 2005

Upper secondary school

Form of educational institution: upper secondary school

Language of instruction	Teachers total	Women		Qualified as teacher in present position		Other teacher qualification		No teacher qualification		Note! One teacher may lack more than one qualifying factor							Qualification known
		%	%	%	%	%	%	No degree for teacher position	Other studies for position not completed	Pedagogical studies not completed	Class teacher's multidisciplinary studies in teaching subjects not completed	Approved knowledge of language of instruction missing	Needed [or "Required"] grade in some teaching subject missing				
PRINCIPALS	393	126	32	388	99	2	1	-	-	4	-	1	1	3			
03 Principal, upper secondary education for young people																	
04 Principal, shared by basic education and upper secondary school	296	83	28	291	98	2	1	-	3	-	-	-	1	3			
05 Principal, upper secondary education for adults	41	15	37	41	100	-	-	-	1	-	-	-	-	-			
06 Principal, other joint position	39	21	54	39	100	-	-	-	-	-	-	1	-	-			
PRINCIPALS	17	7	41	17	100	-	-	-	-	-	-	-	-	-			
03 Principal, upper secondary education for young people	39	18	46	38	97	-	-	1	3	1	-	-	-	-			
04 Principal, shared by basic education and upper secondary school	30	14	47	30	100	-	-	-	-	-	-	-	-	-			
05 Principal, upper secondary education for adults	6	3	50	5	83	-	-	1	17	1	-	-	-	-			
06 Principal, other joint position	2	...	...	...	...	...	...	...	...	...	...	...	...	...
PRINCIPALS	1	...	...	...	...	...	...	...	...	...	...	...	...	...
03 Principal, upper secondary education for young people	432	144	33	426	99	2	0	1	0	4	1	1	1	3			
04 Principal, shared by basic education and upper secondary school	326	97	30	321	98	2	1	-	3	-	-	-	1	3			
05 Principal, upper secondary education for adults	47	18	38	46	98	-	-	1	2	1	-	-	-	-			
06 Principal, other joint position	41	21	51	41	100	-	-	-	-	-	-	1	-	-			
Total	18	8	44	18	100	-	-	-	-	-	-	-	-	-			

Reference: Statistics Finland 2005

Upper secondary school

Form of educational institution: upper secondary school

	Teachers total		Women		Qualified as teacher in present position		Other teacher qualification		No teacher qualification		Note! One teacher may lack more than one qualifying factor						Qualification not known
	Total	%	%	%	%	%	%	%	No degree for teacher position	Other studies for position not completed	Pedagogical studies not completed	Class teacher's multidisciplinary studies in teaching subjects not completed	Approved knowledge of instruction of language missing	Needed [or "Required"] grade in some teaching subject missing			
															Teachers total	Women		Qualified as teacher in present position	Other teacher qualification	No teacher qualification
Language of instruction Finnish	393	126	32	388	99	2	1	-	-	4	-	-	1	1	3		
PRINCIPALS																	
03 Principal, upper secondary education for young people																	
04 Principal, shared by basic education and upper secondary school	296	83	28	291	98	2	1	-	3	-	-	-	-	1	3		
05 Principal, upper secondary education for adults	41	15	37	41	100	-	-	-	1	-	-	-	-	-	-		
06 Principal, other joint position	39	21	54	39	100	-	-	-	-	-	-	-	1	-	-		
PRINCIPALS	17	7	41	17	100	-	-	-	-	-	-	-	-	-	-		
Language of instruction Swedish	39	18	46	38	97	-	1	3	-	1	-	-	-	-	-		
PRINCIPALS																	
03 Principal, upper secondary education for young people	30	14	47	30	100	-	-	-	-	-	-	-	-	-	-		
04 Principal, shared by basic education and upper secondary school	6	3	50	5	83	-	1	17	-	1	-	-	-	-	-		
05 Principal, upper secondary education for adults	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
06 Principal, other joint position	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
Total	432	144	33	426	99	2	0	1	0	4	1	1	1	1	3		
PRINCIPALS																	
03 Principal, upper secondary education for young people	326	97	30	321	98	2	1	-	-	3	-	-	-	1	3		
04 Principal, shared by basic education and upper secondary school	47	18	38	46	98	-	-	1	2	1	-	-	-	-	-		
05 Principal, upper secondary education for adults	41	21	51	41	100	-	-	-	-	-	-	-	1	-	-		
06 Principal, other joint position	18	8	44	18	100	-	-	-	-	-	-	-	-	-	-		

Reference: Statistics Finland 2005



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