

ETUCE School Leadership Survey

School Leadership in Europe: issues, challenges and opportunities



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Enquête du CSEE sur la direction des établissements scolaires

Direction des établissements scolaires en Europe: questions, défis et opportunités

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ETUCE School Leadership Survey Report

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1. Introduction

School leaders play a vital role in the provision of quality education and in ensuring equity and equal educational opportunities for all learners. School leaders create conditions for effective teaching and learning in their institutions, they provide the necessary resources, they support and motivate their teachers and students. School leaders can help create and maintain a positive school climate and a culture of peace, tolerance, equity, inclusiveness, cooperation, hard work, order and discipline in their institutions for the benefit of the whole school community.

School leadership operates within diverse and dynamic education contexts. The roles of school leaders have continued to evolve in response to new challenges, including decentralisation and more demands for accountability. As countries are seeking to adapt their education systems to the needs of contemporary society the expectations of schools and school leaders have changed profoundly. Many countries have made schools more autonomous in their decision-making while centralising accountability requirements and demanding that schools adopt new research-based approaches to teaching and learning. The advent of the financial and economic crisis in 2008, affecting many countries in Europe, has seen many education and school budgets slashed, thus presenting new challenges to school leaders. Despite a strain on education and school budgets, school leaders and schools are expected to maintain optimal services and to “do more with less”.

2. What is school leadership?

Leadership may be viewed as a process whereby an individual (or group of individuals) influences a group of individuals to achieve a common goal. Thus, school leadership may be viewed as a process whereby school leaders influence teachers, other professionals, and students to achieve the goals of the schools.

The European Trade Union Committee for Education (ETUCE), the European Region of Education International (EI) takes a broader view of school leadership, encompassing, not only the head of the learning institution, but also other individuals with leadership roles. In many countries, school leaders would normally comprise the principal, deputy principal, departmental/subject heads, senior teachers and other staff entrusted with leadership responsibilities. ETUCE believes in distributed leadership, shared or collaborative leadership involving the whole pedagogical community. As already indicated above, school leadership is important as it helps to create a climate for effective teaching and learning. Through collaborative leadership, school principals can work with the whole pedagogical community to come up with a shared vision for the school, to set the school goals and to work towards their fulfilment.

The ETUCE is committed to addressing school leadership issues and to supporting school leaders in their quest to improve teaching and learning in their institutions, as well as their professional status and conditions of work. ETUCE established a European School Leadership Working Group in October 2010 in order to spearhead and guide its work on school leadership issues. The group, which met twice a year, worked closely with the EI network of school leaders at global level. The first outcome of the work of this group is the School Leadership Survey, whose results are presented in this report.

Furthermore, the ETUCE is a member of the European Policy Network on School Leadership. The Network, financed by the European Commission, is expected to operate between 2011 and 2013. It comprises

academies on school leadership, Ministries of Education and other educational policy and research agents with the overall aim to support ministries of education on school leadership policy articulation. ETUCE is engaged in the peer learning activities of the network, which focus on identifying and exchanging experiences on the critical factors pertaining to school leadership.

3. Objectives and the scope of the survey

The aim of this survey was to map out the school leadership situation in Europe, with a view to identifying examples of good practice and challenges faced by school leaders.

The specific objectives of the survey were:

- i) To investigate and analyse school leadership policy, including legislative frameworks, across Europe;
- ii) To map out common school leadership practices, emerging issues and latest developments in the field of school leadership;
- iii) To examine school leadership and related initiatives at European level and suggest how ETUCE could participate in these activities and maximize impact;
- iv) To investigate how school leaders are organised in each participating country; and,
- v) To identify and document the needs of school leaders and the challenges they face and propose a policy response to the identified needs.

The survey was limited to case studies in 11 countries, spread across Europe, namely, Germany, Finland, France, Hungary, Ireland, Italy, Latvia, Norway, Spain, Sweden, and United Kingdom.

4. European school leadership policy

ETUCE has been continuously following EU education policy on school leadership. The education policy of the European Union has just recently started to shift from a mainly student-based approach towards a comprehensive approach, where the significant role of teachers and school leaders is highlighted. The milestone in the process was the Joint Interim Report on the implementation of the Education & Training 2010 work programme (February 2006) entitled *Modernising Education and Training: A vital contribution to prosperity and Social cohesion in Europe*¹. It emphasised the need for more investment to strengthen the quality of school leadership. The

*Draft Conclusions of the Council and the Representatives of the Governments of the Member States, meeting within the Council, on efficiency and equity in education and training*² (2006/C 298/03) highlighted the need to improve the quality of school leadership.

The Education and Training (ET 2020) programme of the European Commission (adopted on 12 May 2009)³ aimed to improve further cooperation in education and training in the EU by raising the quality of continuing professional development of teachers and school leaders. Furthermore, the *Council conclusions on the professional development of teachers and school leaders*, adopted in 2009, recommended that Member States make participation in mobility programmes available for school leaders in order to improve their knowledge, skills and competences, as well as lighten their administrative workload. The Council

¹ http://eur-lex.europa.eu/LexUriServ/site/en/oj/2006/c_079/c_07920060401en00010019.pdf

² <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2006:298:0003:0006:EN:PDF>

³ Conclusions of the Council (February 2011), *The role of education and training in the implementation of the Europe 2020 Strategy*: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2011:070:0001:0003:EN:PDF>

conclusions indicate that school leaders have great impact on the quality of teaching and on the overall learning environment, including staff motivation, morale and performance, teaching practices, and the attitudes and aspirations of pupils and parents alike. Moreover, the Education Council highlighted that there is a need to ensure that school leaders have sufficient opportunities to develop and maintain effective leadership skills. ETUCE in its statement⁴ on the Council conclusions called for the Ministers of the EU to further invest in education, raise the salary of the school staff, and improve their working conditions.

At the same time, the EU believes that one of the means of raising the quality of education and creating a lifelong learning environment in schools is demolishing the traditional barriers between the various actors in the school system. This revolutionary idea of the European Commission will possibly gradually contribute to the democratization of schools and to a change in the role of school leaders. On the other hand, when it comes to integration of socially and economically disadvantaged immigrant or Roma students in the school system, the European Union policy papers fail to address the essential role of school leaders in promoting an inclusive school atmosphere. This was the case for instance in the Council of the EU Discussion Paper: *Prevention policies to combat early school leaving aimed at children with socio-economically disadvantaged backgrounds, including Roma*⁵ and in the *Communication of the Commission: European Agenda for the Integration of Third-Country Nationals*⁶. Thus, ETUCE invited the Education Ministers of the EU in its statement entitled *Education as a tool in the Roma inclusion policies*⁷ to consider all actors in the school system equally in integrating socio-economically disadvantaged and migrant pupils.

5. Background study: School leadership in Europe

Several studies have been conducted on school leadership and its impact on educational quality and equity. With evidence from 23 countries, recent OECD-research⁸ in the field of education suggests that school leadership plays an important role in modernising education systems in order to meet the challenges in the education sector of the 21st century. In a European Union context, effective school leadership that creates good learning environments, along with quality teaching staff, are considered the most important in-school factors that determine general performance of pupils and their educational achievements. These are among the conclusions in the draft 2010 joint progress report of the Council and the Commission entitled *Key competences for a changing world*⁹.

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http://etuce.homestead.com/Statements/2009/ETUCE_statement_Draft_Council_Conclusions_professional_development_teachers_Nov2009_EN.pdf

⁵ <http://register.consilium.europa.eu/pdf/en/11/st09/st09043.en11.pdf>

⁶ http://ec.europa.eu/home-affairs/news/intro/docs/110720/1_EN_ACT_part1_v10.pdf

⁷ *Education as a tool in the Roma inclusion policies. ETUCE Statement for the Education Council meeting (20 May 2011)*: http://etuce.homestead.com/Statements/2011/ETUCE_Statement-Education_for_Roma_inclusion_eng.pdf

⁸ OECD (2008), *Improving School Leadership - Volume 1: Policy and Practice, Volume 2: Case Studies on System Leadership* http://www.oecd.org/document/18/0,3746,en_2649_37455_41165970_1_1_1_37455,00.html

⁹ European Commission (2009), *Key competences for a changing world. Draft 2010 joint progress report of the Council and the Commission on the implementation of the "Education & Training 2010 work programme*: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0640:FIN:EN:PDF>

This background research on the situation of school leadership across Europe is based on data collected from recent, extensive surveys and reports at the European¹⁰ and national level¹¹ in the surveyed countries. However, school leadership is facing enormous challenges, and these challenges apply to most European countries, not least the 11 specific countries, which feature in the ETUCE School Leadership Survey.

Examples of common challenges that the school leadership profession across Europe faces include¹²:

- Heavy workload;
- Salary disproportionate to workload;
- Responsibilities *vaguely* defined and delimited;
- Lack of continuous professional development (CPD) of school leaders;
- Ageing school leaders, nearing retirement;
- Loss of professional leadership experience due to low gradual transition;
- Gender imbalance of school leaders in (pre-) primary, secondary and higher education;
- Unclear, and highly varying, recruitment procedures;
- Low attractiveness of the school leader profession; and
- Decreasing number of qualified candidates, who apply for school leadership positions.

The above mentioned challenges come, on the one hand, from rising expectations of schools in the 21st century, and on the other hand, from significant changes in the nature of the work of school leaders. Hence, expectations towards school leaders have changed likewise¹³. OECD pinpoints to the fact, among other examples of this development, that *“many governments give school leadership more responsibility for implementing and managing significantly more demanding education programmes’ [...] the standards to which schools must perform and the accountability required of management raise expectations regarding school leadership to an unprecedented level”*.¹⁴ It is evident from the above description of challenges that there is much room, and valid arguments, for improvement in the area of school leadership in order to meet the new challenges in a more sustainable way.

Before we turn to the findings of the *ETUCE School Leadership survey*, it is worth having an overview of the current situation of school leadership across Europe in the areas of recruitment of school leaders, their professional development, their working conditions, leadership styles, and equality issues.

5.1 Recruitment of school leaders

Recent research shows that recruitment procedures are often unclear and sometimes even informal, as has been the case, for instance, in smaller municipalities or in rural areas in Hungary. Nevertheless, this is only

¹⁰ OECD (2009), *Creating Effective Teaching and Learning Environments, First Results from TALIS*:

http://www.oecd.org/document/54/0,3746,en_2649_39263231_42980662_1_1_1_1,00.html

; OECD (2008), *Improving School Leadership - Volume 1: Policy and Practice, Volume 2: Case Studies on System Leadership* http://www.oecd.org/document/18/0,3746,en_2649_37455_41165970_1_1_1_1_37455,00.html

¹¹ OECD (2007), *Improving School Leadership in Hungary*: <http://www.oecd.org/dataoecd/17/40/38613776.pdf>; OECD (2007), *School leadership for systemic improvement in Finland. A case study report for the OECD activity. Improving school leadership*: <http://www.oecd.org/dataoecd/43/17/39928629.pdf>

¹² OECD (2008a, page 9; 2009, page 191)

¹³ OECD (2009, page 191)

¹⁴ *Ibid.*

one of the issues that hinder effective recruitment of qualified school leaders. Most European countries also struggle with attracting sufficient numbers of qualified applicants. Country background reports from the OECD show that there are fewer than two applicants per vacant position for school leadership in some cases. According to OECD studies¹⁵, several factors discourage potential candidates from applying. This can be negative image attached to the school leader profession, mostly related to bad working conditions¹⁶.

However, there are exceptions to the general trend. In Sweden, for instance, the good supply of applicants for school leadership positions makes it possible to find well-qualified school leaders.

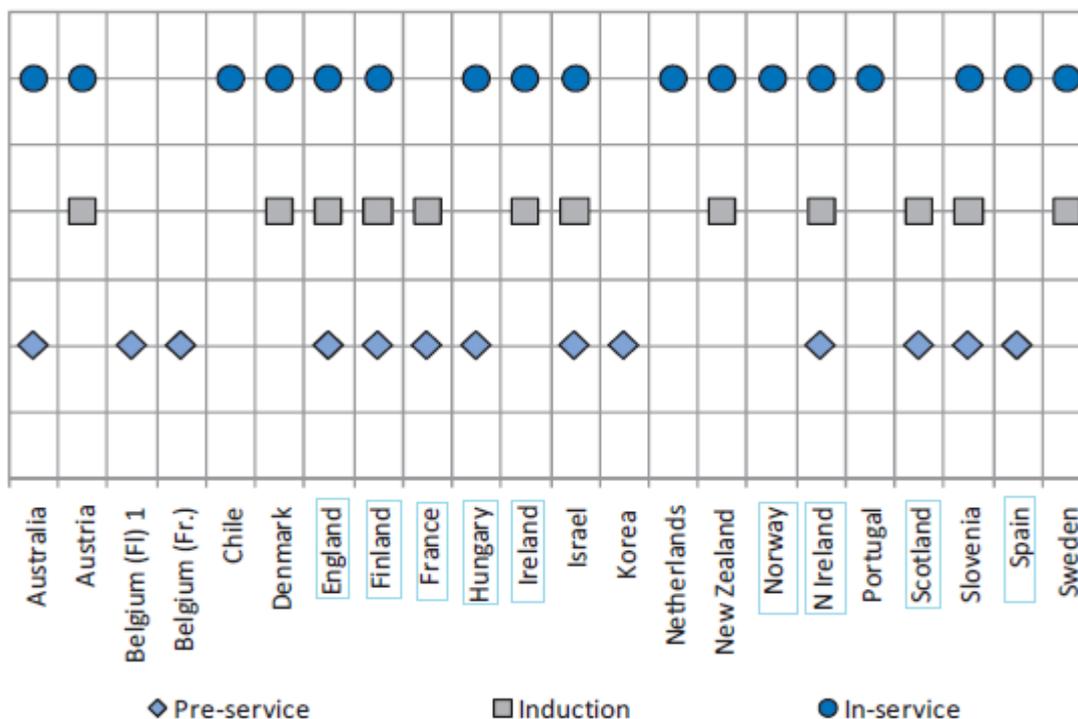
5.2 Professional development of school leaders

Leadership qualification and experience are essential for the successful management of schools; therefore EU policy on education encourages Member States to make continuous professional development (CPD) and leadership training more frequently and broadly available to school leaders, and teachers who aspire to school leadership positions¹⁷. In the figure below, it is evident that provision of different kinds of professional development of school leaders is inconsistent in the surveyed countries. The geometrical shapes in the graph show the types of training that exist in OECD countries. The framed countries are also those participating in the ETUCE School Leadership Survey. Most surveyed countries provide school leaders with pre-service training, induction and in-service training, whereas others provide only pre-service or in-service training.

¹⁵ OECD (2008), *Improving School Leadership - Volume 1: Policy and Practice, Volume 2: Case Studies on System Leadership*: http://www.oecd.org/document/18/0,3746,en_2649_37455_41165970_1_1_1_37455,00.html

¹⁶ Ibid. see sub-section on 'Working conditions'

¹⁷ Council of the European Union (2009), *Council conclusions on the professional development of teachers and school leaders*: <http://register.consilium.europa.eu/pdf/en/09/st15/st15098.en09.pdf>



Source: OECD (2008): *Improving School Leadership, Volume 1 - Policy and Practice*, page 111

Furthermore, in most cases, school leadership training is only optional rather than mandatory, and the length of professional development varies significantly between countries. This results in the fact that only about half of school leaders participate in them, according to OECD.

In the *Council conclusions on the professional development of teachers and school leaders*¹⁸ the Education Ministers from the European Union agree that education and development of teachers and school leaders should be a continuum, like the spirit of the lifelong learning principle. Hence, pre-service training, induction and in-service training should be the norm rather than the exception. Finland proves an example of good practice regarding professional development of school leaders: continuous professional development is an integrated part of the school leadership profession, and there are aspirations to make leadership preparation a fundamental and fixed part of the school leader profession.

5.3 Working conditions and the attractiveness of the school leadership profession

Heavy workload, disproportionate salaries, and lack of sufficient preparation and training seem to be the most prevalent concerns regarding the working conditions of school leaders. This has led to an increasing unattractiveness of the school leadership position, thus making it difficult to attract sufficient candidates to fill advertised posts. The situation is expected to deteriorate further as a result of the great number of school leaders expected to retire in the coming years.

¹⁸ *ibid.*

As regards the workload of school leaders, recent OECD findings suggest that school leaders are facing increasing areas of responsibility without being given the necessary means to fulfil the new set of roles and functions that include additional responsibility for financial and human resources, public relations and quality management. Due to the workload and new areas of responsibility, more traditional functions of a school leader, such as leadership for learning, may not be much prioritised. The overburdened role not only hinders instructional leadership, but also causes stress and affects work-life balance because of long working hours.

Salary levels, supplemented by the award of possible additional allowances or financial benefits, and good working conditions may be two of the major incentives that ensure high motivation of teachers and make the teaching profession more attractive.¹⁹

When comparing the salaries of school leaders with other private and public sector positions with similar areas of responsibility, it is evident that salaries of school leaders generally lag behind. In many European countries, future career prospects and especially the workload/salary ratio discourage many qualified candidates from applying for school leadership positions. Potential candidates are discouraged particularly by the lack of appropriate financial and other incentives when advancing from a school teacher to a school leader position.

Looking at working conditions from another perspective, background research shows that salaries and employment conditions are negotiated quite differently across Europe. In Central and South European countries “employment conditions” are to a greater extent defined by bilateral agreements between the relevant government authority and teacher/principal unions. For instance in the Nordic countries, they are defined at the local level²⁰.

Some examples of good practice in working conditions of school leaders were identified in Hungary and in the United Kingdom. Here cooperation and empowerment for staff within school, and distributed leadership is increasingly practised to meet the above mentioned challenges.

5.4 Leadership styles

Together with increased demands of administrative functions, school leaders are also expected to meet modern educational needs, which presuppose emphasis and priority to instructional and learning leadership. In a TALIS (2009) publication entitled *Creating effective Teaching and Learning Environments*²¹, two styles of leadership in school are identified. One is *instructional leadership*, which focuses on managing short-term as well as long-term goals of the schools, and to engage in instructional and supervision activities so as to enhance the quality of teaching in classrooms. The second is *administrative leadership*, which focuses mostly on bureaucratic management. The TALIS findings suggest that instructional leadership

¹⁹

Eurydice (2011), *Teachers' and School Heads' Salaries and Allowances in Europe, 2009/10*:
<http://eacea.ec.europa.eu/education/eurydice/documents/tools/salaries.pdf>

²⁰ OECD (2008:176)

²¹ OECD (2009), *Creating Effective Teaching and Learning Environments, First Results from TALIS*:
http://www.oecd.org/document/54/0,3746,en_2649_39263231_42980662_1_1_1_1,00.html

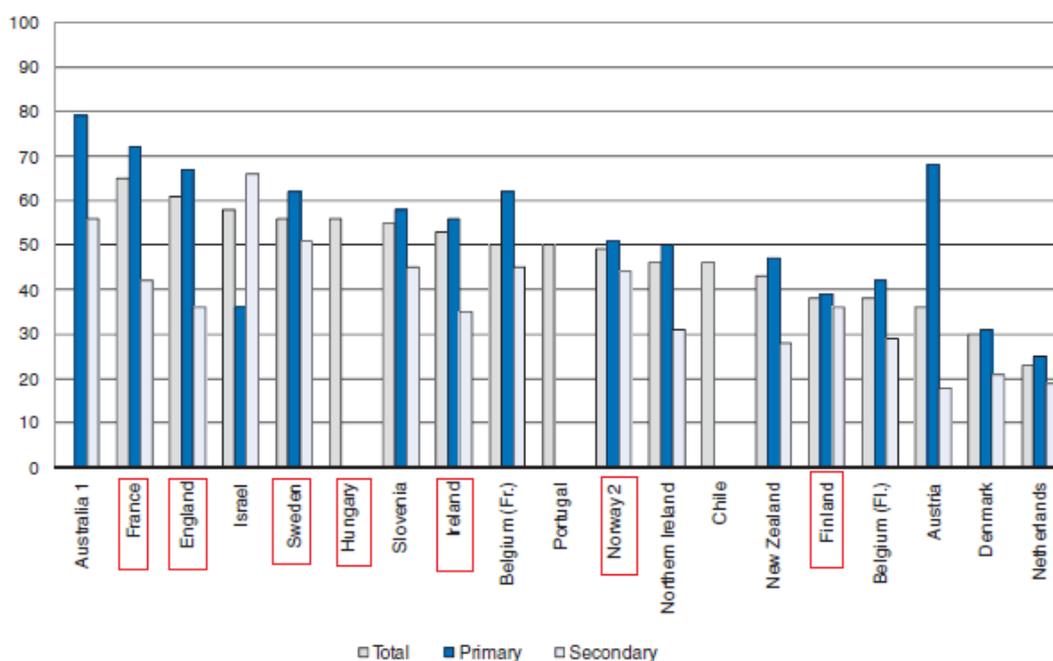
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cultivates a greater degree of collaboration among teachers and better teacher-student relations²². Therefore, it is important to ensure that school leaders give sufficient attention to instructional leadership and that they are given the necessary means to support teaching and learning.

5.5 Equality issues

Gender imbalances in the recruitment of school leaders continue to exist in a number of OECD and European countries. Generally, men occupy most school leadership positions although women constitute the majority of teachers. According to the OECD, it is also striking that female school leaders are generally in the majority in early childhood education and primary school level, whereas male school leaders tend to be in the majority in secondary and higher education.

Percentage of female principals, 2006/07, public schools



Source: OECD (2009) *Improving School Leadership: Vol 1*, page 30

The above OECD figure (*Percentage of female school leaders in public schools, 2006/7*) shows the proportion of female school leaders represented at primary and secondary school levels. As in the previous graph, the countries participating in the ETUCE survey are framed in red. From the graph, it is evident that Norway is a very good performer in gender balanced distribution of school leaders at both primary and secondary school levels. In Finland and France, respectively female school leaders represent either the minority of school leaders or the overwhelming majority of school leaders at both levels of the education sector.

²² OECD (2009), *Creating Effective Teaching and Learning Environments*, p.203, figure 6.3

5.6 Concluding background study

After extensive research and data gathering, it is evident that surveys and reports shedding light upon school leadership issues exist, both in international organisations as well as in relevant national ministries, with clear policy recommendations.

The OECD has made four overall suggestions in guidelines for the improvement of school leadership across its member countries. These are 1) to define and redefine school leadership responsibilities, 2) to distribute school leadership to match clearly defined responsibilities, 3) promote initial and in-service leadership training in order to cover changing needs and contexts, and 4) make school leadership an attractive profession through professional recruitment, appropriate salary that matches workload and responsibilities, and provide options for career development²³.

In the *ETUCE School Leadership Survey* we examine and highlight the issues above from a more current and trade union perspective. The survey maps out school leadership policy and practice in selected countries, from early childhood education to upper secondary education school level. The survey analyses how school leaders are recruited, with what kind of personal and professional competences, and their styles of leadership.

The *ETUCE School Leadership Survey* also looks at how school leaders in Europe are organised in trade unions and how their interests are taken into account by analysing national and trade union policies on school leadership, for instance in professional development.

Finally, the *ETUCE School Leadership Survey* also analyses general working conditions, such as workload, working hours, work-life balance, salary and how school level, school size and school type affect them.

6. Main issues and trends emerging from the survey

Previous studies on school leadership, examined in the first part of this report, have pointed to numerous challenges, which the school leadership profession faces now and in the near future, and that call for solutions through policy and practice. This study seeks to highlight current trends, developments and challenges in school leadership from a trade union perspective and to come up with appropriate policy responses. In the eleven countries, selected on the basis of geographical balance, school leaders across Europe seem to be professionally well-organised and unionised. They are represented in teachers' trade unions as well as affiliated trade unions representing the specific professional interests of school leaders. 95% of teachers' trade unions also represent school leader members who account for approximately 5% of the union membership. In half of the cases, however, school leader members belong to an affiliated or integrated trade union that specifically represents the interests of school leaders.

Teachers' trade unions generally view the participation and representation of school leaders as an advantage as it allows teachers and school leaders to speak with one voice in relation to the education system. Well over 80% of the teachers' trade unions have undertaken activities on school leadership and have an established school leadership policy that advocates for their professional development and support structures so as to address their workload.

²³ OECD (2008a, pages 64, 93, 136, 180)

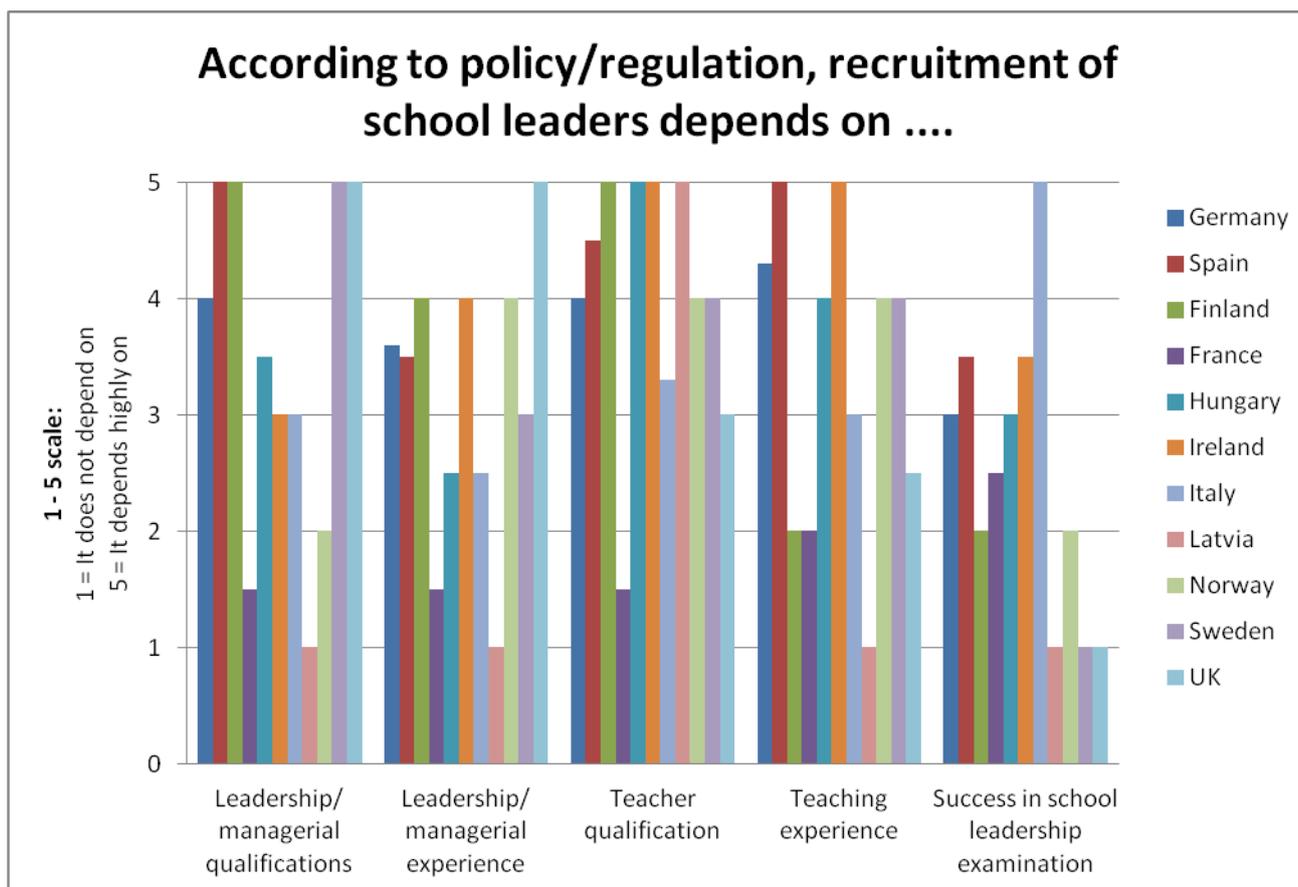
From the total of 22 responses received from ETUCE member organisations from 11 countries, the majority answered on behalf of primary to lower and upper secondary education. Initially this implies that trends and developments in the areas of school leadership are perceived the same, whereas the desk study indicated differences, especially on equality issues. Differences between school levels will, however, be pointed out whenever possible throughout the ETUCE study.

The results of the survey are presented on the basis of the following specific themes: 1) the preparation and recruitment of school leaders, 2) their professional development, 3) working conditions and the attractiveness of the school leadership profession, 4) equality issues, 5) leadership trends, and finally 6) national policies on school leadership and reforms that will link to the final section: study findings by country. Here, school leadership policy and practice in each country, including key challenges, good practice and national developments are highlighted.

6.1. Preparation and recruitment of school leaders

National policies and regulations governing the recruitment of school leaders

The recruitment procedures for school leaders vary from country to country and are dependent on national policies and regulations. National policies on recruitment, in the selected countries, do seem to prioritise teaching qualifications along with leadership and managerial qualifications. Therefore, combining the two are essential qualifications for school leaders. Firstly, a leadership qualification provides school leaders with the necessary tools to steer the school towards its aims. Secondly, the teaching qualification and experience ensure that a school leader has a solid foundation in, and knowledge of, the school system and pedagogy.



Most countries have no formal or mandatory requirements regarding leadership experience. Only 3 of 22 trade unions (in Germany and Spain, respectively) report about 5 to 7 years of “leadership experience” requirement. The majority of school leaders are appointed on the basis of teacher qualifications and teaching experience, and to a lesser extent on the basis of leadership qualifications and success in examinations.

When it comes to teaching experience, most countries do have formal requirements stipulating at least 5 years of teaching experience before eventual advancement to a school leader position. The Nordic countries (**Finland, Norway** and **Sweden**) seem to be an exception here where trade unions have indicated that there are no minimum years of teaching experience required for school leaders.

France and **Sweden** seem to have different approaches regarding the recruitment of leaders. In the former, experience in national education is no longer a prerequisite for recruitment, as a result of the function of a school leader. The function of a school leader here is increasingly perceived as administrative manager, without taking into account pedagogical specificities of the school. In the latter, recruitment of school leaders depends solely on relevant education, qualifications, working experience and finally on the job interview.

In the **United Kingdom(E)** and in **Ireland** neither teaching nor leadership experience is formally required; however, they are valued in the recruitment process. Leadership qualification gained through the ‘National Professional Qualification for Headship²⁴’ is required in the UK (England). On the assumption that leadership skills are transferable skills, successful leaders and managers from the private sector have been

²⁴ Requirement introduced in 2009. The National Professional Qualification for Headship involves written assignments and practical activities at one’s own and other schools, whereas qualified teacher status is not a requirement.

encouraged by the government, to become school heads. However according to the National Union of Teachers in the United Kingdom (NUT-UK), this has not widely been taken up in the education system as school leaders with 'teaching experience' seem to be preferred.

According to the Association of Secondary Teachers in Ireland, (ASTI) , regardless of the national regulation on recruitment of school leaders in **Ireland**²⁵, an important dimension of the recruitment process is the potential candidate's experience and involvement in school development, planning and demonstrated wide teaching experience. Criteria for appointment, in more detail, are drawn up by the Board of Management, which reflects the preferences of the Board for particular mixes of experience, qualifications, personal and professional skills.

When it comes to **Germany**, where a wide degree of regional autonomy in several policy areas applies and in education policy in particular, regulation on recruitment of school leaders and their professional preparation differs in the Länder. A more common thread in school leadership regulation in Germany is that the first two years of school leadership appointment are on probation before the school leadership position is offered as a lifetime position along with an increase in salary.

Approximately 70% of the ETUCE member organisations, which participated in this survey, report that school leaders in their country need special training before they can be recruited. The special training can vary from preparatory courses, initial training, to continuous professional development or other forms of specialised training after appointment. However, in most cases, school leadership training is not mandatory. In those countries where leadership training before recruitment is not mandatory, for example in the England, a Leadership Development Programme is offered to the newly appointed school leaders.

In **Italy, Sweden, Spain** and the **UK**, leadership education is mandatory either before or after recruitment, varying from a mandatory preparatory course to one-year leadership programme. Hence, in one way or another, leadership qualification is essential for the recruitment of potential candidates according to national policy and regulations.

Requirement for qualifications and working experience

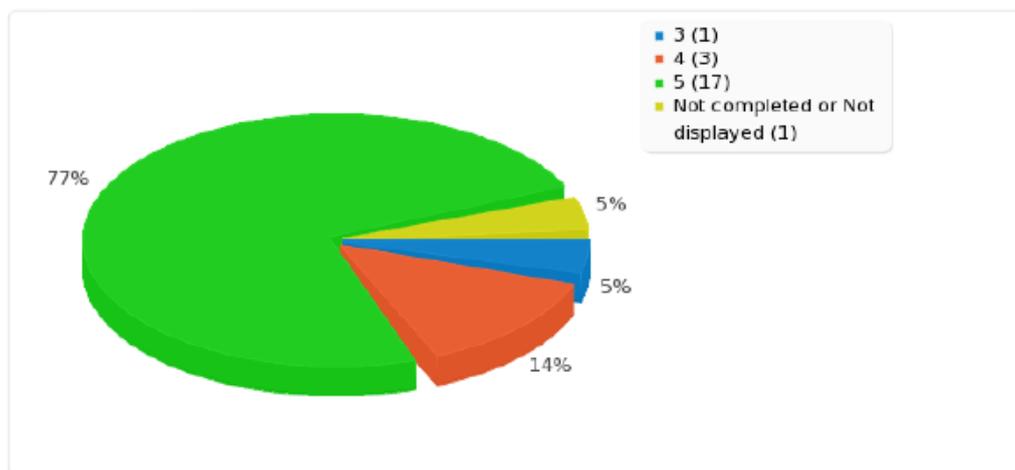
Even though national regulations in most countries also stipulate criteria on teaching qualification and experience, teachers' trade unions do seem to stress particularly the importance of teaching qualifications and experience *vis à vis* leadership qualifications. Around 80% of teachers' trade unions in the surveyed countries respond that teaching qualification and teaching experience for school leaders are '*Very essential*' in their opinion.

²⁵ No minimum years of teaching experience, leadership experience specified in regulations. All eligible candidates for principalship must be qualified teachers. (Association of Secondary Teachers in Ireland, ASTI)

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In your union's opinion, how essential is it for school leaders to have a **teaching qualification**?

1 means 'Not essential at all' - 5 means 'Very essential'



Source: Survey data provided by teachers' trade unions

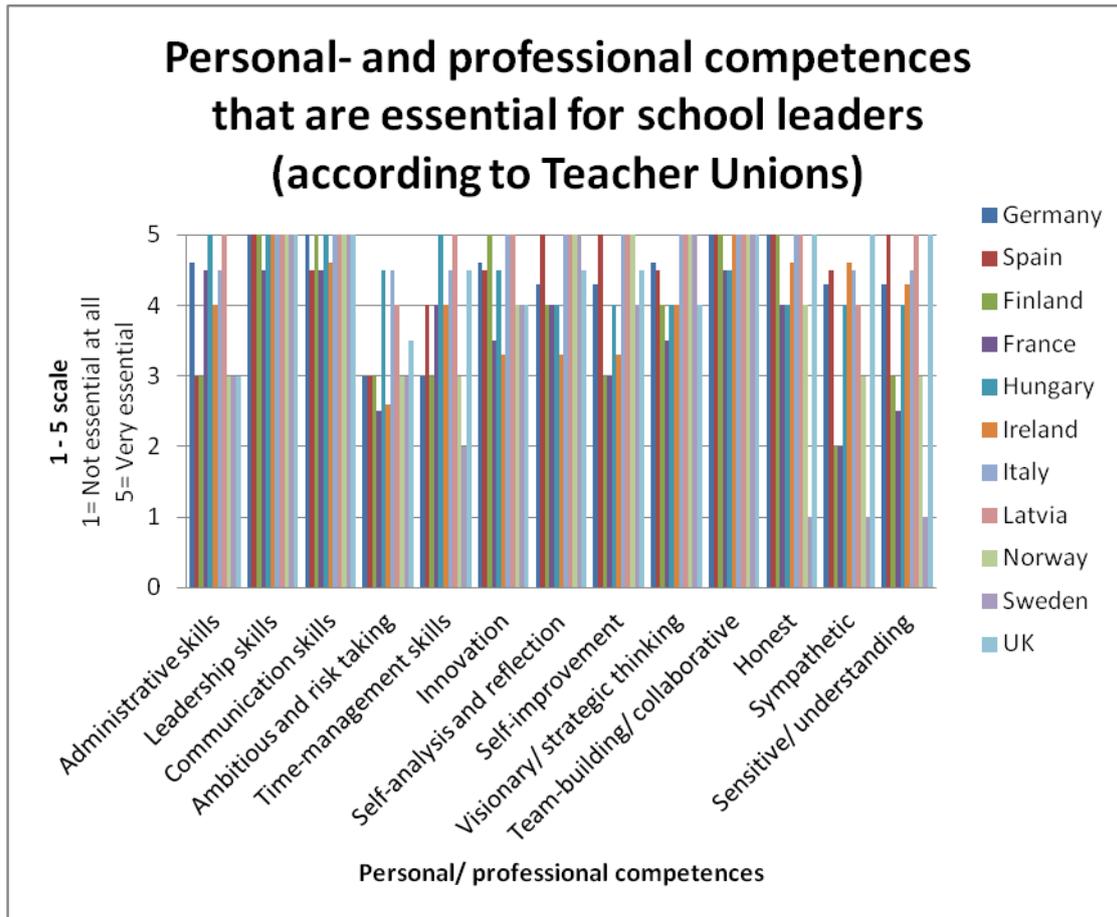
The exact same figure appears when teachers' trade unions are asked about the importance for school leaders to have teaching experience.

The arguments for the importance of teaching qualification and experience for school leaders are many. First of all, with teaching qualification and experience school leaders have a profound insight into the dynamics of the school, i.e. about the people who are involved in it on a daily basis, and the complexity of the teaching and learning process. Having this knowledge, which is most often gained by teaching qualification and experience, enables the school leader to ensure that learning is grounded in current practice. It allows the school leader to understand and relate to the work of teachers. Furthermore, their familiarity with curriculum and pedagogy can contribute to *instructional leadership* of the school.

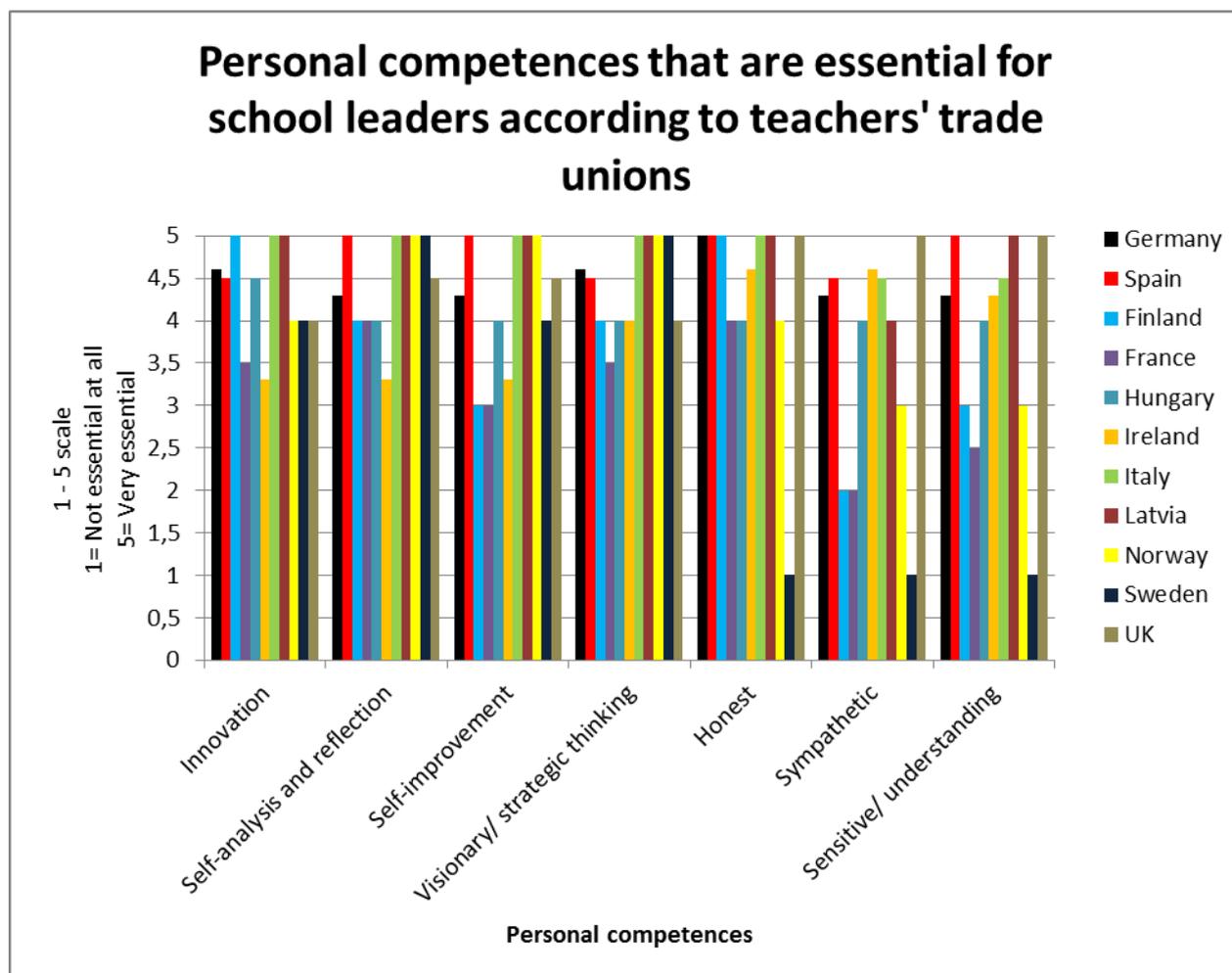
Instructional leadership focuses on managing short-term as well as long-term goals of a school, and engages in instructional and supervisory activities in order to enhance the quality of teaching in classrooms. OECD (TALIS 2009) findings suggest that instructional leadership cultivates a greater degree of collaboration among teachers and better teacher-student relations.

Personal and professional competences

Looking outside the framework of national policy and regulations, the ETUCE asked its member organisations to indicate what personal and professional competences they find essential for school leaders to possess. Teachers' trade unions consider thirteen personal and professional competences important, as indicated in the graph below.

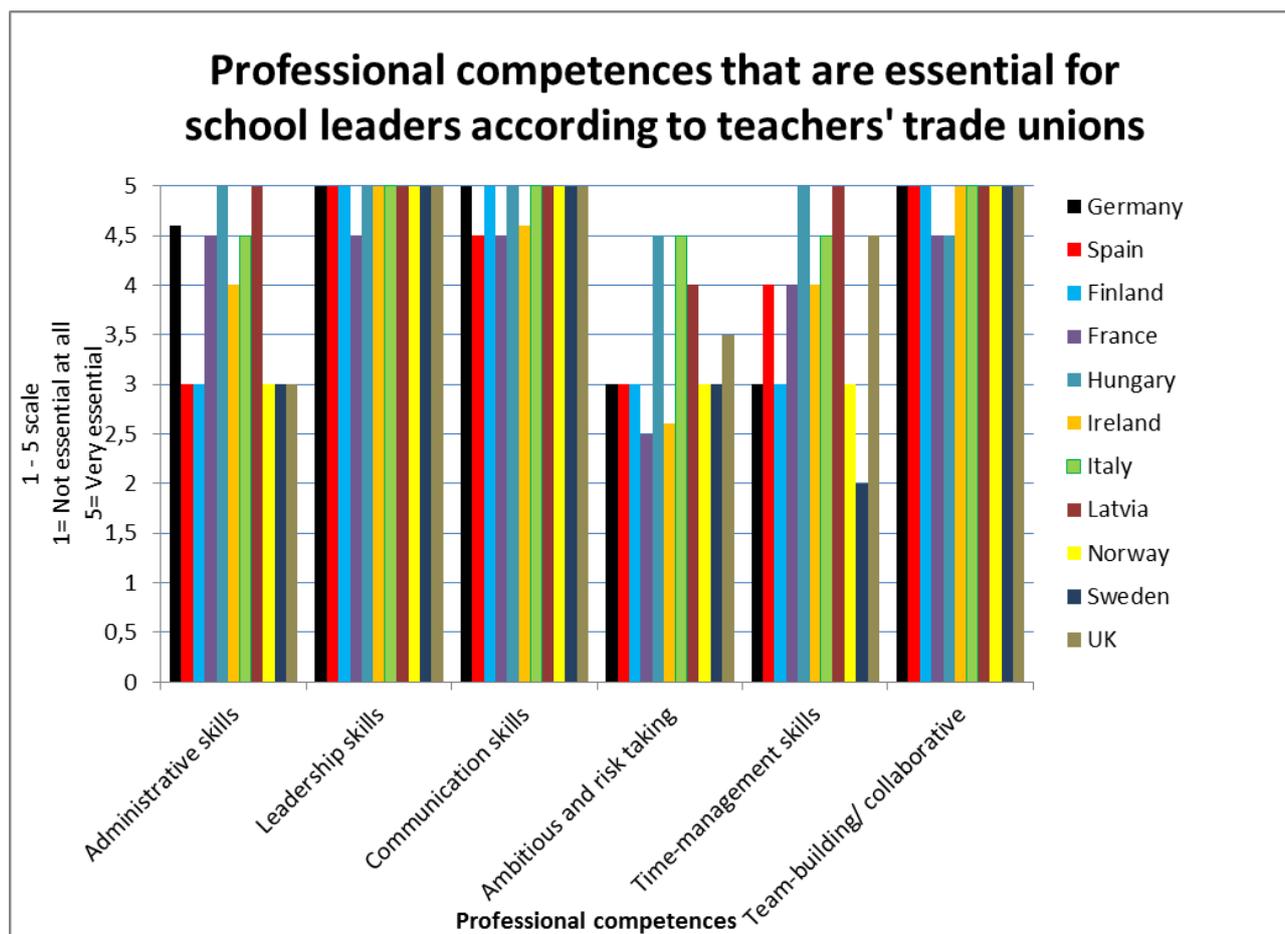


From the graph above, it is evident that teachers’ trade unions across the 11 survey countries have prioritised five specific competences, which are predominant in a professional character. These include leadership skills and communication skills, being visionary and strategic thinking, being able to promote team building and collaboration, and finally having self-improvement as a principle.



Few teachers' trade unions have elaborated on their answers. In an ideal world school leaders would master all the competences listed in the figure above, but according to the experiences of some teachers' trade unions, communication skills and teambuilding are becoming increasingly critical *'as schools are directed by legislation and policy to move to models of continuous self-evaluation and self-improvement'*²⁶.

²⁶ ASTI, Ireland



Teachers' trade unions also mention attributes such as interpersonal skills, pedagogical competences, having an "education project", and finally loving teaching and the school as essential for the recruitment of qualified candidates.

Assessment of national policy and regulations

The preparation and recruitment of school leaders is subject to different national policy and regulations across the surveyed countries. In Germany, variations in policy and regulations also exist across the regions, for instance on the requirement of minimum years leadership and/or teaching experience.

According to the survey findings, teachers' trade unions do widely agree with national policies and regulations regarding the preparation and recruitment of school leaders. Respectively, 55% of the teachers' trade unions agree and 36% of them of partially agree with regulations governing the recruitment of school leaders. 5% of the surveyed teachers' trade unions do not agree with national regulations governing school leader recruitment, and the remaining 4 % have not taken a stance on the question.

Taking a closer look at the answers of the surveyed teachers' trade unions, a more nuanced picture is provided. Even if most teachers' trade unions agree with the national regulation, they also have the following concerns. In **Italy** regulations changed three times within a short period of time. Although in broad terms teachers' trade unions in the **UK** are supportive of the general framework within which school leaders are recruited, they are concerned about the direction of much current government policy in the areas of school leader recruitment, for instance, in relation to the "National Professional Qualification for

Headship” which is considered as another hurdle for prospective candidates. As a result, far fewer teachers want to become school leaders. Hence, it is implied that the recruitment process should be made easier to attract good candidates, rather than harder. Teachers’ trade unions do however continue to press for, what they consider improvement in national policy and regulations. Well over a third of the surveyed teachers’ trade unions have already acted or planned to change the policy and regulations on recruitment.

In **Sweden**, Lärarförbundet is very content about the fact that leadership education is mandatory for school leaders in primary to upper secondary education, but regrets that it is only optional for Early Childhood Education (ECE) leaders and assistant school leaders. Although **Norwegian** teachers’ trade unions partially agree with national regulations, they regret the latest revision of the regulation from 2004 that removed the requirement of a teaching qualification and three years working experience for prospective school leaders. The same concern is shared by French teachers’ trade unions who fear a development of school leaders becoming solely “managers” without deep knowledge of the specificities of a school.

Finally, in **Finland** and **Ireland**, the respective teachers’ trade unions have been closely involved by government in establishing recruitment procedures as part of the collective bargaining process. Hence, teachers’ trade unions agree with national policy and regulations regarding school leader recruitment.

6.2. Professional development of school leaders

The professional development of school leaders is deemed essential for their successful management of the school. This is confirmed by teachers’ trade unions that see the importance and necessity of professional development and the initial or continuous professional development, because these equip the school leader with necessary tools to successfully manage the school in all aspects.

At the 6th Education International World Congress in July 2011 an Education Policy Paper was adopted, entitled *Building the Future through Quality Education*²⁷, which put forward clear priorities in the area of school leadership “*Education International recognises the key role which professional leadership plays in contributing to quality education. The professional leader is important for the enhancement of teachers’ professional autonomy and professional development. Pedagogical leadership requires high-level qualifications, including teacher education qualifications. **Those in leadership positions in schools and other educational institutions must receive the support and specific training, which their demanding role requires. Those responsible for the leadership of other teachers should be engaged regularly in those activities that promote effective teaching and learning in the classroom. They should also be provided with the appropriate support and resources which are required to carry out their duties effectively.***”²⁸

Because school leaders are subject to new requirements and expectations and because many schools across Europe are becoming more diverse both ethnically and socially²⁹, the actual need for continuous professional development is underlined once more. This was recognised by the Council meeting of Education ministers from EU Member States in 2009, stressing that: “*It is of key importance to ensure that*

²⁷ http://www.ei-ie.org/en/news/news_details/1929

²⁸ *Ibid.*

²⁹ This development is both confirmed in background studies (OECD) and by the ETUCE survey.

school leaders have, or are able to develop, the capacities and qualities needed to assume the increasing number of tasks with which they are confronted.”³⁰

The responses received from teachers’ trade unions also confirm that tasks of school leaders are influenced by type and size of school and not least, by school surroundings or neighbourhood. They all add up to the diversity of schools and the challenges of their management in general. It may affect what type of leadership a school leader exercises and, finally, his or her daily tasks.

Below 70% of teachers’ trade unions report that there are professional development and support programmes for school leaders in their country, whereas approximately 20% report that there are none.

Where development and support programmes exist, they vary in content, form and duration. In **Finland**, school leaders are offered a variety of professional development programmes and support ranging from “leadership of school” to “use of ICT” in their daily tasks. In **Hungary**, school leaders are offered up to two years of university courses. School leaders in **Ireland** are offered professional development and support, for both new and experienced leaders, through a state funded training initiative, Leadership Development for Schools. The Irish teachers’ trade unions are closely involved in providing a range of courses, and advice and guidance for school leaders.

6.3. Working conditions of school leaders

The background study showed that European school leaders face various challenges directly related to their role as a school leader. Most of these concern average weekly working hours and workload of school leaders in general.

The ETUCE study looks at the issue of working conditions from a more holistic perspective. This includes working conditions in relation to working hours, vis-à-vis workload of school leaders. The aim is to provide a current perspective on the matter, and to see if general working conditions interfere with private life. In relation to the weekly working hours, the analysis also draws on the working time directive³¹ and a very recent Eurofound publication on working time developments³² that shows a general trend towards longer hours of working time in practice than indicated through collective agreements.

Furthermore, in relation to working conditions of school leaders, the study goes deeper and analyses what type of tasks school leaders are to perform according to national policy and regulation, and what type of tasks school leaders are typically involved in, in practice. Our intention is to map out whether working conditions give room for the most essential tasks of school leaders, as defined by Ministers of Education in EU Member States in 2009: “...Equally important is ensuring that school leaders are not overburdened with

³⁰ Council of the European Union (2009), *Council conclusions on the professional development of teachers and school leaders*: <http://register.consilium.europa.eu/pdf/en/09/st15/st15098.en09.pdf>

³¹ Directive 2003/88/EC, concerning certain aspects of the organisation of working time: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003L0088:EN:HTML>

³² European Foundation for the Improvement of Living and Working Conditions (2010), *Working time developments – 2010*: <http://www.eurofound.europa.eu/docs/eiro/tn1106010s/tn1106010s.pdf>

*administrative tasks and concentrate on essential matters, such as the quality of learning, the curriculum, pedagogical issues and staff performance, motivation and development.*³³

Another perspective on the analysis of tasks of school leaders explores the opinion of teachers' trade unions in relation to the tasks of school leaders. This is to get an overview whether school leaders think they do what they are supposed to.

Finally, the working conditions issues are taken up in relation to salaries of school leaders. According to the respondents, overtime and other extra efforts of school leaders are not always rewarded proportionately. This analysis also draws on perspectives from another very recent Eurydice publication on salaries of teachers and school leaders in Europe³⁴.

Working hours

The Working Time Directive of the European Union (2003)³⁵, which applies to all sectors of activity – private and public – stipulates that maximum weekly working time (including overtime) must not exceed 48 hours within a seven-day period³⁶, regardless of collectively agreed working time (excluding overtime) at national level.

From this study, the official average number of weekly working hours of school leaders range from 35 hours (in **Ireland**) to 42 hours (in **Germany**). In the majority group of countries the weekly working hours are set at 40³⁷. The recent Eurofound figures (based on Eurostat) on average collectively agreed normal weekly hours in local government³⁸ show the same trend, although maximum weekly working hours are set at 40.

It is rather evident from the survey findings below, that the official working hours of school leaders vary significantly across surveyed countries, averaging 39 hours per week. In comparison with Eurofound figures on weekly working hours, the same applies for other core private and public sectors, such as the metalworking sector, banking sector and local government, according to an analysis of working time developments by Eurofound.

³³ Council of the European Union (2009), *Council conclusions on the professional development of teachers and school leaders*: <http://register.consilium.europa.eu/pdf/en/09/st15/st15098.en09.pdf>

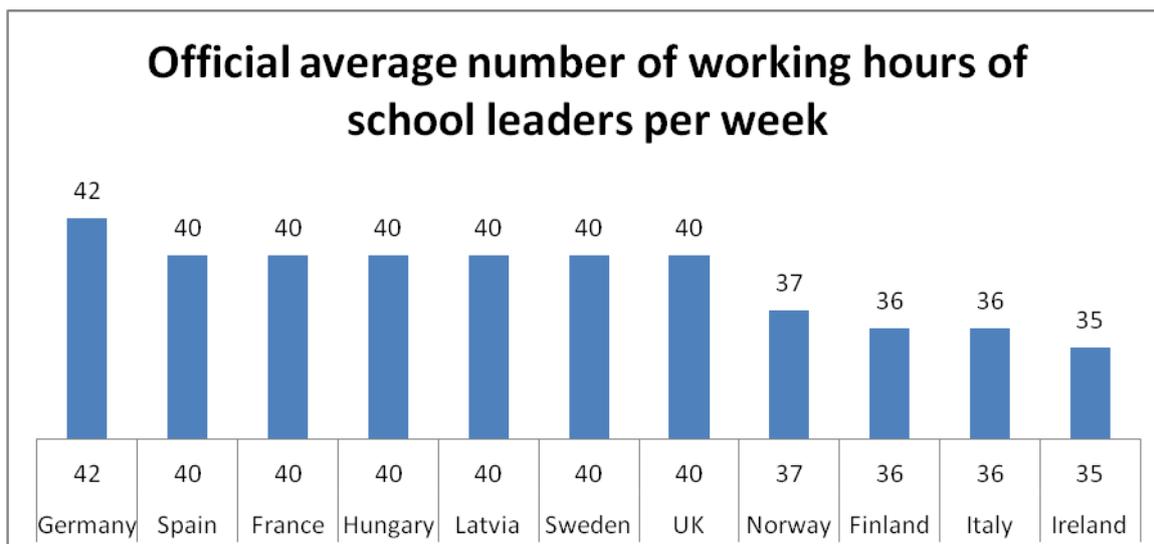
³⁴ Eurydice (2011), *Teachers' and School Heads' Salaries and Allowances in Europe, 2009/10*: <http://eacea.ec.europa.eu/education/eurydice/documents/tools/salaries.pdf>

³⁵ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003L0088:EN:HTML>

³⁶ Article 6(b), Directive 2003/88/EC

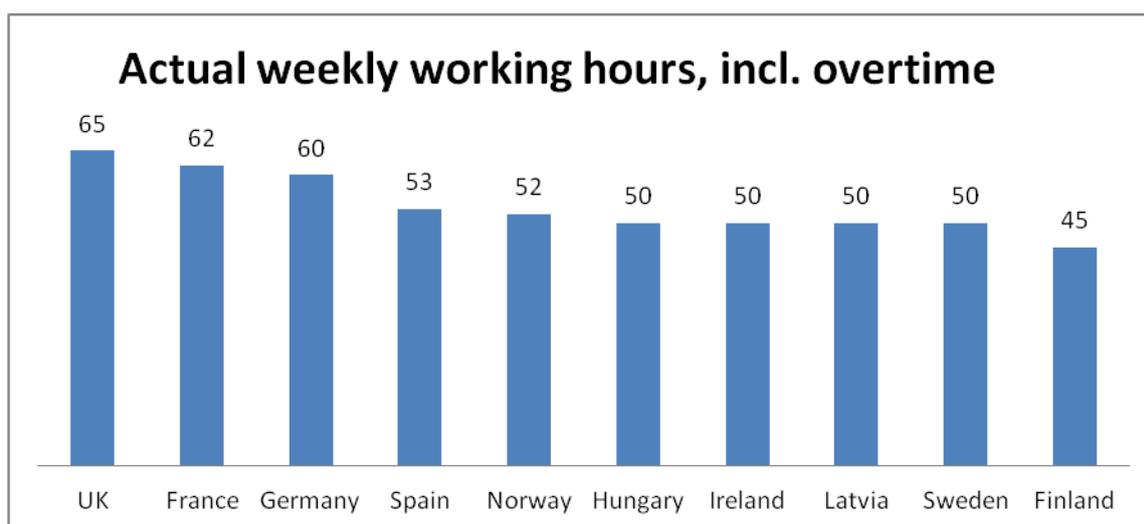
³⁷ Note: These are estimates by teacher unions.

³⁸ <http://www.eurofound.europa.eu/docs/eiro/tn1106010s/tn1106010s.pdf>



Source: Survey data provided by teachers' trade unions

From these figures, official weekly working hours of school leaders seem very comparable to other professions. However, the actual working hours of school leaders (including overtime) far exceed the official weekly working hours as illustrated in the graph below.



Source: Survey data provided by teachers' trade unions

According to the teachers' trade unions the total weekly working hours, including overtime, exceed the 48 hours for the overwhelming majority of school leaders in the surveyed countries. Nevertheless, it should also be noted that the Working Time Directive permits a number of countries to opt-out of the 48-hour weekly maximum.

17 of 22 teachers' trade unions report weekly hours of overtime being between 8 and up to 30 hours. Remarkably, **Italian** teachers' trade unions report that school leaders do not have official working time as school leaders have been classified as 'managers' since 1999. However, total hours of weekly working time have practically remained the same, which is up to 40 hours weekly. There are no 'official weekly working hours' for school leaders in the **UK**, but school leaders are supposed to work as long as it takes to get the job done.

Although **French** working time regulations set a maximum 44-hour-week working time, in reality school leaders work much more, teachers' trade unions report. This is largely due to lack of personnel, reforms to be implemented, and the increasing number of tasks to perform. As a result of this, weekly working hours for French school leaders have significantly increased. Even though **Finnish** teachers' trade unions report one of the lowest total weekly working hours among surveyed countries, their weekly overtime amounts to an extra working day.

In conclusion, the majority of school leaders work far more than the regulated school working week. What is more striking however is that 86% of teachers' trade unions report that school leaders are not paid for their overtime. Only 14% of teachers' trade unions report that school leaders get some kind of compensation for their overtime. Most often the compensation comes in the form of paid leave. In **Finland** this is also very dependent on municipal practices, whereas in **Hungary** school leaders often cannot enjoy all of their paid leave due to workload.

Workload of school leaders

The general workload of school leaders is identified as one of the most factors contributing to overtime. Hence, 86% of teachers' trade unions report that the workload of school leaders exceeds the boundaries of working hours.

The distribution of tasks is an essential tool for easing the workload of school leaders. Even though tasks related to management, administration, and pedagogy are distributed between leadership members, every fourth teachers' trade union reports that all the above mentioned tasks are performed by a single person, i.e. the school leader.

When it comes to tasks on curriculum, professional development and school discipline, the distribution of tasks usually becomes more balanced between teachers and school leaders, especially as regards pedagogical work. Apart from that, differences, even within countries, exist in carrying out these types of tasks.

The workload of school leaders clearly varies by school size and school level. In most surveyed countries, middle to large schools exercise greater degree of distributed leadership. Larger schools employ either people for administrative tasks (e.g. in **Italy**) or may involve teachers in the leadership of the school (e.g. in **Finland** and **Ireland**) or more directly delegate management responsibility to them. Smaller and rural schools on the other hand are more widely characterised by a small leadership group where a school leader singlehandedly deals with most tasks.

The impact of the financial and economic crises has nevertheless also impacted upon the leadership of European schools since 2008. This is most visible perhaps in **Ireland** where various tasks are usually conducted on a distributed leadership model. The non-appointment of teachers to middle management positions, largely due to cutbacks in the education sector, clearly affects the model of distributed leadership, teachers' trade unions report.

The survey data indicate that the majority of school leaders are overburdened at primary or secondary level, resulting in overtime on a regular basis, which often affects private life.

School Leadership in Europe: issues, challenges and opportunities

Respondents in the surveyed countries unanimously point to the effects of workload leading to overburdened school leaders and work-life /private-life interference:

Does the work of the school leader usually interfere with their private life? If yes, please explain

Answer	Count	Percentage
Often (a)	13	59.09%
Sometimes (b)	7	31.82%
Seldomly (c)	0	0.00%
Never (d)	0	0.00%
Don't know (e)	1	4.55%
No answer	0	0.00%
Not completed or Not displayed	1	4.55%

Well over half of teachers' trade unions report that the work of the school leader *often* interferes with their private life, more commonly known as work-life balance. Almost every third reports that the work of the school leader *sometimes* interferes with their private life and no teachers' trade union responded *Seldom* or *Never*.

French teachers' trade unions refer to national studies³⁹, which show that high workload leads to stress and in some cases even divorces. In the **UK(E)** and **Ireland** teachers' trade unions even identify 'workload' and the fear of 'always being on call' (in practice even during holidays and at weekends) as reasons why it may deter qualified candidates from applying for school leadership positions. In **Norway** it is already a fact that school leaders have to do tasks related to their school leadership position in the evening and, at times, even at the weekends.

The effects of workload on work-life balance are especially discouraging for potential female school leaders. Irish teachers' trade unions report a striking decline in the number of women applying for school leadership posts.

Facing all these challenges one may ask what the motivating factors are for becoming a school leader after all.

6.4. Attractiveness of the school leader profession

In the previous section, this study found that school leaders are facing numerous challenges in relation to workload and working time with clear consequences for work-life balance.

In the background study we found that a high proportion of an ageing school leader work force is going into retirement in the coming years, while only a small number of potential candidates are ready to take over their roles. This development clearly puts pressure on a smooth transition of the school leader workforce as well as causing a loss of valuable knowledge of experienced school leaders.

Teachers' trade unions find that school leaders in general and those aspiring to become leaders are primarily motivated by and dedicated to "*contribute to the improvement of education and the learners'*

³⁹ MGEN (Assurance Mutuelle de l'Education Nationale)

welfare". Secondly school leaders and aspiring ones are motivated by the "*career path*" and the interesting leadership responsibilities the profession offers, whereas "*salary and benefits*" are identified as a third priority. Other predominant motivation factors identified by teachers' and school leaders' trade unions are:

- attachment to education, the social good;
- the ability to make important decisions for the development of the school;
- the independent nature of work;
- having and taking personal responsibility for the improvement of education; and in general
- to make a difference for education and the learners.

In the following section, the focus will be on 'career path' and the 'attractiveness of salaries' for school leaders. Nearly 70% of teachers' trade unions themselves do not perceive the career path of a school leader attractive enough to encourage teachers and other potential candidates to apply for school leadership positions. Only 27% find the career path encouraging. Several reasons for this development will be provided in the following section

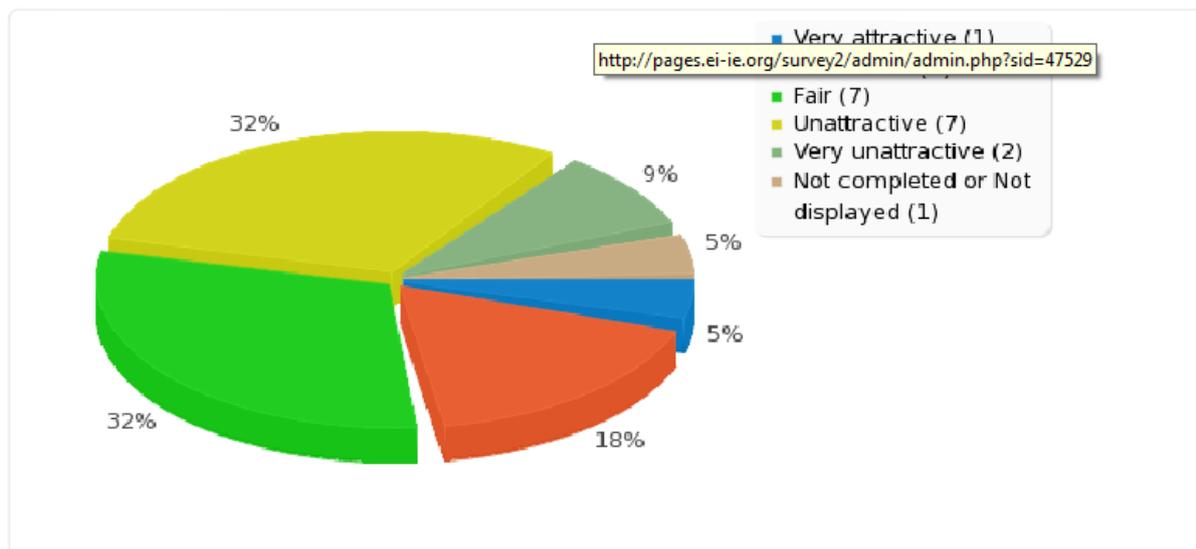
When nearly 70% of teachers' trade unions say that the career path of school leaders is discouraging for potential candidates, it is clearly linked to the fact that there are basically no natural further career possibilities after serving as a school leader. This is especially stressed by Hungarian and Irish teachers' trade unions. More practical consequences on the career path from teacher to school leader include the loss of direct everyday contact with students in the classroom. Looking at the 'career path' from a more holistic perspective it becomes evident that working hours, responsibility, and salary make the career path less and less attractive.

Salaries

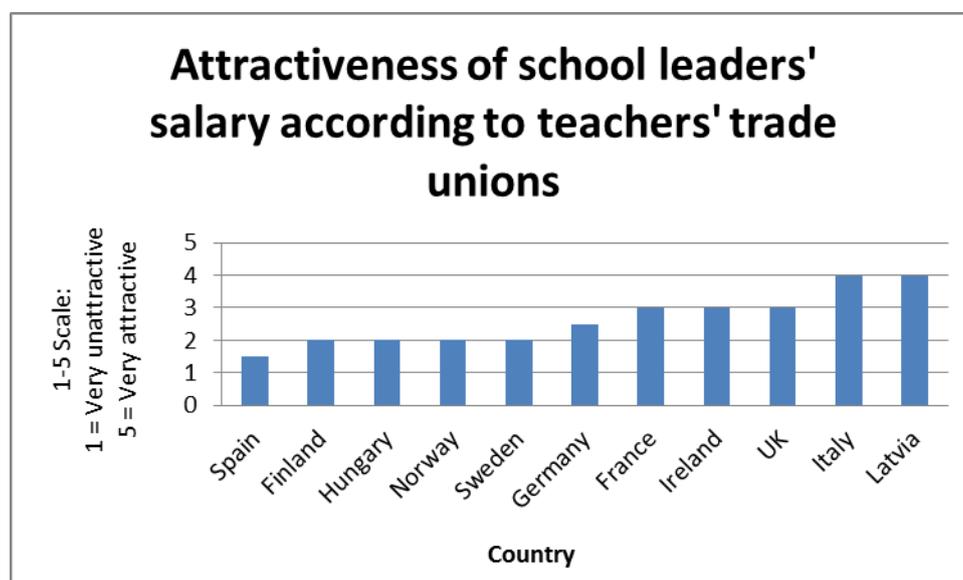
In some countries, salary differences between teachers and school leaders are quite significant, as the background study revealed, mainly in the UK, Ireland and Sweden. In these countries the attractiveness of the salary may be encouraging for teachers with school leadership aspirations. The general trend in the ETUCE survey is that teachers' trade unions find the attractiveness of salaries rather *fair* (31.8%) or *unattractive* (31.8%).

School Leadership in Europe: issues, challenges and opportunities

In your union's opinion, is the salary of school leaders attractive enough to encourage teachers and other people to apply for school leadership positions?



This has to be seen in the light of the increase in salary in relation to increase in areas of responsibility. The country variations on this aspect are fairly considerable, as can be seen from the graph below:



Whereas Italian and Latvian teachers' trade unions find the salaries of school leaders attractive enough to encourage teachers to apply for school leadership positions, the Spanish, Finnish, Hungarian, Swedish and Norwegian teachers' trade unions find the opposite to be the case. The latter group of countries find that the extra work and accountability that school leaders take up should be better rewarded and reflected in their salary. Sometimes there is a very small difference in pay between the highest paid teachers and the school leader, thereby making the school leadership position less attractive compared to the accountability demands and stress the position may be associated with. Whenever salaries are considered 'fair' it is often considered in the light of the financial and economic crisis and the shortage of jobs.

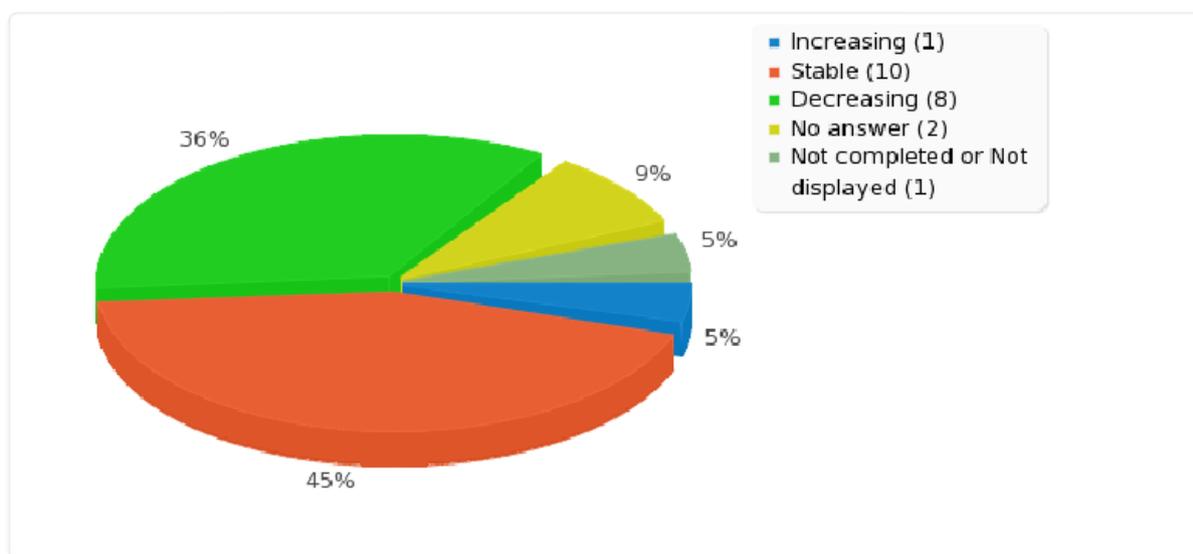
School Leadership in Europe: issues, challenges and opportunities

In general, salaries of school leaders are determined through collective bargaining procedures in which minimum and maximum salary scales are agreed upon. In other cases, school leaders are paid the same amount as teachers, however, with additional benefits depending on criteria such as school level or school size. Nevertheless, the salaries of school leaders in the participating countries are often up to 30% higher than teachers' salaries. A recent Eurydice⁴⁰ study highlights in great detail salaries of school leaders across different levels of education across European countries, including the eleven countries in the ETUCE survey. We will, however, turn to this in greater detail and in comparison with the ETUCE findings in the 'Study findings by country' section, in which this study will look at how school leader salaries are determined and what factors influence school leader salary. It will also look at differences in salaries between teachers and school leaders and see if there is a financial incentive for teachers to become school leaders.

The latest data from the background study on this issue pre-date the development of the financial crisis in late 2008. The cutbacks that European governments have been introducing as part of austerity measures are having an impact in the education sector and schools as well. Teachers' trade unions report that public sector salaries (including those of school leaders) have been cut and are no longer as attractive as prior to 2008. The cutbacks have not only had consequences for salaries in school leadership, they have also consequences for the workload of school leaders as support staff is usually getting smaller or non-existent. Hence, even though salaries are not considered very attractive, workload is still identified as the single most discouraging factor for potential school leaders.

Looking at the impact of the financial crisis on the ground, it is apparent that 36% of teachers' trade unions have noted a decrease in applicants for school leadership positions.

Is there a changing trend of teachers applying for school leadership positions in your country?



The same findings appeared in the background study. Those teachers' trade unions that report 'stable' trends of teachers applying for school leadership positions also note that they are already having a reduced number of applicants.

⁴⁰ Eurydice (2011), *Teachers' and School Heads' Salaries and Allowances in Europe, 2009/10*: <http://eacea.ec.europa.eu/education/eurydice/documents/tools/salaries.pdf>

School Leadership in Europe: issues, challenges and opportunities

In half of the analysed countries, government policy encourages teachers to become school leaders through different programmes. For instance, so-called ‘succession planning’ in the UK allows teachers to gain leadership experience before they are promoted to school leadership positions. In Norway, teachers are also encouraged to enter leadership programmes. In Finland, national policy considers the work of the school leader as one of the most important in the school system. The assumption is that this should encourage ambitious teachers to go for these positions.

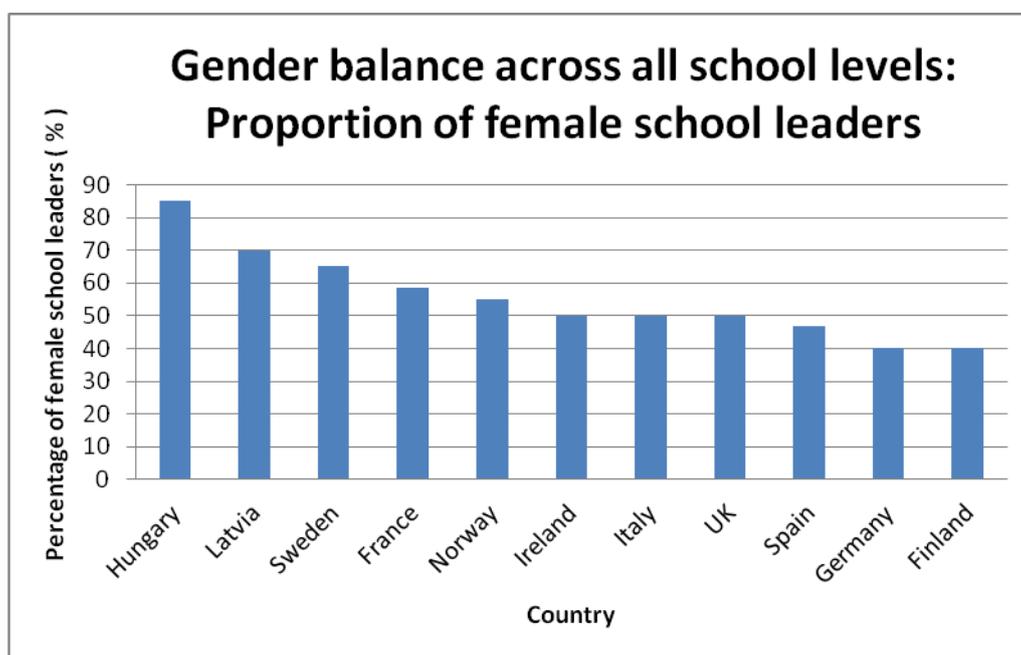
The surveyed teachers’ trade unions *agree* or *partly agree* with national policies on attracting teachers for school leadership positions. Teachers’ trade unions, would like to see more acknowledgement, and corrective action taken concerning the accountability demands on school leaders.

Most teachers’ trade unions still encourage teachers to become school leaders because *‘it is important that school leaders have hands-on experience within the school system and that they are not only officials with versatile technical competences’* as it is expressed by one of the French teachers’ trade union.

6.5. Equality issues

Latest OECD data from 2009 showed female school leaders were generally significantly represented in primary education, whereas male school leaders were overrepresented in secondary education. The results of the ETUCE survey show that this remains widely the case in Europe. However, the overall picture shows a gender balance in school leadership positions as illustrated in the table below.

In the following figures, the estimated proportion of female leaders according to teachers’ trade unions is depicted⁴¹:



As can be seen from the above figures female school leaders are significantly represented in Hungary, Latvia, Sweden, France and Norway, while they are under 50% in Spain, Germany and Finland. On the

⁴¹ Note that most teacher unions responded on behalf of primary and lower secondary education.

other hand, there is a greater degree of gender balance in school leadership in Italy, Ireland and United Kingdom. A closer analysis of the data indicates that female school leaders tend to be over represented in primary schools (especially in France and Hungary) and to be underrepresented in secondary schools. For example, less than 25% of upper secondary school leaders in Germany and nearly 40% of upper secondary school leaders in Spain are female. Throughout the commentaries to this study made by teachers' trade unions, the school leadership positions in upper secondary education have been generally described as more demanding in working time:

"There is a marked decline in the number of women applying for such posts, on the basis of impossible workload and no work-life balance."⁴² -

Still, almost 70% of teachers' trade unions across the surveyed countries have noted an increase in the number of female school leaders especially the primary school level, whereas at secondary school level the gender balance is little changed. This means that male over-representation at secondary school level may remain so in the years to come, unless concerted efforts are made to encourage and support more women to take up leadership positions at this level.

In order to create a better gender balance, some countries have put in place programmes aimed at increasing diversity of school leadership. In some countries, various reports are published that monitor the trend in appointments and point out gender imbalances.

6.6. Leadership issues

A number of studies on school leadership, put emphasis on instructional and learning leadership styles, and on a modern approaches to leadership. The ETUCE survey further examined this issue by asking teachers' trade unions to provide their opinion on what leadership style school leaders should employ to lead a school in the 21st century.

Even though answers vary, their opinion is common as they see a 21st century school leader exerting more pedagogical leadership that interacts closely with teachers, and democratic leadership that involves (to the extent that is deemed appropriate) all relevant actors in and around school. In order to realise this type of leadership, school leadership should presuppose less bureaucracy and school leaders with excellent communication skills, knowledge of the local community, having networks, being able to collaborate, be flexible, and not least being firmly rooted in the teaching profession with values and a vision for quality education and strong commitment to educational development in general. These values and attributes have to permeate the whole school culture.

Some teachers' trade unions advocate for more 'creative' leadership that should lead to greater educational development followed by the capability to take decisive action.

Recently, numerous research reports⁴³ have focused on the impact of school leadership on school effectiveness and improvement, i.e. the relationship between school leadership and school quality. It has

⁴² ASTI, Ireland

⁴³ See Publications and reports of Vetenskapsraadet's rapportserie are available at <http://www.vr.se/inenglish/fromus/publicationsandreports.4.1d4cbbb11a00d342b0800021327.html>

been found that innovative and goal-oriented leadership along with organisational skills have been major factors for successful leadership of schools.

However, teachers' trade unions do not underestimate the importance of administrative competences and human resource management, because they consider these as core responsibility areas of school leaders in the 21st century. The background study showed that many governments give more responsibility for implementing and managing significantly more demanding education programmes to school leadership.

In the following section, this study looks closer at the processes of decision-making in schools and how school leaders collaborate with teachers. Next, it focuses on relations between school leaders and teachers as a leadership issue, and finally the study provides insight into the kind of tasks school leaders are mostly preoccupied with.

Well over 85% of teachers' trade unions report that school leaders work collaboratively with teachers on school management, and they consider it essential for successful leadership of the school. However, they do recognise that the initiative for collaboration depends mainly on the school leader. In some cases, school leaders engage and involve teachers in collaboration efforts because it is their principle. This principle encourages leaders to involve teachers equally in relevant matters. Unions also report that in certain cases, school leaders simply *have to* collaborate even in larger schools because of a lack of school administration staff. This is naturally the general trends even though differences occur from school to school in each country.

Under education legislation in **Ireland**, school leaders must ensure that school development and planning structures are in place to facilitate the delivery of quality education and to contribute to school self-improvement. The cultural practice in this regard is very much linked to collaboration between school leader and teachers through regular staff meetings.

An overwhelming majority of teachers' trade unions (86%) find that school leaders create democratic decision-making processes in schools, involving teachers, support staff and students. When looking closer at decision making structures in schools, it appears that students also participate in some limited decision making processes of the schools through student councils. This, however, is mostly prevalent in upper secondary schools. In these cases, procedures for participation of teachers, students, and even parents exist; nevertheless, key decisions are made by the board of management in the different schools, based on a democratic structure.

Teachers' trade unions strongly support and understand the value of democratic decision making in schools.

"We always support democratic decision [-making] in schools, we negotiate the education laws that are democratic and we consider our model of leadership as democratic." – FECCOO, Spain

Like in the case of the **Spanish** teachers' trade union, FECCOO, teachers' trade unions in the surveyed countries have been consistent in ensuring that consultation and collaboration are the norm in the running of the school and they have consistently supported concepts of distributed leadership in schools. In most countries, unions have been deeply involved in order to develop the democratic model of operation of schools.

The professional and personal relationship between the school leader and teachers may affect collaboration efforts (OECD 2008) and eventually a school's performance on quality education. Therefore,

good relationships between teachers and school leaders is considered crucial for collaboration and improvement of schools. Nevertheless, around 70% of surveyed teachers' trade unions report tensions between school leaders and teachers occurring '*sometimes*'. Only 5% perceive no tensions at all at any time, whereas 13% report about tensions on an '*often*' basis.

Human leadership or the ability to build positive relationships is very important, as illustrated in the OECD quote below:

"[The] ability to foster a safe, purposeful and inclusive learning environment and the capacity to develop constructive and respectful relationships with staff, students, parents and other stakeholders" (OECD 2008:164)

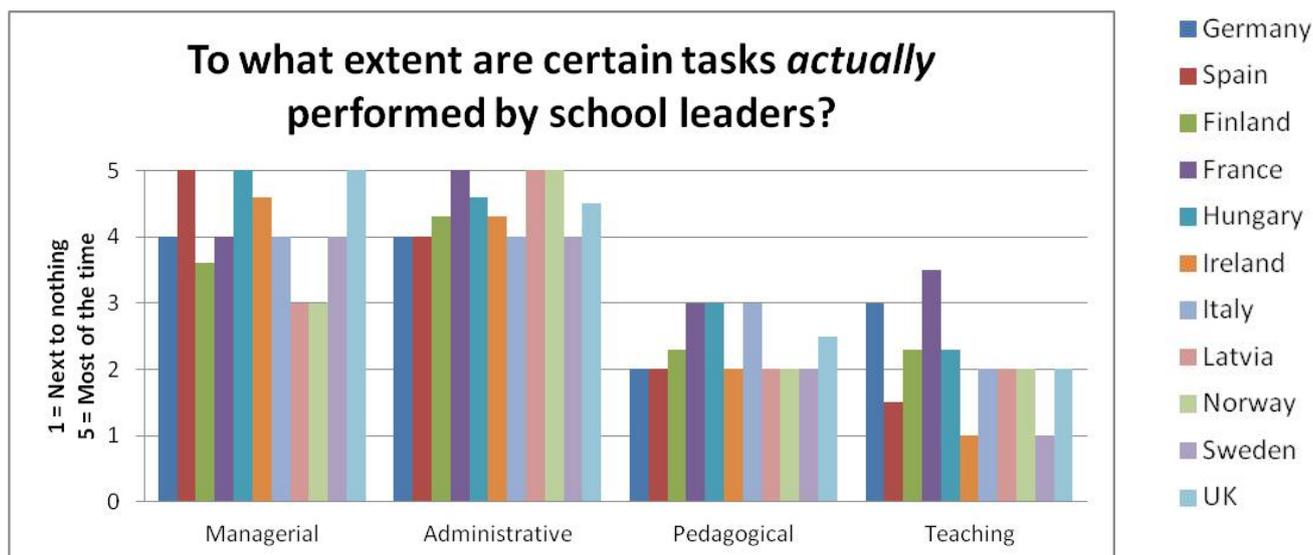
Indeed the overwhelming majority of teachers' trade unions find that school leaders engage in '*constructive and respectful relationships with staff*'. The school leaders employ in this process are first and foremost to support the work and career development of teachers, and secondly to create a positive and productive work environment between all actors in the school (school leaders, teachers, other staff and students). Teachers' career development is also considered as another important task of the school leader.

Tasks of school leaders

In the survey questionnaire, the ETUCE identified and defined the main tasks expected of school leaders. In accordance with following definitions, teachers' trade unions assessed to what extent the following tasks were actually carried out by school leaders:

- *Managerial*: mainly refers to planning and overall organisation of the work of the school, including setting the vision, mission, and goals of the school.
- *Administrative*: mainly refers to routine administrative functions such as staffing and procurement of school supplies.
- *Pedagogical*: refers to those tasks that relate to teaching and learning, including curricular design, supervision and mentoring.

The graph below shows that school leaders across Europe spend significantly more time on managerial and administrative tasks rather than dealing with pedagogical tasks and teaching.



Clearly, school principals spend most of their time actually performing administrative and managerial tasks and less time dealing with instructional tasks. Thus, the impact of their work they could make on activities directly related to teaching and learning is reduced. The time spent by school leaders on pedagogical tasks is lower than the time spent on more traditional tasks such as management and administration.

Teaching is generally not a part of school leaders' daily tasks and it is more usual at primary level than at upper secondary level. However, the trend outlined above is a general trend that applies at all education levels, from primary to upper secondary education. Tasks of school leaders seem to depend on other in-school factors such as school size, school level, and school type.

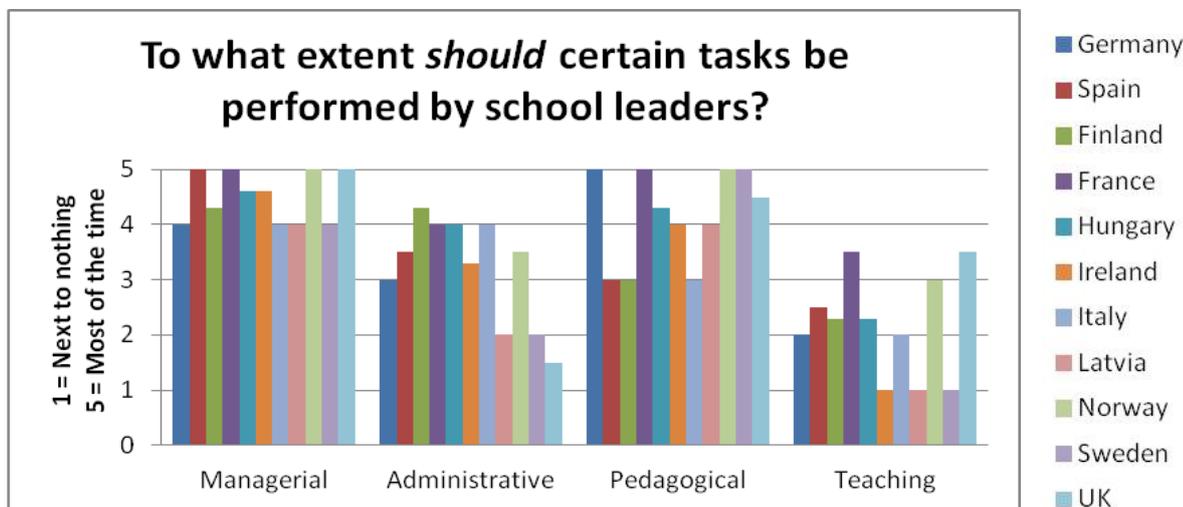
Nearly 70% of surveyed teachers' trade unions indicate that school size is an important factor determining the daily tasks of school leaders. In general, leading large schools entails more work, including administrative tasks. Furthermore, it leads to more complex staff relations, and more complex internal and external communication. In small schools, school leaders have a considerable amount of teaching responsibility, whereas in larger schools leaders do not generally seem to take on classroom teaching activities. The finding regarding school size seems to be that in small schools, school leaders are more engaged with pedagogical processes and teaching, while in bigger schools, school leaders are primarily preoccupied with administration.

When looking at how school level and school type affect the tasks of school leaders, the effect appears to be minimal when comparing with school size. The differences of tasks of school leaders employed at lower secondary education or higher seem to be related to external communication (e.g. different participation of parents) and planning of examinations. Whenever school leaders perform classroom teaching, this trend decreases from primary towards upper secondary education.

Among other essential factors that affect the tasks of school leaders, teachers' trade unions point to social composition of school neighbourhood. This affects the daily tasks of school leaders when schools are given more administrative responsibility from the centre without being given additional administrative resources, essentially support personnel.

School Leadership in Europe: issues, challenges and opportunities

In concluding this section, we note the difference in responses given by the unions concerning the actual amount of time spent on certain tasks and the desirable amount. The graph below indicates the extent to which unions think certain tasks should be performed by school leaders.



The above graph shows that teachers' trade unions strongly believe that school leaders should mainly concentrate on managerial and pedagogical tasks and less on administrative tasks and actual teaching in the classroom. School leaders generally prefer to have the bulk of administrative tasks undertaken by education support personnel so that they can devote more time to instructional tasks. It is also interesting to note that all the unions believe that school leaders should be involved in some actual teaching in the classroom. This adds to the evidence that more instructional leadership is preferred by teachers' trade unions, whenever circumstances allow. This is expressed in more explicit terms by the Irish Teachers' trade union, ASTI:

"Our school leaders spend too much time on administrative tasks to the detriment of their role as educational leaders [...]. Increasingly, principals are referring to the administrative burdens of running a large physical plant and have to manage large sums of money. ... Allow them more time to focus on educational leadership."

7. Study findings by country – Eleven case studies of school leadership

7.1. Finland

Preparation and recruitment

Teachers' trade unions in Finland are closely involved by government in developing the school system. The recruitment procedures of school leaders have also been established in this way, and the Finnish teachers' trade union agrees with national policy on school leadership recruitment, because it has been collaboratively planned with education institutions and government.

According to Finnish policy on recruitment of school leaders, professional qualifications in leadership and teaching are essential. Professional experience in management and teaching are an asset for aspiring school leaders, but not subject to formal requirements. While teaching a qualification is required, teaching experience is not deemed particularly important for the work of a school leader: according to the national legislation, the task of a school leader is primarily responsibility for the 'school's operation'⁴⁴. However, school leaders usually take up their positions after their teaching career.

What Finnish teachers' trade unions find as essential personal characteristics and professional competences for a school leader are: leadership and communication skills, innovativeness, teambuilding abilities, and honesty, as can be seen in the graph below.

⁴⁴ Ministry of Education of Finland (2007), *Improving School Leadership, Finland* : http://www.minedu.fi/OPM/Julkaisut/2007/Improving_School_Leadershipx_Finlandx_Country_Background_Report.html?lang=en&extra_locale=en



Self-reflection and visionary thinking that prioritises the children and learners are also highly valued.

Professional development of school leaders is highly prioritised at national level and among school leaders in order to foster successful leadership of schools in Finland ⁴⁵. In Finland, school leaders are offered a variety of professional development programmes and support, ranging from 'leadership of school' to 'use of ICT' in the daily tasks.

Working conditions

As the ETUCE study shows, the working hours of school leaders seem to be a consistent challenge throughout Europe. Yet, the Finnish school leaders seem to deal well with working time as normal weekly hours are among the lowest in the surveyed countries. However, overtime may sometimes lead to a 45-hour working week, amounting to an extra working day. Nonetheless, the working hours of Finnish school leaders are still among the lowest among the surveyed countries, where teachers' trade unions in other countries report up to a 60-hour working week including overtime. Compensation for overtime can usually be taken as vacation but it may also vary from one municipality to another.

Overtime hours are often a direct consequence of the workload of school leaders. The involvement of teachers in school leadership helps to deal with the problem of overburdened school leaders in Finland. However, Finnish teachers' trade unions report that the work of the school leader '*often*' interferes with their private life, as they are always reachable with work-related phone calls and emails.

⁴⁵ *ibid.*

Attractiveness of the profession

Finnish school leaders chose this profession primarily motivated by the idea that they can contribute to the improvement of education and the learners' welfare. They are also encouraged by the career opportunities of a school leader. Even though the general study findings showed little prospect for career advancement for school leaders, school leaders in Finland have the opportunity to advance to other education related positions in the municipality, such as directors of the education department of the municipality or other public administration positions⁴⁶.

The trend of teachers applying for school leadership positions in Finland is considered 'stable', hence neither a considerable increase nor a decrease has been observed. It is reported by Finnish teachers' trade unions that the numbers of school leader are so low, that further decrease in the school leader workforce would have serious consequences for school leadership. Therefore, national policies have prioritised school leadership in education policy and teachers' trade unions have provided training and information to attract teachers to school leader positions.

Salaries

Salaries of school leaders in Finland are set by nationwide scales for primary, lower- and upper secondary school levels. Salary scales are agreed nationally as part of collective agreements for state and municipal civil servants for the education sector. The negotiations are conducted between the trade union of education and local employers.

According to a recent Eurydice publication⁴⁷ on salaries of teachers and school leaders across Europe, it appears that school leaders earn on average €10,000 extra on a yearly basis⁴⁸, compared to teachers' salaries. This number corresponds well with the number provided by the Finnish teachers' trade, which indicates 20% higher salary for school leaders as compared to teacher salaries.

Salary does nevertheless depend on school size and general workload and working hours. Salary also depends on school level, which means that upper secondary school leaders receive relatively higher salaries.

From this perspective, it may seem that school leader salary makes the profession attractive. However, salaries of school leaders are not considered rewarding by teachers' trade unions in Finland. This has to be seen, as in the other country cases, in the light of working hours, workload and responsibility areas.

Equality and leadership issues

Female school leaders are slightly underrepresented in Finland, when looking generally across all school levels. Finnish teachers' trade unions have, however, observed an increase in the number of female school leaders.

When looking at the type of tasks that school leaders are actually doing and what tasks teachers' trade unions think school leaders should do, we see here the same dissonance as in the general study findings. It

⁴⁶ *ibid*

⁴⁷ Eurydice (2011), *Teachers' and School Heads' Salaries and Allowances in Europe, 2009/10*: <http://eacea.ec.europa.eu/education/eurydice/documents/tools/salaries.pdf>

⁴⁸ Teacher salary at primary school level: €29,786 (minimum), €39,109 (maximum).

School leader salary at same school level: €39,523 (min.), €55,131 (max.) (Source: Eurydice 2011, p.70+71)

appears that school leaders, in practice, spend most of the time on administration and less on pedagogy, whereas teachers' trade unions prioritise more pedagogical leadership compared to administration.

School leaders in Finland work collaboratively with teachers on school management affairs. The collaboration between teachers and the school leader is seen as a positive development in general, but it is also a necessity since school administration, in most cases, consisted of only one to three persons, even in bigger schools. The teacher-school leader collaboration should also be seen as part of democratic decision-making processes in schools.

Key challenges and positive developments

When looking at working conditions and salaries, there might be a concern for the attractiveness of the school leader profession. Although Finnish school leaders on average work fewer hours, than their European colleagues, overtime may equate to in an extra working day. Equally, salaries are not considered rewarding in relation to the very considerable efforts a school leader must put into his or her job at any time.

On the other hand, professional and continuous development of school leaders and the increased focus on the opportunities of ICT in education in school leadership are marked as positive developments. Furthermore, due to the great autonomy of schools in Finland, school leaders are entrusted to exercise their leadership capacities.

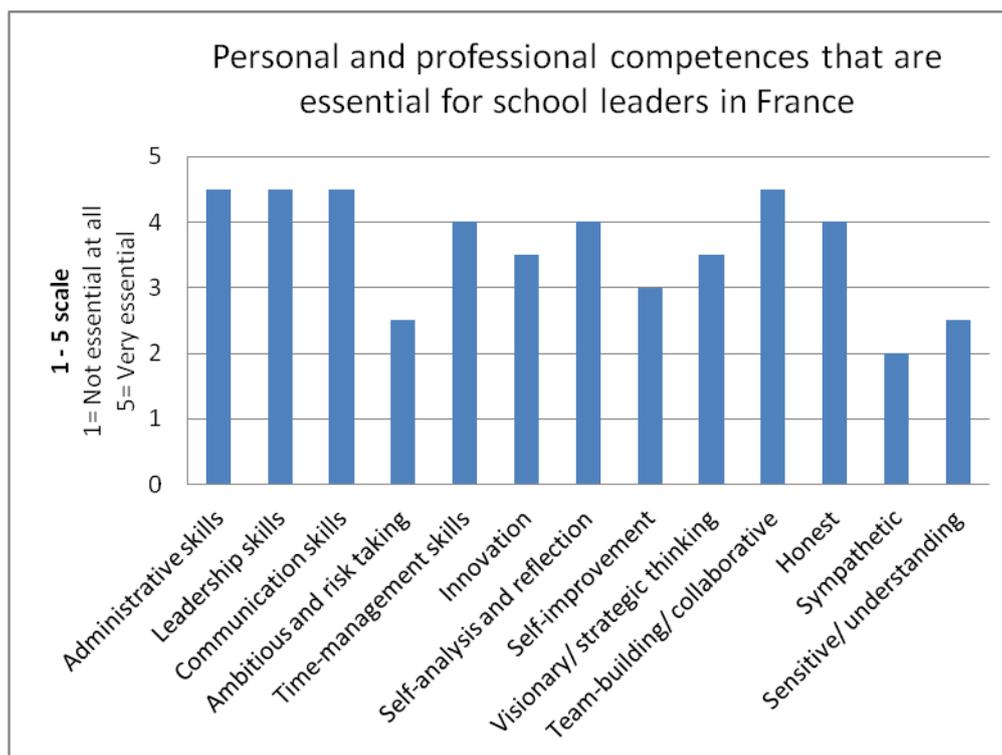
7.2. France

Preparation and recruitment

Teaching experience plays an important role in the recruitment of school leaders in France, yet it is not a requirement for those aspiring to become a school leader. Tasks related to teaching take up the least of time of a French school leader. In their daily work, French school leaders are mostly occupied with tasks related to management and administration, and least with pedagogy and teaching. French teachers' trade unions think that there has been a development in the perception of the role of the school leadership moving towards more managerial leadership, without taking much into account pedagogy and other specificities of the school. A deep knowledge of pedagogy, teaching experience, and knowledge of other dynamics of the school are considered essential for school leaders. Even though a good teacher may not necessarily become a good school leader, that may still be the best guarantee of successful leadership.

Initial and continuous leadership training are mandatory for school leaders, making sure that school leaders are equipped with leadership skills from the beginning and that these skills are developed through the course of their career.

Together with school leaders' ability in team building and collaborating, teachers' trade unions also highly value leadership and communication skills. This is reported in most case studies.



'Time-management skills' is noted to be essential in the French case. With increased workload and working hours it has indeed become an essential skill for school leaders to manage in the daily leadership of a school.

What is equally clear from the above graph is that professional competences are considered the most essential of all, whereas personal attributes are considered secondary.

The French teachers' trade unions only partly agree with national policy and regulation governing the recruitment of school leaders. The SNES-FSU is especially concerned about opening up recruitment to any kind of civil service candidates. This may lead to transforming or reducing the role of the school leader to an administrator with little or no roots and experience in the school system.

Working conditions and salaries

When looking initially at working hours, teachers' trade unions estimate that French school leaders work 40 hours weekly. However, school leaders can expect weekly working hours of up to 60 hours due to workload pressures, which is among the highest in Europe and considerably above the 48 hours maximum as stipulated by the Working Time Directive (2003/88/EC).

The lack of support personnel, the increasing number of education reforms that must be put into place, and a general increase in the number of tasks to perform clearly contribute to the increasing working hours of school leaders. The heavy workload of school leaders seems to be the primary reason for the long working hours. Evidently, the workload is too great for school leaders to be able to deal with all tasks within the agreed weekly working hours. School leaders are not paid for their overtime but get other forms of compensation. Only in bigger schools school leaders have assistance to help with daily tasks related to administration and management to reduce the workload.

Yet it does not change the fact that the workload of school leaders '*often*' affects private life.

In France, salaries of school leaders are determined centrally and are between 10 and 20% higher than teachers' salaries. French teachers' trade unions consider the salary given to school leaders only '*Fair*' or '*Not rewarding*'. Dissatisfaction with salaries is to be seen in relation to the long working hours. Even though school leaders have higher salary levels than teachers, this is in practice reduced in value due to long working hours of school leaders.

Attractiveness of the profession

French school leaders or those aspiring to become school leaders are primarily motivated by a potential career path and contribution to the improvement of education, according to teachers' trade unions. When it comes to salary, teachers' trade unions do not consider it attractive enough alone to motivate well-qualified teachers to become a school leader.

Yet the trend of teachers applying for school leadership positions is noted to be stable. National policies are set to encourage teachers to become school leaders but teachers' trade unions think that teachers are discouraged by first-hand experience of the work of school leaders at the school. Nevertheless, the same teachers' trade unions find it important that teachers continue to be part of the school leadership rather than other public service servants who do not have 'hands-on' experience with the school system. Therefore, they encourage teachers to become school leaders.

Equality issues

The gender imbalances at primary and secondary school level, as noted in the background study, are clearly evident in the case of France from a current perspective. French teachers' trade unions, namely, FEP-CFDT, representing the primary school level, and SNES-FSU, representing the secondary school level, report that 80% and 38% of school leaders are female at primary and secondary school levels respectively. At upper secondary education, only a small increase in female school leaders has been noted recently.

Leadership issues

Teachers' trade unions think that school leaders in the 21st century should have many competences to lead a school successfully. Human resource management, pedagogical competences, understanding of the education system and legal issues, another capacity to take decisive action and charisma are just some of the competences listed by the French teachers' trade unions.

When looking at the tasks of school leaders, there is greater consistency between what tasks school leaders are actually performing and what type of tasks they should be performing according to teachers' trade unions. Here management⁴⁹ and administration⁵⁰ of school is prioritised above pedagogical leadership and teaching.

Key challenges

Long working hours and relatively lower salaries (in relation to working hours) appear particularly discouraging for potential school leaders in France. Since no teaching qualification and teaching experience is required by national policy or regulation, this may open the door for recruitment of candidates without professional experience in the school system which causes concern for French teachers' trade unions.

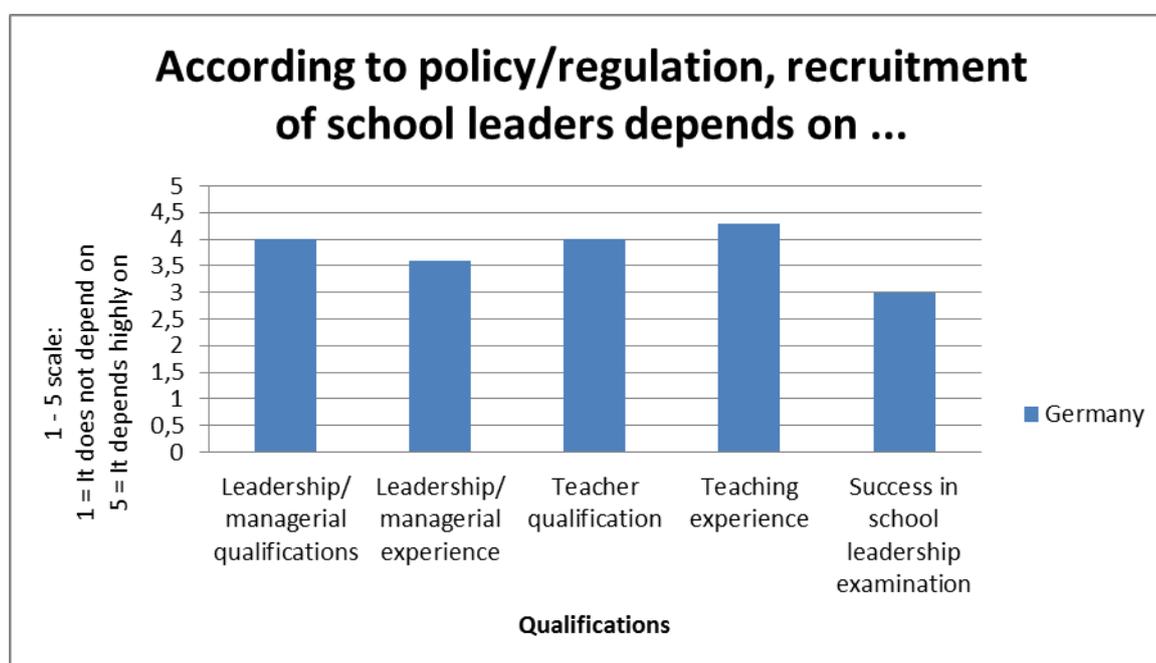
⁴⁹ Mainly refers to planning and overall organisation of the work of the school, including setting the vision, mission and goals of the school.

⁵⁰ Mainly refers to routine administrative functions such as staffing and procurement of school supplies.

7.3. Germany

Preparation and recruitment

Regulations on the recruitment of school leaders differ between the 16 Länder in Germany though most states have common requirements on qualifications in leadership and management, together with a teaching qualification and experience. Up to five years of professional experience in a leadership position may be required for a school leader candidate, report two of three German teachers' trade unions. This indicates the priority given to overall leadership of a school even though requirement for teaching experience is not neglected. Usually, at least five years of teaching experience is also required for school leader applicants. Hence, a strong connection of a school leader to the school system is also a precondition in Germany. Since school leaders have great influence on issues affecting teaching and the development processes of the school, German teachers' trade unions find teaching qualifications essential in this regard.



Special training in the form of an extensive preparatory course is also common in most states, equipping leaders with leadership skills and preparing them for the job of leading a school.

As in the other country case studies, German teachers' trade unions consider leadership and communication skills along with teambuilding abilities and the ability to think innovatively are essential skills for school leaders to possess.

The German teachers' trade unions only partly agree with national policy and regulations governing the recruitment of school leaders. Especially in primary schools, there is a lack of female teachers willing to take on the (unattractive) position of school principal. From the thorough research in Cologne one can extrapolate that 20% of the posts of school principals are currently vacant, and approximately half of these have been vacant for a long time (up to 3 years) due to lack of applicants. That accounts for approximately 200 schools in North Rhine-Westphalia (NRW) state. In these schools, the teachers struggle to cover the head teacher's work without financial compensation.

Working conditions and salaries

According to the estimates of the teachers' trade unions, German school leaders are among those of European school leaders who have the longest official weekly working hours, which amount up to 42 hours, differing only slightly between the sixteen states. When adding overtime, they may have weekly working hours of up to 60 hours, exceeding the 48 hours weekly maximum as stipulated by the Working Time Directive (2003/88/EC).

According to three German teachers' trade unions, school leaders are neither paid nor otherwise compensated for their overtime. The workload of school leaders is directly related to overtime. On a daily basis school leaders are kept busy with a variety of tasks related to consultation with teachers, pupils and parents, official representation, professional training, budget-responsibility, organisation and political representation which all contribute to long working hours, eventually affecting their private life. German teachers' trade unions report that this is '*often*' the case because the workload and managerial and treasury functions are too great and too diverse. In small schools, delegation is not possible and the size of non-teaching staff minimises the amount of support they can provide.

One of the basic problems is that the working hours of school principals in Germany currently are measured in the same way as teachers' hours – in lesson units of "45 minutes teaching time". This form of working time measurement does not work for school principals. New models for calculating working hours are in discussion but they are not yet enforceable: one proposed example for teachers is a 40-hour working week split 50% for teaching and 50% for preparation, meetings, marking, counselling etc..

There is no clear answer on whether German teachers' trade unions consider the salary given to school leaders rewarding, taking into account their workload. The way salaries of school leaders are determined in Germany also differs among the states since each state is responsible for defining the salary scales. The trend is, however, that school leaders at primary school level earn 10% more than primary school teachers,⁵¹ whereas school leaders at lower and upper secondary earn between 25-30% more than their teaching counterparts⁵². Therefore, Verband Bildung und Erziehung (VBE) is calling for adequate time resources with a reduced teaching commitment, as well as a minimum gap of 2 pay levels between teachers and school principals and one pay level for deputy principals.

Attractiveness of the profession

German teachers' trade unions note that the trend of teachers applying for school leadership positions is going from stable to decreasing. This clearly indicates a negative trend on the attractiveness of the profession in Germany. The relatively low pay compared to workload is believed to be one of the main reasons for the perceived decline in teachers' interest in school leadership positions.

Even though salary plays a considerable role, teachers' trade unions perceive that German school leaders and those aspiring to be school leaders are driven by the need to contribute to the improvement of education in their country, and the potential career path. Yet teachers' trade unions do not find the potential career path of a school leader attractive enough for teachers to be encouraged to take up a school leadership position. The same is the case for approximately 70% of their European counterparts. The

⁵¹ € 38,214 (Eurydice 2011, p.30)

⁵² € 42,148 – 45,412 (ibid.)

German teachers' trade unions still encourage teachers to become school leaders, even though no policies in Germany encourage teachers to become school leaders.

Equality issues

Gender imbalances in school leadership across school levels seem to be persistent in Germany as well. German teachers' trade unions report of underrepresentation of female school leaders at upper secondary school level. The figures indicate between 25% to 30% female proportion of school leaders at upper secondary level, although they have noted a low increase in the number of female school leaders at this school level. When looking at lower secondary and primary level, the female proportion of school leaders makes up 65%, according to teachers' trade unions.

The German teachers' trade union, the *Bundesverband der Lehrerinnen und Lehrer an Beruflichen Schulen* (BLBS) notes that national policies are put in place to prepare and encourage women to take up leadership positions at school. If the qualifications of candidates are equal, then the female candidate will be preferred in cases of gender imbalance.

Leadership issues

Teachers' trade unions think that school leaders should have management and administrative competence, continue to develop professionally, have integrity and finally be collaborative and innovative in order to manage a school successfully for the 21st century.

The German teachers' trade unions think that their school leaders are being collaborative with teachers on school management issues and involved in decision making processes. This is seen as a positive development and it is a central aspect of the development of the 'autonomous school',⁵³ initiated and developed since the late 1980s in which democratic decision making processes through cooperation and participation from all actors in the school are encouraged.

Teachers' trade unions note that school leaders support the work and career development of teachers and relations between teachers and school leaders are perceived to be good.

Positive aspects and key challenges

Requirements for school leaders in Germany are high and presuppose both qualifications and professional experience in leadership and teaching. This ensures school leaders with good leadership skills and that school leaders have a well-founded knowledge of the school system. Schools have a certain degree of autonomy, thus allowing school leaders to shape and develop the school.

Weekly working hours are, however, rather a matter of concern, often amounting up to 60 hours weekly, which is considerably over the average compared to their European counterparts.

The general workload and its effects on working time clearly have affected the attractiveness of the profession from a teacher's perspective. German teachers unions have reported a decline in the number of teachers who apply for leadership positions in school.

⁵³ 'Selbstständige Schule'

7.4. Hungary

Preparation and recruitment

Teaching qualifications and professional experience in teaching are highly valued in the recruitment process according to Hungarian policy and regulation on recruitment of school leaders. Leadership or managerial qualifications and experience are only second to teaching qualifications and experience. No minimum years of leadership experience is required by regulation, while at least five years of teaching experience is required for applicants to school leadership positions.

Administrative skills and political networking are considered significant in the recruitment process, as these will be essential competences of a school leader once in office. Hence, in practice, a teaching qualification is considered essential for knowledge of the school system, but other competences will be increasingly needed in the daily work of a school leader. In general, professional competences and skills are valued above personal characteristics.

Hungarian teachers' trade unions seem to be divided on the question of whether they agree with national policy and regulation governing the recruitment of school leaders, as one responds *yes* and the other *no*. The latter thinks that political criteria play a too important role in the recruitment process, rather than professional criteria. Yet neither has planned or is planning to change policy on recruitment as perceived problems regarding recruitment are considered to be linked to improper implementation of the regulations.

Working conditions and salaries

Hungarian school leaders can expect at least 10 hours overtime on top of a 40-hour working week, amounting to over an extra working day per week. This trend seems to be a consistent for school leaders across Europe. Only in the UK, France, Germany, Spain and Norway do school leaders have more working hours per week, including overtime.

As in the other case studies, Hungarian teachers' trade unions unanimously confirm that it is workload which generates overtime. School leaders are neither paid for their overtime, nor do they get any other type of compensation. The teachers' trade unions fear for their school leaders' work-life balance, and say that overtime '*often*' affects school leaders' private life.

Hungarian teachers' trade unions do not find the salary of school leaders rewarding. First of all, this is for the reasons listed above. Secondly, it is because the increase in salary from teacher-level to school leader level is minimal when taking into account increased workload and responsibilities.

The salaries of school leaders increase during their school leadership career, but most markedly for school leaders at lower and upper secondary level even though school leaders across all levels initially earn approximately the same⁵⁴. The same figures apply for Hungarian teachers; however, school leaders earn more depending on qualifications and experience, school size, school level and, finally, geographical location. School leaders may eventually earn up to 35% more than teachers.

⁵⁴ Pre-primary- and primary school leaders: €5,222 (min.) - €8,942 (max.) Lower- and upper secondary school leaders: €5,543 (min.) €11,228 (max.) Source: Eurydice (2011, p.53)

Yet, whenever salaries of school leaders are considered 'fair', it is often assessed in the light of the public cuts in education and the general shortage of jobs in the country.

Attractiveness of the profession

The main motivational factor for present or aspiring Hungarian school leader is the career path, according to Hungarian teachers' trade unions. Nonetheless, according to an OECD (2007, p.72) country background report, it was identified that there needed to be improvements in the attractiveness of the school leadership career as part of strengthening the recruitment and retention of school leaders.

The *Pedagógusok Szakszervezete* (SEH-PSZ), the Hungarian teachers' trade union reports that school leaders are only appointed for five years and their position is not guaranteed if there is a political change in the country, at national or local level. The other teachers' trade union, the *Workers' Councils Teacher Branch* (KPSZ-KPT) points out that there are basically no other career possibilities after school leadership. National policies do not encourage or motivate teachers to become school leaders, and the KPSZ-KPT has also noted a decrease in the number of teachers applying for school leadership positions.

The two teachers' trade unions only partly agree with national policy and regulation on the recruitment and retention of school leaders, and agree even less with the implementation of these policies.

Equality issues

The gender balance in school leadership positions is most marked in the case of Hungary. Teachers' trade unions here report a female proportion in school leadership positions well above 80%. The trend seen in most other countries where school leaders at secondary school level were predominantly men, and women predominated at primary school level, does not seem to appear in Hungary.

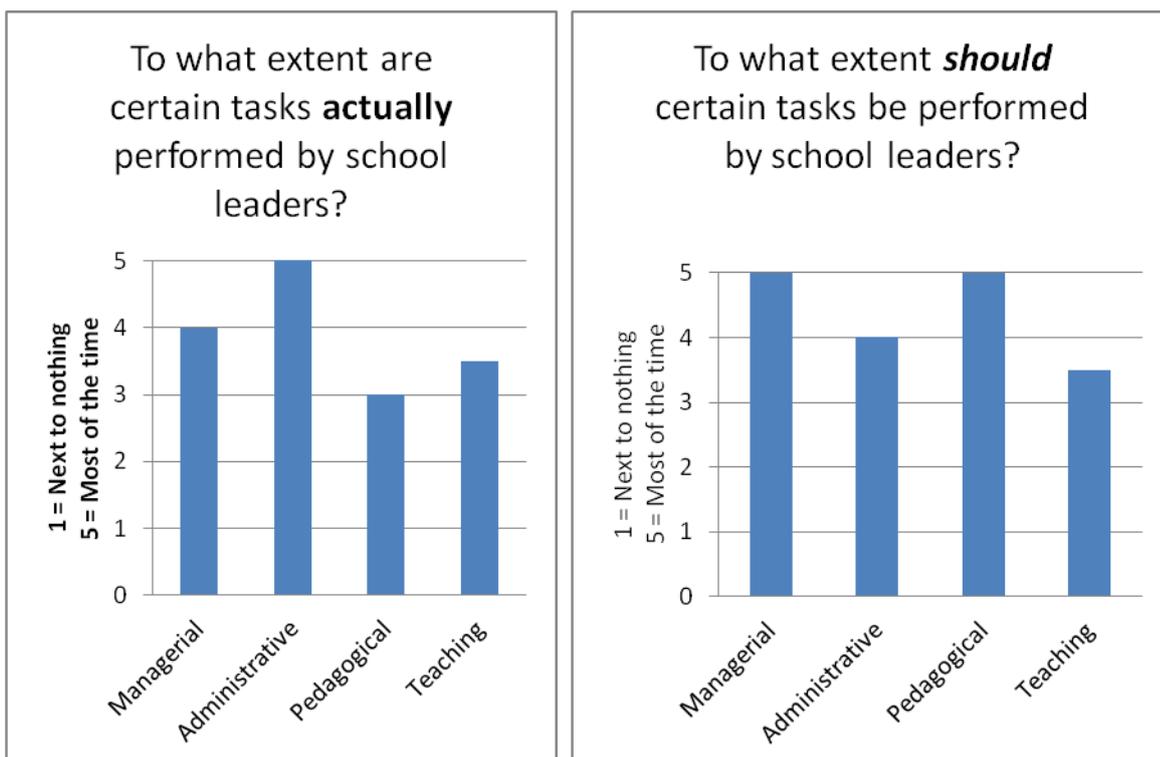
Leadership issues

It was evident from the background study that instructional leadership is predominant in the work of Hungarian school leaders. Teachers' trade unions confirm this in the ETUCE survey, as they think leaders work collaboratively with teachers in school management matters and are involved in the decision-making processes of the school. Even though teacher-school leader relations may suffer from differential treatment, the trend in Hungary is that teachers are more satisfied with school leaders who increasingly adopt a leadership style concentrating on instruction.

The ETUCE data show that, in practice, school leaders spend most of their time on administrative work at school. The next biggest portion of time is spent on managerial issues, referring to the planning and overall organisation of the work of the school, including setting the vision, mission and goals of the school.

Nevertheless, Hungarian school leader do seem to spend considerable amounts of time on pedagogical leadership.

The graphs below show the relation between what leadership tasks are actually performed by school leaders and what tasks Hungarian teachers' trade unions think should be increasingly prioritised as a matter of policy and by school leaders themselves.



It appears in the two graphs above that Hungarian teachers' unions prioritise managerial and pedagogic leadership rather than administrative leadership of schools. Respectively, these were defined as '*the planning and overall organisation of the work of the school, including setting the vision, mission and goals of the school*' and '*tasks that relate to teaching and learning, including curricular design, supervision and mentoring*', whereas administrative leadership is defined as routine administrative functions such as staffing and procurement of school supplies.

Positive aspects and key challenges

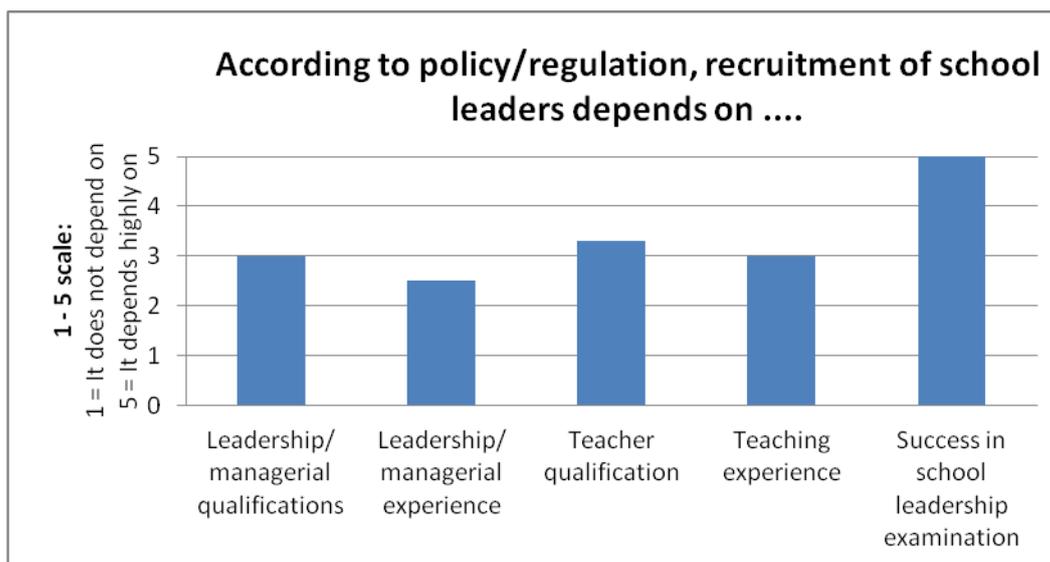
In relation to their previous work in the school as teachers, Hungarian school leaders have a sound knowledge of the class dynamics and do carry out a lot of managerial and instructional leadership, which is considered to contribute well to teacher-school leader relations.

However, according to teachers' trade unions, Hungarian school leaders are under immense pressure from heavy workloads and working time that may often affect their work-life balance, and eventually private life. This is identified as one of the key challenges by the Hungarian teachers' trade unions. These developments contribute negatively to the attractiveness of the school leader profession, as a decrease in the number of teachers applying for school leadership positions has already been noted by the Hungarian teachers' trade unions.

7.5. Italy

Preparation and recruitment

Essentially, the recruitment of a school leader in Italy, like in France, depends on an examination contest. However, upon recruitment of a school leader in Italy, the school leaders must undergo a 1-year leadership training, even though no leadership qualifications or experience are mandatory initially. The figure below gives an overview of the national prioritisation of school leader competences through national policy and regulation, according to Italian teachers' trade unions.



The Italian regulation on school leader recruitment sets no requirements for minimum years of leadership experience. However, it is mandatory for prospective school leaders to have at least five years of teaching experience, according to the Italian teachers' trade unions. The same teachers' trade unions consider teaching qualifications and teaching experience essential for school leaders, as they must be 'experts in education' to be able to improve education quality.

Italian school leaders can expect a certain degree of professional development through enrolment in specific training courses on different subjects and different peer-to-peer activities.

In general, Italian teachers' trade unions 'partly' agree with national regulation governing the recruitment of school leaders and have no intention of advocating for a change in the policy or regulation on recruitment. As a matter of fact the teachers' trade unions are mostly dissatisfied with the rather frequent changes in recruitment regulation.

Working conditions and salaries

Compared to their European colleagues, Italian school leaders seem to have a fair amount of working hours and in line with collectively agreed normal weekly working hours in local government.⁵⁵

It is not clear if Italian school leaders experience the same burden of overtime as many of their European counterparts, as the three Italian teachers' trade unions participating in the survey have not provided information on overtime.

⁵⁵ Eurofound (2011), *Working time developments 2010*, p. 11 (Italy: 36 hours)

The *Federazione Lavoratori della Conoscenza* (FLC-CGIL) union notes that Italian school leaders have not had officially specified working time since 1999. Previously, they were working between 36 and 40 hours weekly, and this figure on working time largely remains the same today. The workload of Italian school leaders does not seem to require overtime. A factor that may be contributing positively to the working hours of Italian school leaders is that tasks related to leadership and management of the school are actively distributed to administrative staff and teachers. This also indicates that Italian school leaders do not experience workload greater than is expected within a working day or working week.

Yet, the same teachers' trade unions do not find the salary given to school leaders particularly rewarding as it does not take into account increased responsibilities of school leaders, compared to other public administration leaders.

The salary of Italian school leaders is determined through regional collective agreements and may vary according to the complexity of the school, e.g. school level, school composition and size, and school type. Teachers' trade unions indicate that school leaders may have a salary between 7% and 40% higher than that of teachers.

Attractiveness of the profession and gender equality

While Italian school leaders, or those who aspire to become one, are not motivated by salaries and other benefits related to the profession, they are mostly motivated by career opportunities, and their active contribution to improving education in their country.

However, teachers with school leader aspirations can be motivated by salary, as they, over the years, can expect up to 40% higher salary than school teachers. This number is also confirmed by recent Eurydice figures on teachers' and school leaders' salaries in Europe. Here minimum salaries of Italian school leaders at primary school are approximately twice that of minimum salaries of Italian teachers at primary school level.

Correspondingly, the trend of Italian teachers applying for school leadership positions is, by teachers' trade unions, considered to be increasing.

The school leader profession in the Italian school system is characterised by a relatively high degree of gender equality, according to teachers' trade unions who report of, respectively, a 52% and 48% of female proportion of school leaders at primary, lower and upper secondary school level.

A contributing factor to this may be the fact that national policy supports female school leaders, who also have paid maternity leave.

Leadership issues

Concerning the expectations of school leaders, Italian teachers' trade unions firmly point to a school leaders who have 'in-depth relational, pedagogical' and 'organisational competences'. These are indeed very central characteristics of school leaders in demand in many of the other countries surveyed.

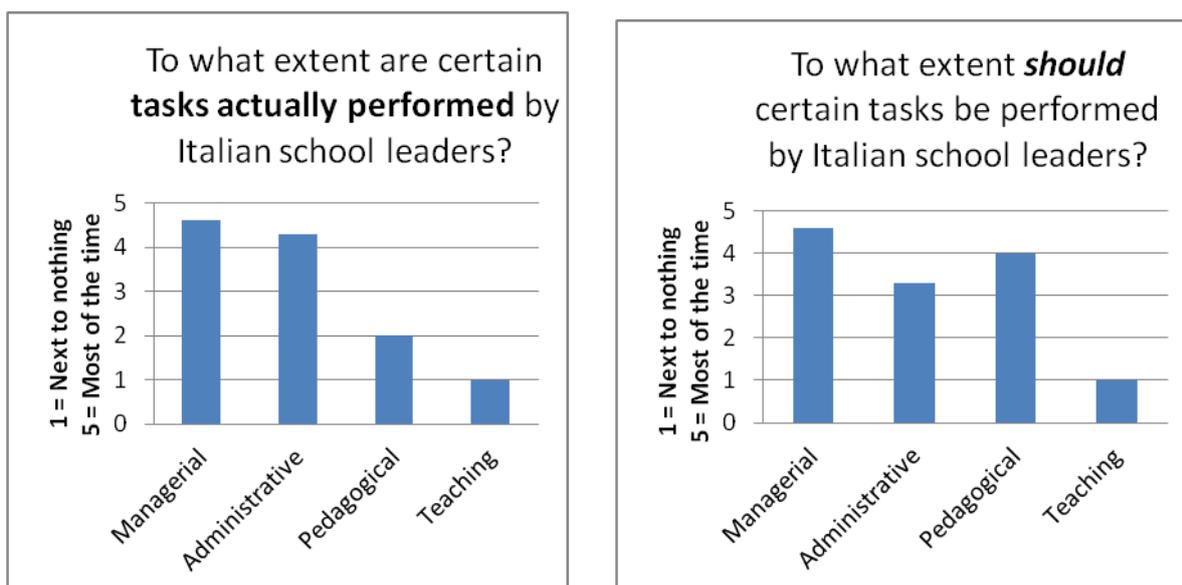
The above described characteristics of a 21st century school leader do seem to apply to the typical school leader in Italy. Teachers' trade unions report that school leaders work collaboratively with teachers, in general as well as in school management matters where they are involved in the decision-making processes

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of the school. The teachers' trade unions strongly support teacher involvement in the democratic decision making processes in school.

However, the teachers' trade unions also see room for improvements concerning support from school leaders on work and career development of teachers, and on creating a more positive and productive work environment between all the actors in school.

The work of an Italian school leader is very much characterised by managerial and administrative tasks, in practice. As it can be seen from the left graph, pedagogical tasks are a relatively small part of the school leaders' daily tasks, indicating a rather limited contact with teachers and other in-school actors.



The right graph indicates to what extent certain tasks *should* be performed by school leaders. According to this, it becomes evident that the pedagogical aspect is considered to be the second-most important job of the school leader, by the respective teachers' trade unions.

The pedagogical leadership aspect is defined by those tasks, which relate to teaching and learning, including curricular design, supervision and mentoring. The managerial leadership is defined as the planning and overall organisation of the work of the school, including setting the vision, mission and goals of the school. The combination of these two leadership styles is preferred by Italian teachers' trade unions.

Positive aspects and key challenges

Contrary to many school leaders from other European countries, Italian school leaders seem to have a reasonable workload and good support staff that ensure that the daily work can be done within regular working time. In addition, the Italian school leader profession is characterised by a relatively high degree of gender equality in school leadership posts.

Even though leadership qualification or leadership working experience is not mandatory for aspiring school leaders, a one-year professional development programme ensures that school leaders gain the necessary competences. Teachers' trade unions report a slight increase in the numbers of teachers who apply for school leadership positions.

7.6. Ireland

Preparation and recruitment

According to the OECD country background report on the improvement of school leadership in Ireland (2007)⁵⁶, no preparation or pre-service programmes are available to Irish school leaders. There are, however, induction programmes for newly appointed school leaders at primary and lower secondary school level. At secondary school level, leaders increasingly have a Master's degree and leadership experience. The vast majority of participating school leaders in the induction programmes and leadership development programmes in general, report positive and useful outcomes.

In Ireland, the recruitment of school leaders depends on the applicants' experience in school development and planning, teaching qualifications and at least five years of teaching experience. School leadership training is also an important factor in the recruitment process. Even though teaching experience may be mandatory for leadership positions only in larger schools, Irish teachers' trade unions do find teaching experience necessary for school leaders in order to become familiar with curriculum and pedagogy.

Since Irish teachers' trade unions have actively been part of negotiations, which established the current procedures for school leader recruitment, they agree with national policy and regulations governing preparation and recruitment of school leaders, which supports the idea that practising teachers become school leaders.

Working conditions and salaries

An OECD country background report on Ireland states that:

"It is generally agreed among unions and professional bodies that administrative workload issues are a significant disincentive for teachers who might consider applying for the position of school principal. Managerial bodies, unions and professional bodies, all consider the level of funding provided for administrative support to be inadequate." (2007:49)

When looking at this from a current and union perspective, the above statement still seems to hold. The Irish teachers' trade unions confirm that the workload of school leaders usually forces them to work overtime and that the majority of school leaders already do far more than the regulated school working week:

"[The] Main reason why people do not apply is the workload and 'always being on the call', even in holidays and at weekends." - ASTI, Ireland

According to teachers' trade union information, school leaders are neither paid for their overtime, nor are they compensated otherwise. Salaries of Irish school leaders are determined through pay agreements via the collective bargaining structures. This may be up to 20% more than that of teachers. This is both confirmed by teachers' trade unions and a recent Eurydice study on teacher and school leader salaries in Europe. The salary may, however, vary according to school size and school level.

Attractiveness of the profession

⁵⁶ OECD (2007), *Improving School Leadership. OECD Project. Background Report – Ireland*. <http://www.oecd.org/dataoecd/35/44/38574871.pdf>

As a result of the financial and economic crisis, which hit Ireland severely, public sector salaries have been cut compared to pre-2008 levels. However, teachers' trade unions do not find that salary is the biggest issue when talking about working conditions and the attractiveness of the school leadership profession. Rather, workload is an issue of concern, which is negatively affecting the number of applications received per advertised position.

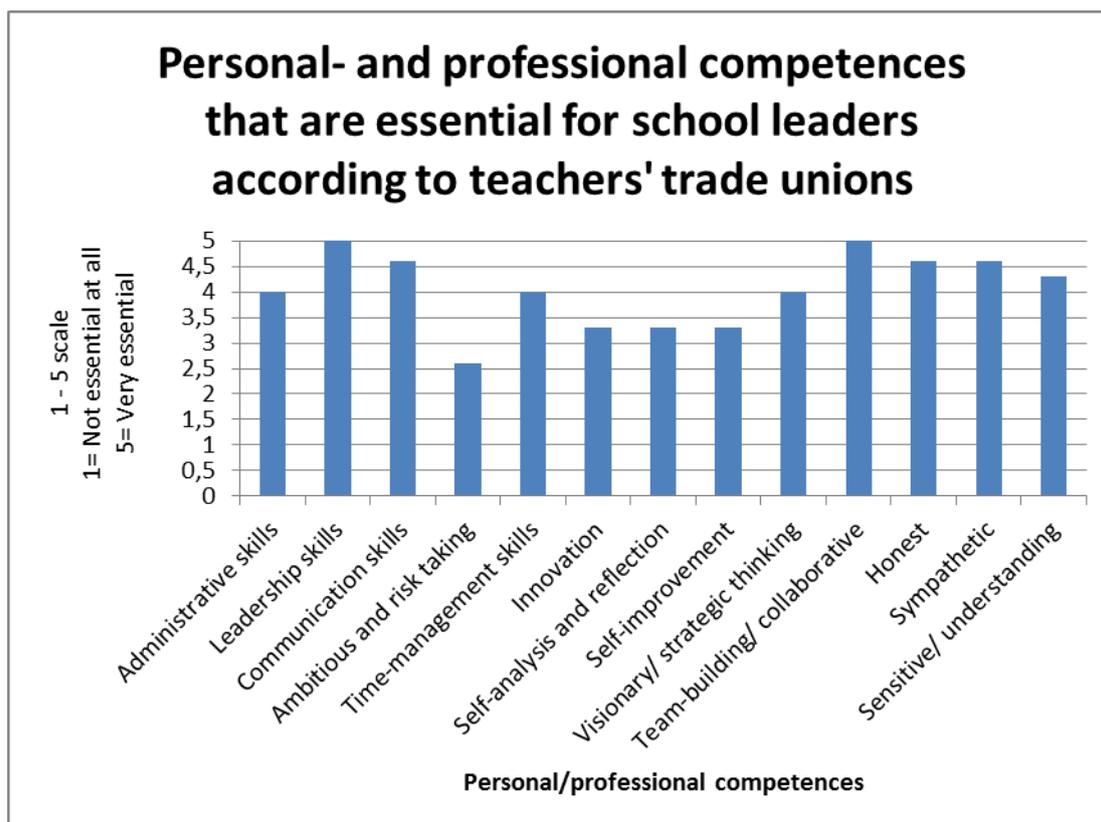
According to the OECD (2007:47) background study on school leadership in Ireland, a decreasing number of applicants per vacant position has been noted since the late 90s. Going from approximately 6 applications for every school leadership post in primary school in the late 90s, this number halved to 3 applications per post in 2006. In order to see this development from a recent perspective, the Association of Secondary Teachers in Ireland (ASTI) is concerned about the fact that *"Increasingly, boards of management are having to re-advertise positions for principalship because of the low number of applications received. Cutbacks in education services have greatly added to principals' workload, especially the removal of middle-management systems."*

Equality issues

The school leader profession in the Irish school system is characterised by a high degree of gender equality, according to teachers' trade unions, who report almost 50% representation of male and female school leaders at primary and secondary school level. However, it should be noted that up to 80% of teachers at primary school level are female, thus suggesting an underrepresentation of female school leaders at this level. In a few other countries, we have already seen the trend of female overrepresentation in school leadership at primary school level, and male overrepresentation at secondary school level. In light of this, the developments on equality issues in the school leadership profession in Ireland may be viewed positively.

Leadership issues

Irish teachers' trade unions seem to broadly agree on what personal and professional competences school leaders need to lead a school in the 21st century. Among those that are frequently mentioned are: pedagogical vision and experience as a classroom teacher which ensures their profound understanding of education, deep commitment to education as a human right and social good, effective communication skills, and, not least, knowledge of the local community.



Equally, collaboration is deemed necessary in that school leaders are expected to work collaboratively with teachers and with the board of management. In terms of school culture, the typical Irish school is described as “a collegial, professional community where collaboration is expected”. Furthermore, trade unions have been consistent in ensuring that consultation and collaboration are the norm in the running of the school system.

Whenever tensions might arise between school leaders and teachers, teachers’ trade unions see possibilities for improvement of human resource management skills, communication skills and more clearly defined leadership responsibilities. The Irish National Teachers’ Organisation (INTO) has produced a document on positive staff relations called ‘Working Together’⁵⁷.

Positive aspects and key challenges

Through national policy and regulation on recruitment and retention of school leaders, the Irish system ensures that prospective school leaders are firmly rooted in the school system, placing emphasis on teaching qualifications and leadership development programmes.

Irish teachers’ trade unions have actively been part of negotiations, which established the current procedures in school leader recruitment, supporting the idea that practising teachers become school leaders.

Even though the teaching profession at primary school level is subject to gender imbalances as up to 80% of teachers here are female, the school leader profession is increasingly characterised by gender balances, both at primary and secondary school level.

⁵⁷ Irish National Teachers’ Organisation (2000), *Working Together. Procedures and Policies for Positive Staff Relations* <http://www.into.ie/ROI/InformationforTeachers/StaffRelations/WorkingTogether/Downloads/WorkingTogether.pdf>

The main causes of concern are the impacts of cuts in public education. Educational cutbacks have reduced leadership and administrative capacity in schools, thus affecting the curriculum, student welfare, and workload of school leaders. The increased workload of school leaders, especially, is negatively affecting interested qualified candidates.

7.7. Latvia

Preparation and recruitment

Latvian teachers' trade unions indicate that the recruitment of school leaders depends highly on teaching qualification, whereas leadership or managerial qualifications and experience are only a secondary or even tertiary priority. It is, however, indicated that there are professional development and support programmes in place for school leaders. Teaching experience on the other hand is also highly valued according to Latvian teachers' trade unions, yet there are no formal national regulations on school leader recruitment.

Working conditions, salaries and the attractiveness of the profession

The official average number of working hours of school leaders per week is 40, as indicated by the teachers' trade unions and the latest Eurofound publications on working time developments in Europe in 2010. However, when looking at actual weekly working hours it is estimated to be 50 hours, which is equal to 10 hours overtime weekly.

Overtime, as in many other countries, is directly related to the daily workload of school leaders. Again, as in many of the other case study countries, school leaders are neither paid for their overtime nor compensated otherwise.

Minimum salaries of Latvian school leaders are defined centrally, whereas additional salary depending on school factors such as school size is defined by local authorities. Hence, depending on the size of the education institution, Latvian school leaders may earn as twice as much as teachers.

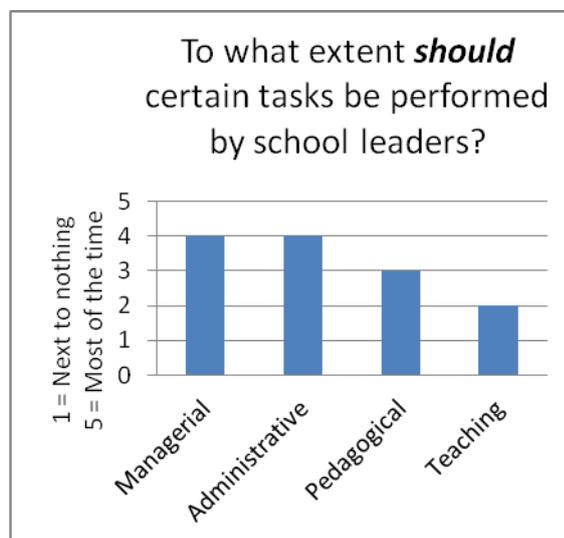
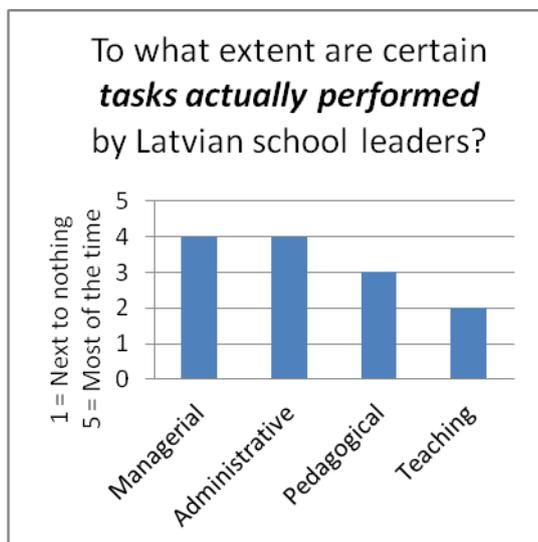
The salary of school leaders is perceived as relatively attractive and one of the motivation factors for prospective school leaders. Latvian school leaders are on the other hand also motivated by career path and personal contribution to improvement of education. However, the trend concerning the number of teachers applying for school leadership positions has been observed as being 'stable'.

Leadership issues

Latvian teachers' trade unions strongly agree on the leadership tasks actually performed by school leaders and what tasks they think they should be actually doing or at least prioritising. In other country case studies, it was evident that there was an inconsistency between the tasks performed by school leaders and the tasks they should be doing. Often this was related to administrative tasks taking away too much time from managerial and pedagogical instructional leadership.

School Leadership in Europe: issues, challenges and opportunities

In the graphs below, illustrating what tasks are actually performed by school leaders (left) and what tasks should be performed by school leaders (right), we note that the two figures are similar, clearly indicating that Latvian teachers' trade unions agree with leadership responsibilities carried out by school leaders.



Positive aspects and key challenges

Apparently, salary and career opportunities of school leaders are relatively attractive in Latvia.

On the other hand, female school leaders account for 70% of the school leader workforce, on average across all school levels.

7.8. Norway

Regulations governing the recruitment of school leaders

Norwegian policy and regulations on recruitment of school leaders presuppose aspirant candidates to have teaching qualifications. Nonetheless, there are no official requirements of minimum years of teaching or leadership experience, but both are seen as important assets by the teachers' trade unions. Teaching experience, especially, is considered essential for school leaders not because they will be involved much in classroom teaching, but in order to understand the dynamics of classroom teaching and the dynamics of an education institution in general. As regards the issue of leadership, the national law presupposes 'leader qualities', understood as a personal competence and potential for development of leadership competences. There are good possibilities for Norwegian school leaders to undertake school leadership professional development through the national programme for school leadership education.

The Norwegian teachers' trade unions only partly agree with national regulation governing the recruitment of teachers. In part, the disagreement emanates from the fact that regulations were changed in 2004, resulting in the requirement of formal teacher education, and at least three years of working experience as a teacher being removed from the regulation.

Working conditions and salaries

The latest OECD country background report on Norway (2007)⁵⁸, clearly states that better knowledge and data about the working conditions of school leaders are needed. In the ETUCE survey the Norwegian teachers' trade union indicates that the workload of Norwegian school leaders clearly affects their weekly working time. This development has been recorded in most other country case studies.

It is estimated that Norwegian school leaders work up to 15 hours of overtime weekly. On top of the collectively agreed weekly working hours (37), school leaders may have a working week of 52 total working hours, which is also considered to negatively impact on their work-life balance.

School leaders are neither paid nor otherwise compensated for their overtime.

Minimum salary levels are negotiated at central level according to school level, whereas municipalities or local authorities can increase wages depending on school size (e.g. number of full time staff). Educational and practical work experience is, however, also considered of great importance in the determination of salary. Other criteria that determine final salary may vary from each municipality. On average, it is estimated that Norwegian school leaders earn 10% more than do Norwegian teachers.

Attractiveness of the profession

Salary may not always be attractive, taking into account the increase in responsibilities from teacher to school leader. In some cases, the salary difference between highest paid teachers and school leaders is minimal. Yet the salary is only considered as a tertiary motivation for potential school leaders. It is rather the career path and the ambition of contributing positively to education that are the primary motivation factors. But neither salary nor career path is perceived to be particularly attractive for potential school leader candidates. A Norwegian survey conducted in 2010 on recruitment of school leaders revealed a low number of applicants for vacant positions in general, as well as a low level of qualifications of applicants. The OECD country background report (2007) notes that "*school leadership does not have a particularly high status.*", and that "*the perception of school leaders' working conditions appears to be an area that can be a contributory factor for whether or not individuals apply for a school leader post.*" (p.50).

The teachers' trade unions judge that the trend in the number of teachers applying for school leadership positions is decreasing even though some teachers are encouraged to enter leadership programmes. However, workload and the low salary advantage are the core issues explaining the phenomenon of decreasing numbers of qualified candidates. This is also confirmed by a recent study for the Norwegian union, *Utdanningsforbundet (Union of Education, Norway-UEN)*⁵⁹. The same study foresees respectively an 'urgent need' (19%) and 'moderate need' (44%) for new school leaders within the next five years. Municipality measures to recruit well-qualified candidates have mostly been to provide professional development, and to a lesser extent, increased salary. Over half of municipalities have not taken any special measures.

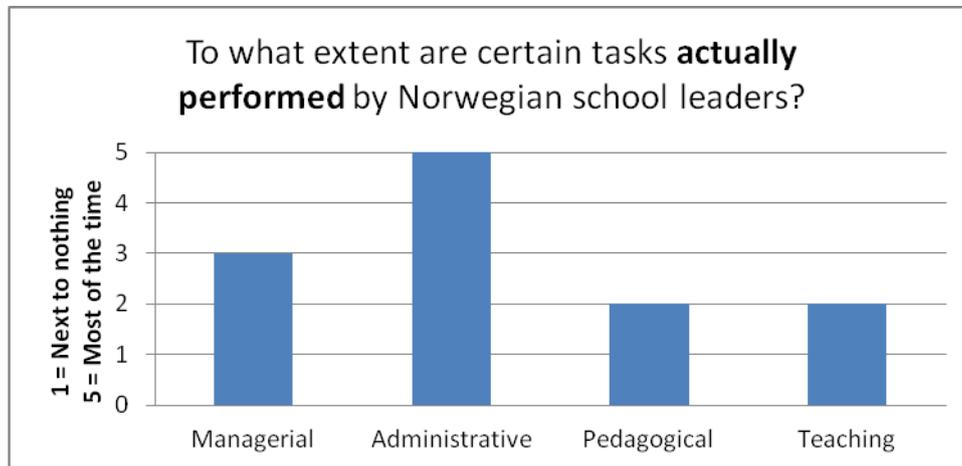
Policy wise, the UEN continuously encourages teachers to become school leaders as they think that school leaders should have teaching qualifications and teaching experience.

⁵⁸ OECD (2007), *Improving School Leadership. Country Background Report for Norway*: <http://www.oecd.org/dataoecd/33/50/38529305.pdf>

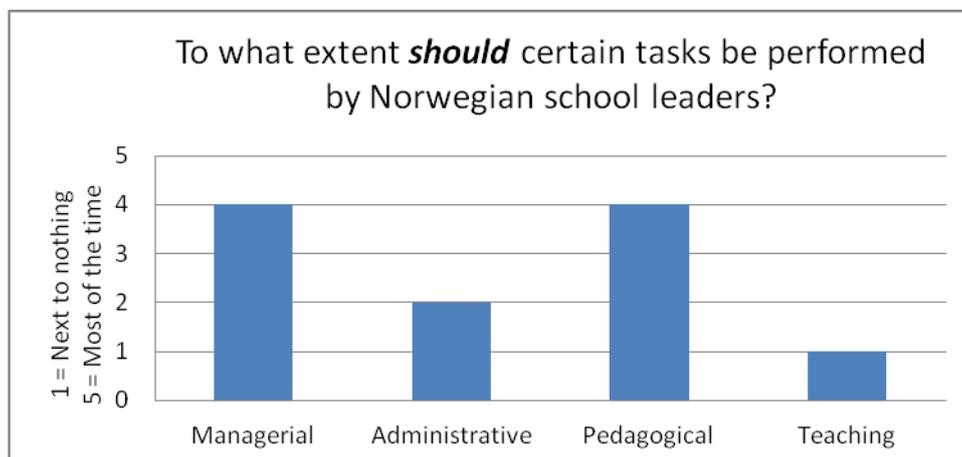
⁵⁹ Utdanningsforbundet (2010), *Rekrutering av rektorer – undersøkelse blandt norske kommuner og fylker*.

Leadership issues

As indicated by other studies and the figure below from this study, the Norwegian leadership style is rather administrative, less managerial, and to an even lesser extent instructional (involving pedagogical leadership, and teacher mentoring) as perceived by the teachers' trade union.

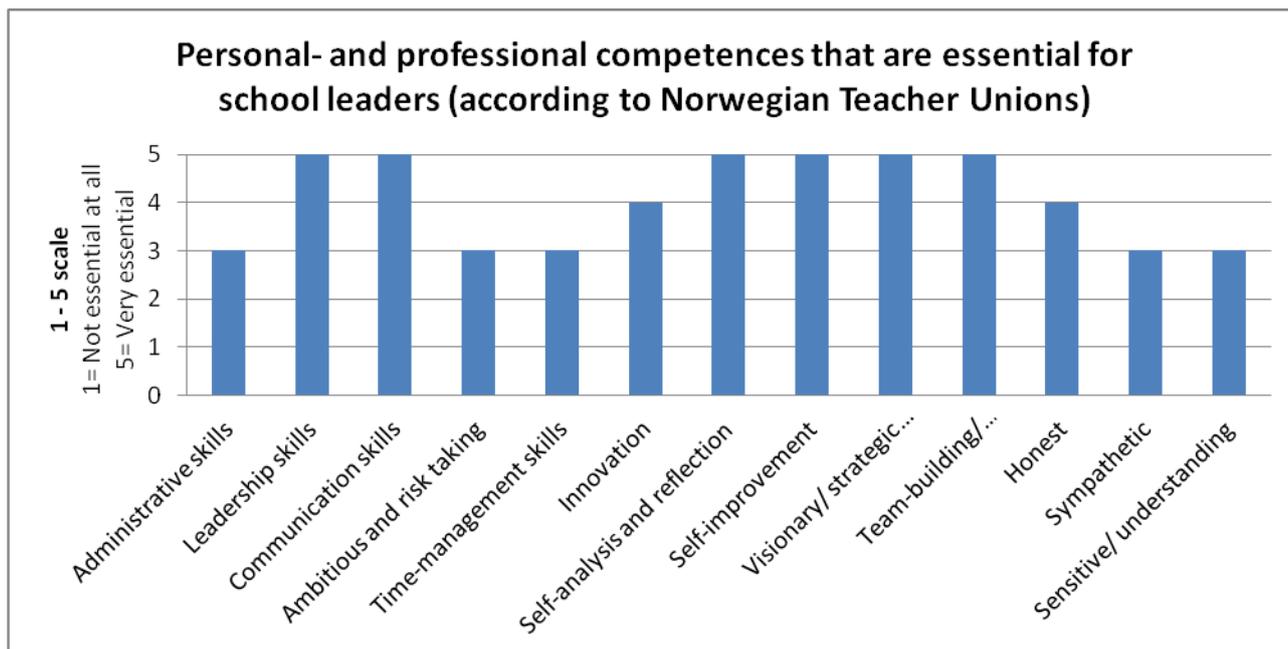


Yet when comparing with another figure that asks 'to what extent school leaders *should* perform the given tasks' we get another figure indicating a preference for considerably a more managerial- and instructional leadership style. The former being defined as the planning and overall organisation of the work of the school, including setting the vision, mission and goals of the school and the latter being defined as those tasks that relate to teaching and learning, including curricular design, supervision and mentoring. The graph below portrays the gap between 'tasks actually performed by school leaders' and 'to what extent certain tasks should be performed by school leader' in the perception of teachers' trade unions.



Hence, we see a clear preference from teachers' trade unions for more instructional leadership. Nevertheless, previous studies indicate that even those school leaders who in fact prioritise instructional leadership have too many administrative tasks to cope with.

When looking at what personal and professional leadership competences Norwegian teachers' trade unions find most essential for modern school leaders, it seems they are correlated with instructional leadership because they choose communication skills, reflection and evaluation, collaborative and team-building skills, creativity and good personal relations as essential aspects of modern school leadership.



Key challenges and positive developments

In Norway, there has been a modification in recruitment regulations that has slightly detached the school leadership profession from its roots in teaching experience, and the UEN has been concerned with that development.

The low number of well-qualified applicants for leadership positions is somewhat worrying and seen as being related to the status of the school leadership position combined with long working hours.

Finally, in Norway, a relatively high degree of gender equality in the school leadership profession exists, at both primary and secondary school level, with 55% female representation.

7.9. Spain

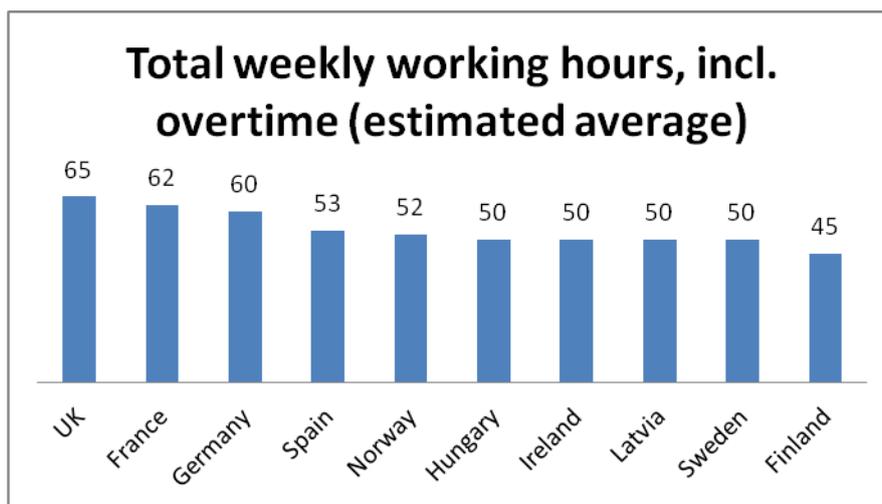
Preparation and recruitment of school leaders

Leadership qualifications and leadership experience (up to five years) is essential for the recruitment of Spanish school leaders. Teaching qualifications is also quintessential in this respect, including at least 5 years teaching experience. The leadership qualifications and experience aspect, unlike many other countries, seems to be prioritised in the Spanish regulatory framework on recruitment. If a candidate has no leadership experience, he or she is expected to complete successfully an initial leadership training programme. FE.CC.OO, the Spanish teachers' trade union, underlines that a school leader candidate must also submit a project beforehand in which he or she outlines the objectives and courses of action they would like to take in a leadership position. Hence, the professional requirements for Spanish school leaders are high, and prioritise leadership competence. However, a candidate's teaching qualification and experience is central to his or her leadership actions and priorities.

Spanish teachers' trade unions do agree with national policy and regulations governing the recruitment of school leaders in their country.

Working conditions and the attractiveness of the profession

Spanish school leaders' official number of working hours per week is set to 40. On a weekly basis, however, they may expect between 10-15 hours of overtime, adding up, on average, to 53 hours per week. Overtime seems to be a common denominator in the working conditions of school leaders in Europe, as school leaders in 10 of the 11 countries surveyed work up to, or above, 50 hours weekly, including overtime.



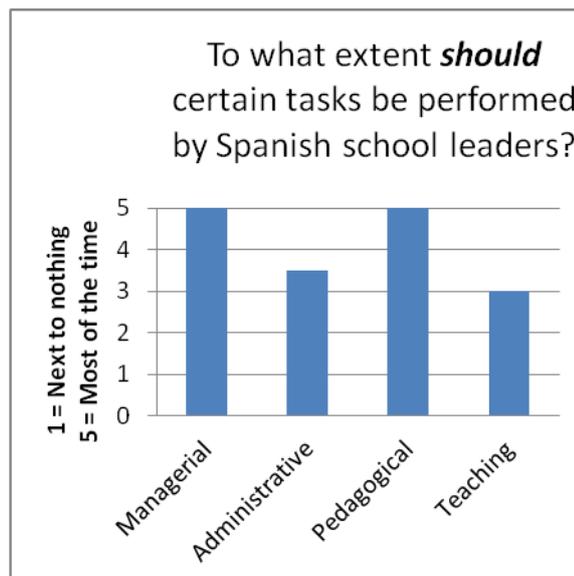
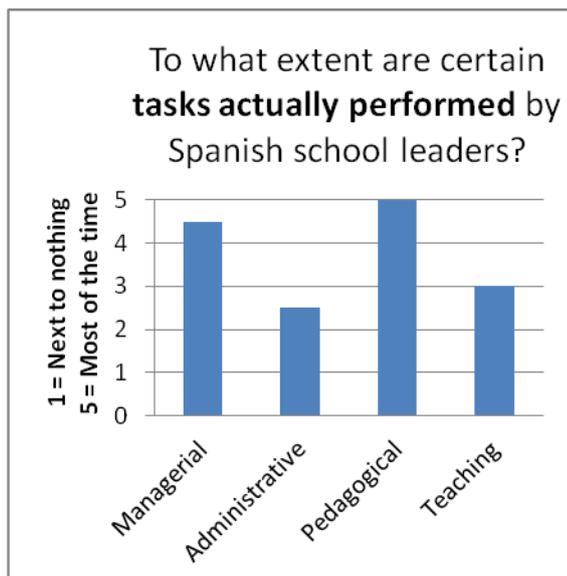
Like in most other studies by country, school leaders are neither paid nor otherwise compensated for their overtime. Again, the workload of school leaders (and lack of support staff) is the primary factor leading to overtime.

On a scale from 1) Rewarding, 2) Fair, and 3) Not rewarding, the salary of Spanish school leaders is considered to be either *Fair* or *Not rewarding* by the responding Spanish teachers' trade unions. School leader salaries are negotiated at central and regional level⁶⁰ and depend on the complexity of the school, i.e. school level and school size. In comparison with teacher salaries, school leaders seem to earn between 15 and 35% more. Hence, in some cases, the attractiveness of the salary may be a motivational factor for teachers' career advancement towards the leadership profession. Contribution to the improvement of education and the leadership career path is also a motivation factor for prospective school leaders. Yet, one teachers' trade union does not consider that either national policies or teachers' trade union policies in Spain are encouraging teachers sufficiently to become school leaders.

Leadership

There seems to be a relatively good consistency between the tasks school leaders actually perform and the tasks school leaders should actually be doing (according to teachers' trade unions), as opposed to many other country case studies.

⁶⁰ For detailed information see Eurydice (2011), *Teachers' and School Heads' Salaries and Allowances in Europe, 2009/10*, p. 39: <http://eacea.ec.europa.eu/education/eurydice/documents/tools/salaries.pdf>



The two figures above illustrate that managerial and pedagogical tasks are the primary responsibility areas of Spanish school leaders, thus indicating a clear emphasis on instructional leadership rather than administrative leadership.

Spanish teachers' trade unions indicate that they have a preference for school leaders with initiative, and the ability to democratically and closely involve the educational community in the development of the school. The surveyed teachers' trade unions respond that school leaders to a great extent work collaboratively on school management matters, and in this regard the unions support initiatives to advance democratic decision making in schools.

Key challenges and positive aspects

Women are slightly underrepresented as school leaders, especially at secondary school level, whereas the number of female teachers clearly surpasses the number of male teachers. This is a teachers' trade union estimation. The ETUCE study and earlier studies note a slow but steady increase in the number of female school leaders towards a greater gender equal equilibrium.

The requirements for school leader candidates are high and presuppose teaching qualifications and profound teaching experience, along with leadership qualification or a few years of leadership experience. According to teachers' trade unions, school leaders are more deeply involved with instructional leadership rather than administrative work. This gives them the opportunity to be more closely involved in the development of the achievements of the school.

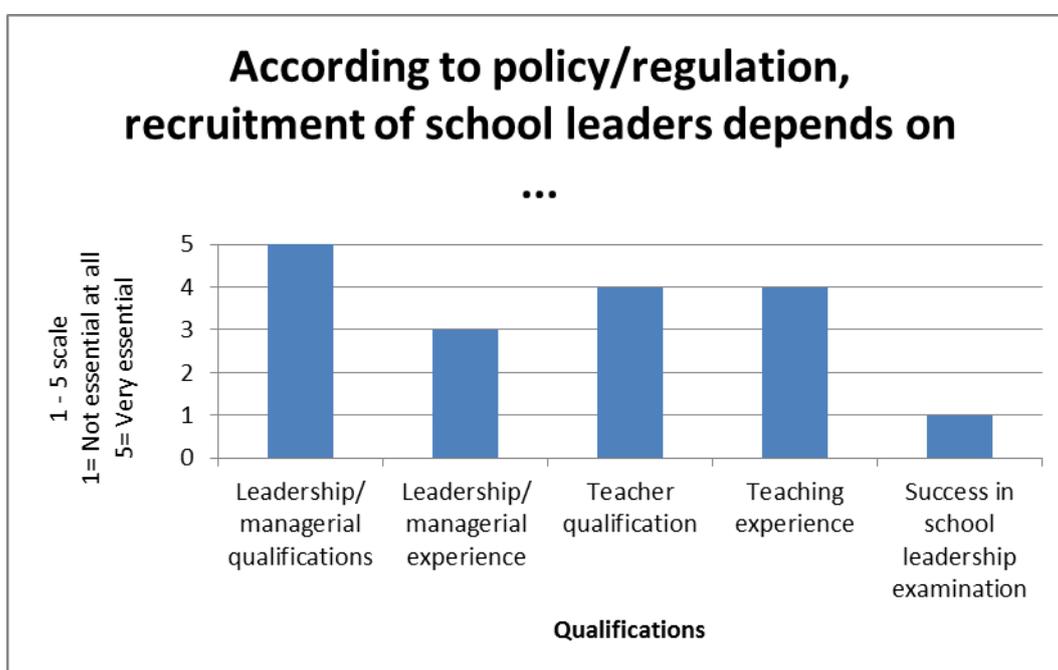
Yet, school leaders are overburdened with tasks which require a considerable amount of working hours exceeding the normal weekly working hours (40). Salaries not being proportional to workload and the relatively low salary gain when promoted from teacher to school leader, somewhat discourages potential teachers with leadership qualities.

7.10. Sweden

Preparation and recruitment of school leaders

Traditional leadership tasks are central to the tasks of Swedish school leaders. This is also reflected in the prioritisation of leadership or managerial qualifications in the recruitment process. Although experience of a leadership position, and teaching qualifications and experience are considered essential, there are no national or regional regulations stipulating the minimum years of professional experience in leadership or teaching before appointment.

Leadership education becomes mandatory *after* appointment, in the form of a one-year induction leadership programme. Thus, in one way or another, leadership qualification is essential for the recruitment of potential candidates according to national policy and regulations.



According to *Lärarförbundet*, the Swedish teachers' union (also representing school leaders), recruitment essentially depends on qualifications from relevant education background and relevant work experience. In the recruitment and selection process, the teachers' trade union also considers teaching qualifications and professional experience of teaching essential.

Working conditions and salaries

According to the Swedish teachers' union, the norm for working hours of school leaders is around 50 hours weekly, even though the normal weekly working hours is up to 40. The approximate 10-hour overtime working was previously compensated for in a one-off salary raise and school leaders are expected to regulate their working hours by themselves. However, this regulation rarely appears due to school leaders' professional level of commitment.

To put the working hours of school leaders into perspective with other recent Swedish publications on this issue, it is confirmed that 2/3rd of the school leaders *always* work overtime, while every one in five school leaders *often* work overtime. At the same time, the working hours of school leaders are among the highest

compared to other public service occupations. The same figures also show a significantly larger share of male school leaders who work more than 50 hours-a-week compared to their female counterparts. The effects of workload and overtime have led to 4 out of 10 leaders feeling stressed while 6 out of 10 school leaders feel they have no work-life balance⁶¹. In a report from early 2011, the state supervision on working environment (*Arbetsmiljöverket*) has taken notice of aspects of the working conditions of school leaders that may lead to occupational health issues⁶².

Considering the fact that the workload of school leaders is directly and negatively affecting their normal working hours, teachers' trade unions do not consider the salary of school leaders rewarding enough.

Yet, unlike in many other countries where statutory salaries are determined at central or regional level, Swedish school leaders negotiate their salaries on an individual basis at local level. The salary depends on qualifications, previous results and school level of their leadership. The salary difference from minimum to maximum salaries of teachers and school leaders is minimal⁶³.

The attractiveness of the profession

The trend of teachers applying for school leadership positions is, by *Läraryrskombund*, perceived to be falling. First of all, the Swedish teachers' union does not consider the career path of school leaders very attractive, and as an inducement for potential school leaders. This area is identified as an area for improvement. Secondly, national policies are not perceived as being particularly encouraging for teachers to become school leaders. Thirdly, the salaries of school leaders, on average, are only minimally higher than those of teachers. Yet the union still encourages teachers to become school leaders.

Leadership issues

Managerial and administrative tasks are at the core of Swedish school leaders' leadership responsibilities. Pedagogical instruction and teaching take up only marginal time. In an ideal situation, the Swedish teachers' trade union would rather see modern Swedish school leadership being concentrated around management and pedagogy. Management is defined here as the planning and overall organisation of the work of the school, including setting the vision, mission and goals of the school; while pedagogic leadership is being defined as those tasks that relate to teaching and learning, including curricular design, supervision and mentoring. A very recent report by the *Arbetsmiljöverket*⁶⁴ showed in fact that budgetary issues and administration take up too much of school leaders' time rather than education management.

The Swedish teachers' union also has a clear prioritisation of leadership characteristics that they prefer. Having a vision and strategy for the improvement of the school, being able to promote collaboration and mobilise efforts in this relation, and finally effectively communicating this, while also taking the lead, is considered to be a modern approach towards leadership of the school. This does not imply that school leaders deprive themselves of control and responsibility under the given circumstances.

⁶¹ TCO (2009) *Det moderna arbetslivets chef*, p. 13.

Läraryrskombund (2009), *Tid att leda – en rapport om skoleleadares arbetstid*

⁶² Arbetsmiljö Verket (2011), *En tillsynsinsats genomförd av Arbetsmiljöverket, distriktet i Göteborg under 2009 och 2010*.

⁶³ Eurydice (2011), *Teachers' and School Heads' Salaries and Allowances in Europe, 2009/10*, p. 71

<http://eacea.ec.europa.eu/education/eurydice/documents/tools/salaries.pdf>

⁶⁴ Swedish agency monitoring working environment, see footnote 62.

Key challenges

The political trend in the country, as pointed out by *Läraryrbundet*, is that more political interference is happening at school level, thus undermining the professional autonomy of school leaders. However, according to the recent Swedish surveys mentioned above, most leaders point to the fact that support staff, including qualified administrative personnel, and fair economic resources to lead the school could improve substantially the daily work of school leaders.

One key challenge is the need to recruit qualified individuals to the school leadership role, which, according to new legislation, entails increased responsibility alongside unsatisfactory salaries and working conditions..

Furthermore, a general trend of feminisation of the teaching profession is found in Sweden, and this applies to the leadership profession as well, where, on average across all school levels, 60 to 65 % of school leaders are female. The same figure has been noted in the 2007 country background analysis in this area by the OECD⁶⁵.

7.11. United Kingdom (England)

Preparation and recruitment

According to a study of the National College for School Leadership⁶⁶, school leadership is conceptualised as a process of influence leading to the achievement of desired purpose: *“Successful leaders develop a vision for their schools based on their personal and professional values. They articulate this vision at every opportunity and influence their staff and other stakeholders to share the vision. The philosophy, structures and activities of the school are geared towards the achievement of this shared vision (p.8).”*

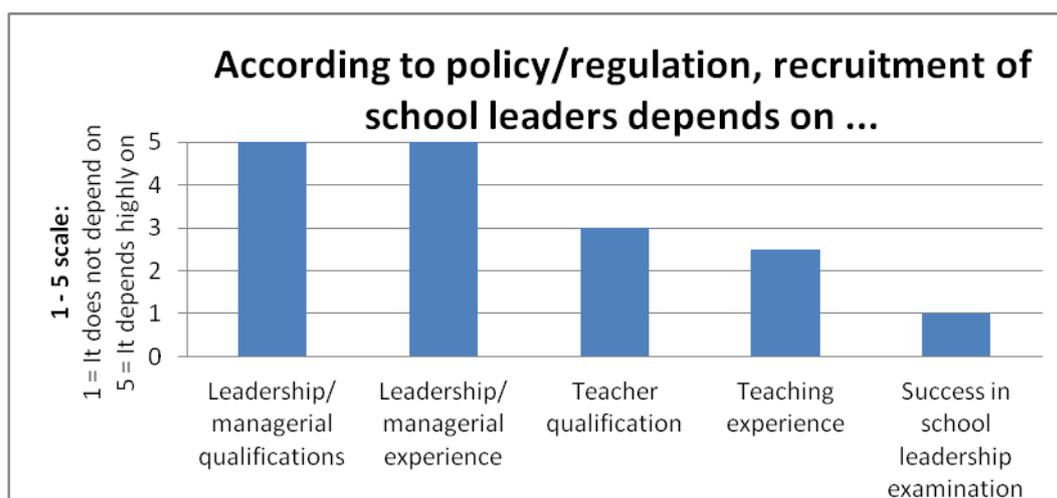
The preparation and recruitment process does take strong leadership capabilities into consideration, as they are considered of essential importance in the recruitment of school leaders. This is clearly illustrated by the figure below.

⁶⁵ OECD (2007), Improving school leadership. Background report. Sweden:

<http://www.oecd.org/dataoecd/17/41/38613828.pdf>

⁶⁶ National College for School Leadership(2003), School Leadership: Concepts and Evidence.

http://www.mp.gov.rs/resursi/dokumenti/dok217-eng-School_Leadership_Concepts_and_Evidence.pdf



As can be seen from the figure above, teaching qualifications and teaching experience are not considered of significant importance relative to leadership qualifications and experience. Yet, the UK(E) teachers' trade unions consider teaching qualifications and experience of utmost importance for prospective school leaders. Currently, there are no requirements for teacher status or a certain number of years of teaching experience. The teachers' trade unions either *agree* or only *partly agree* with the regulations governing the recruitment of school leaders in the UK(E). Two specific reasons are highlighted in this context.

First, the teachers' trade unions are generally supportive of the framework within which school leaders are recruited, although they are concerned about the direction of much current government policy in this area, -particularly with regard to accountability demands on school leaders. Secondly, the leadership professional qualification requirement (NPQH⁶⁷) for school leaders is being seen as another hurdle for prospective candidates, which has meant that far fewer teachers want to become school leaders. The argument here is that the process of recruiting good school leader candidates should be made easier, not harder, since qualification alone does not make a good school leader - experience is considered equally important.

However, according to the teachers' trade unions, increased prioritisation of leadership qualifications and experience and the de-prioritisation of teaching qualifications and experience has to be seen as encouragement by Government for successful leaders or managers in the private sector to become school leaders on the grounds that their skills would be transferable in an education institution. In practice however, candidates with experience of teaching are still preferred.

Working conditions

British school leaders are among those school leaders in Europe who work most hours on a weekly basis, with total weekly working hours (including overtime) of above 60, as estimated by teachers' trade unions. Yet, Article 6 of the Working Time Directive (2003/88/EC) states that '*Member States shall take the measures necessary to ensure that, in keeping with the need to protect the safety and health of workers, the average working time for each seven-day period, including overtime, does not exceed 48 hours.*

⁶⁷ National Professional Qualification for Headship, introduced in 2009. All those who wish to apply for a head teacher post must have gained the National Professional Qualification for Headship or be working towards it. This involves written assignments and practical activities at one's own and other schools. Qualified teacher status is not a requirement. (NUT-UK)

Since there are no collectively agreed weekly working hours, school leaders in the UK are supposed to work as long as it takes to do the work he or she is responsible for. This means the workload of school leaders is directly related to their working hours, and that this workload is immense.

Salary issues and the attractiveness of the profession

According to the teachers' trade unions, school leaders in the UK(E) earn between 45% and 65% more than teachers. Apart from the case of Latvia, school leaders in the UK(E) can expect relatively the highest pay gain if they advance from a teaching position to a leadership position. When comparing these figures with the latest Eurydice publication on salaries of teachers and school leaders this estimation holds true.

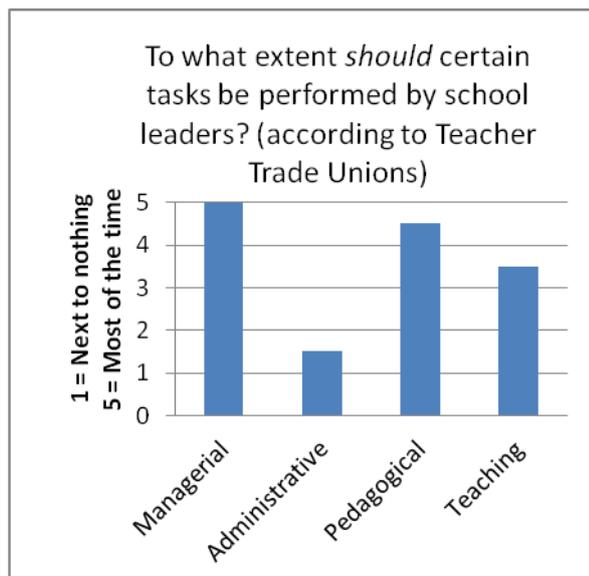
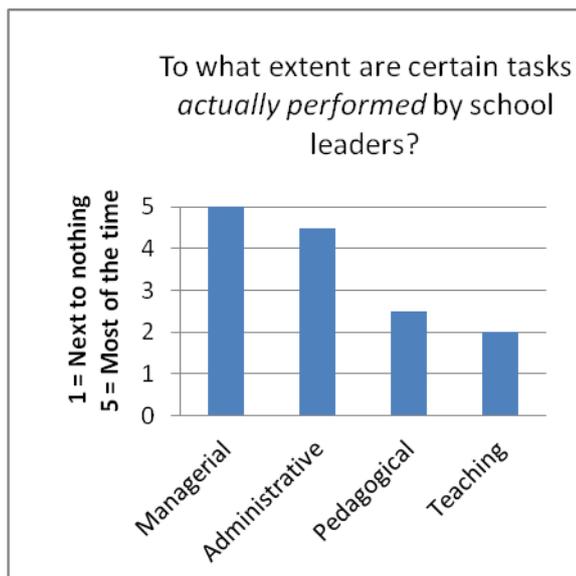
The salary of school leaders in the UK(E) is determined at central level. National pay scales related to the size of school are set by the 'School Teachers Review Body' which is given its remit by the government rather than through collective bargaining.

Even though at first sight, the salary may be considered to significantly raise the attractiveness of the leadership profession, teachers' trade unions consider the salary only as *'fair'*, and not especially rewarding. This is largely linked with accountability pressures and workload demands. The National Union of Teachers has noted a decline in the number of teachers applying for school leadership positions, especially in rural areas. This development is seen despite encouragement through special arrangements of 'succession planning' and the 'leadership experience programme'.

Leadership issues

As we saw in the first paragraph of the case study of the UK, strong leadership skills are central in the recruitment process of school leaders. When asking teachers' trade unions about what kind of competences school leaders should have to lead a school in the 21st century they most strongly emphasise the strong pedagogic, teaching and learning aspects of the role as a school leader. Hence a school leader with a background in the education sector is preferred rather than an administrator from outside.

However, in practice, the formal administration of a school takes up huge amounts of time of school leaders in the UK(E). This can be seen by the figure on the left side below. The left-hand figure illustrates teachers' trade unions' estimation on about what tasks school leaders are actually performing in practice. The right-hand figure, however, illustrates to what extent certain tasks of school leaders should be up-prioritised (according to the same teachers' trade unions).



In comparing the two graphs, it becomes evident that teachers' trade unions would rather see more leadership rooted in actual education efforts through pedagogical leadership and mentoring, rather than administrative management of the school.

Looking at leadership issues from another perspective than in relation to their leadership tasks, it becomes evident that school leaders also are under constant pressure to show improved performance of their school. Since school leaders are held accountable for school performance through a highly developed national accountability framework, teachers' trade unions report that these put school leaders under enormous pressure to constantly improve performance. Besides the inherent pressures in the role of a school leader, his or her areas of responsibility are great in both breadth and depth.

Key challenges and positive aspects

Workload leading to long working hours, and accountability pressures were identified as two major deterring factors for prospective school leaders, and a decrease in numbers of applicants has been noted, especially in rural areas.

The school leader profession in the UK(E) seems to be characterised by relatively strong gender equality and significant representation of females in the teaching profession.

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EUROPEAN TRADE UNION COMMITTEE FOR EDUCATION
COMITE SYNDICAL EUROPEEN DE L'EDUCATION

5, bd du Roi Albert II - 9^{ème}
B-1210 Brussels, Belgium
Tel. +32-(0)2 224 06 91 / 92
secretariat@csee-etuice.org
www.csee-etuice.org



EDUCATION INTERNATIONAL
INTERNACIONALE DE L'EDUCATION
INTERNACIONAL DE LA EDUCACIÓN

5, bd du Roi Albert II
1210 Brussels, Belgium
Tel. +32-(0)2 224 06 11
Fax +32-(0)2 224 06 06
headoffice@ei-ie.org
www.ei-ie.org