



FINNISH NATIONAL  
BOARD OF EDUCATION

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# INTERNATIONAL SURVEY ON EDUCATIONAL LEADERSHIP

A survey on school leader's work and  
continuing education

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# Preface

Continuing education for school leaders has long been one of the Finnish government's key education policy priorities in terms of professional development for educational staff. In Finland, training programmes for school leaders are intended both for principals and for school management and development teams. Effective continuing education is manifested as a renewing and inspiring approach to work at educational institutions. Principals and other school leaders hold the key to all development work in working communities and educational institutions.

In order to further develop continuing education, the Finnish National Board of Education (FNBE) decided in 2011 to commission a survey to investigate qualifications requirements and continuing education systems for school principals/leaders in the following target countries and districts: Finland, Sweden, Norway, Denmark, Germany (Baden-Württemberg, Hessen), the Netherlands, France (Paris), Scotland, Russia (St. Petersburg), Canada (Ontario), the United States (New York City, Los Angeles), China (Shanghai), South Korea, Australia (Victoria) and New Zealand. The aim was to collect information about practices in other countries, compare and mirror the information obtained against current Finnish practices and use these as a basis to brainstorm new innovative models for continuing education for school leaders and management teams.

Palmenia Centre for Continuing Education at the University of Helsinki was selected to carry out the survey.

The survey deals with school leadership systems, allocation of resources to leadership, qualifications requirements for leaders and selection procedures for leadership positions. The focus is on pre-service programmes for those applying for leadership positions and induction programmes for new principals. Further areas of interest include the practices and contents of in-service training for serving principals and comparisons between them. The survey also highlights interesting good practices in different countries.

The aim is to use the results to reform government-funded continuing education for school leaders and to form an opinion on development of principals' job descriptions.

This report is a summary of the key points of the survey. Principal Atso Taipale, PhD (Education), a member of the team that carried out the original survey, was invited to draw up the summary.

The full international survey on school leaders' work and continuing education (*Kansainvälinen kartoitus rehtoreiden työstä ja täydennyskoulutuksesta*) has been published in the FNBE Reports series as Reports 2012:11. It is available in Finnish on the FNBE website at: [www.oph.fi/julkaisut/2012/kansainvalinen\\_kartoitus\\_rehtoreiden\\_tyosta\\_ja\\_taydennyskoulutuksesta](http://www.oph.fi/julkaisut/2012/kansainvalinen_kartoitus_rehtoreiden_tyosta_ja_taydennyskoulutuksesta).

# 1 Introduction

The Finnish National Board of Education has commissioned an extensive international survey dealing with the status and training of school leaders in different countries. The survey was carried out by Palmenia Centre for Continuing Education at the University of Helsinki.

Data collection methods included benchmarking and fact-finding trips and personal interviews with experts in the target countries, complete with Internet desk research and a review of literature concerning school leadership. For the purposes of collecting comparable data, a matrix was prepared and translated into English, French, German and Chinese.

The aim was to investigate school leadership systems and leadership training practices. A further objective was to find out how future plans relating to principals' qualifications requirements, pre-service programmes and in-service training differ in different countries. Comparison and identification of good practices aimed to find new ideas to develop the status and training of school leaders.

The survey focused on the following target countries/districts: Finland, Sweden, Norway, Denmark, Germany, the Netherlands, France (Paris), Scotland, Russia (St. Petersburg), Canada (Ontario), the United States (New York City, Los Angeles), China (Shanghai), South Korea, Australia (Victoria) and New Zealand. The countries were selected paying attention to their success in international comparative school surveys and to ensuring a certain global coverage. The Nordic countries were also included in the survey, as their education systems are similar to the Finnish system in terms of premises.

This summary provides a compilation of the key points of the contexts and results of the survey. It begins with a brief presentation of the underlying conditions and priorities of school leadership at a general level. This is followed by a compilation of comparative data based on the following questions:

1. What are the school leadership structures and the titles of leadership positions like?
2. What kinds of resources are available for school leaders (also considering teaching responsibilities)?
3. Who decides on selection of principals/leaders?

4. What qualifications requirements are in place for principals/school leaders (both in general education and vocational education and training)?
5. What pre-service and recruitment training programmes are available for those applying for leadership positions (contents, funding)?
6. What induction programmes (contents, funding) and other induction methods are available for new principals?
7. How has in-service training for serving principals been implemented? (Also considering and including practices, contents and scopes of in-service training, funding, organising bodies, voluntary/compulsory participation, collective agreements, whether the position involves an obligation to participate in in-service training, mentoring, professional counselling, consultation, etc., as well as feedback on in-service training programmes.)
8. What future plans do different countries have with regard to qualifications requirements, pre-service programmes and in-service training for principals?

The comparison is used as a basis to describe the special characteristics of Finnish approaches along with the range of approaches and interesting 'good practices' that Finns aim to utilise to develop the country's school leadership system.

The scope of the full international survey on the work and continuing education for principals, drawn up on the basis of country reports, is 148 pages. It also covers proposals for improvement of the Finnish school leadership system and principal training, prepared on the basis of the comparisons.

## 2 Comparison of general premises for school leadership

Using the data collection matrix prepared on the basis of the assignment, the project team collected answers to the questions that the 16 countries/districts were asked. The comparative data is not completely commensurable. Data collection has been steered to some extent by the availability of information, on the one hand, and by the collector's views on what sort of information is relevant for comparison with Finnish practices, on the other. The source data is available in the country reports, which allow easy access to further information about any phenomenon that may require more in-depth exploration.

The status of principals and their pre-service and in-service preparation form part of a broader educational and social whole in each country. In broad terms, this involves the different nature of systems and the consequent differences in school cultures and leadership traditions. A small subsystem cannot be understood without at least some familiarity with its connection to the broader social and educational context. With this in mind, the country reports have described the factors underlying the approaches concerning principals to the extent that this has been deemed necessary to understand the approaches. This contextualisation also facilitates their comparison with Finnish practices and assessment of the usefulness of apparently interesting approaches in a Finnish operating environment.

Based on their operational traditions, the countries involved in the survey can be classified into Anglo-American (Scotland, the United States, Canada, Australia and New Zealand), Asian (China and South Korea) and Nordic (Finland, Sweden, Norway, Denmark, as well as the Netherlands) groups. Of the countries involved, France, Germany and Russia remain outside the above-mentioned groups with their rather original school and leadership approaches, although it is possible to identify similarities in many respects. The Nordic model stems from a similar social order and ethos of school reform over the last few decades.

The Anglo-American school culture comes across as a global system where the mobility of innovations and approaches is facilitated by a common language. The British and American school tradition is superior in its international reach when compared with the French and German systems, which also include extensive international school networks. Schools' performance is assessed regularly and school inspectors play a significant role in steering school operations.



In many countries, publicly funded schools compete with those operating on private funds and there may be very considerable differences between schools in terms of operating conditions and learning outcomes. The principal's role is described in terms of 'instructional leadership', which examines the principal's impact on learning outcomes. The principal observes and assesses teachers' actions and performance and co-ordinates staff development. There are significant differences in terms of approaches between countries and even within the same country (the United States). Among these countries, Canada is closest to the Nordic model.

The Anglo-American school tradition has had a significant bearing on South Korea and China, which are currently reforming their school systems. During the years following the dissolution of the Soviet Union, Russia is also known to have used US experts in the reform of its school system. Finland, similar to other Nordic countries, has also sought solutions from the Anglo-American school culture.

Governance systems differ considerably in terms of centralisation and decentralisation of administration. In the Anglo-American world, governance systems vary to some extent by country and state. The Anglo-American system is fundamentally decentralised, although schools' latitude is significantly regulated by public rankings of academic achievement by school. In a comparison of OECD countries (2012), school principals in most Anglo-American countries estimated that schools' autonomy in planning and evaluation of teaching and principals' influence on human resources, finances and pedagogy were above average.

Strictly centralised systems can be found in South Korea, China (Shanghai) and France. The French school system emphasises centralised guidance, where a principal's role is relatively narrow, focusing on supervision of legal compliance of operations. School inspectors and public evaluation play a significant role in France as well, while inspectors evaluate aspects such as teachers' work performance. The German school system is governed by state-level administration and common final examinations vary by region. It is noteworthy that Germany still has the kind of parallel school system that was abolished in the Nordic countries during the post-war decades.

Finland and other Nordic countries have sought to strike a balance between a centralised and a decentralised governance system over the last few decades. In Finland, the school system was reformed in a centralised manner, regarding uniformity and equality as being strongly interconnected objectives. The 1990's saw decentralisation of administration, while curricular guidance was relaxed and schools were encouraged to become more distinctive and carry

out their own development work. The demand for uniformity was partially abandoned and equality was considered to be realised through equal opportunities for education. However, uniformity has been increased to some extent in the 21<sup>st</sup> century reforms. The proportion of private schools is very small and their funding is based on the same government decisions on unit prices as for public-sector schools, which are mostly maintained by local authorities or joint municipal authorities. As maintaining organisations of schools, local authorities play a significant role in implementation of education policy. The strategy chosen by a maintaining organisation determines the extent to which its schools are allowed to differentiate, on the one hand, and how purposefully it aims to prevent growing differences in schools' performance levels, on the other. In national terms, there is general agreement that every child should have the right to receive high-quality basic education at a local school.

Finland abandoned school inspections in the early 1990's, unlike the other Nordic countries. Evaluation data about school operations and performance is collected regularly to support education policy decision-making. Comparative data on individual comprehensive schools is not made public. Schools' maintaining organisations and schools themselves use evaluation data in their development work. Schools have a self-evaluation obligation, while responsibility for external evaluations rests with their maintaining organisations. A nationally significant form of external evaluation and a measure of academic achievement is the common final examination at general upper secondary school, i.e. the matriculation examination, which is organised twice every year. At present, over half of the relevant age group participates in the matriculation examination, which can also be taken by vocational students. Universities and polytechnics take the grades of this final examination into account in their admission procedures instead of or alongside entrance examinations. School-specific results are published every year by the media and they have a bearing on young people's general upper secondary school choices. The matriculation examination also influences operations in basic education and the consistency of its outcomes.

School operations emphasise the professional responsibility of teachers and principals. Teachers have strong professional autonomy in Finland and the other Nordic countries. In an OECD comparison, Finnish principals estimated schools' autonomy and principals' influence to be below average. Only a few Finnish principals (9%) follow lessons (50% in the total reference data) and only 13% report taking learning outcomes into account in curriculum development (61% in the reference data)\*. School management has traditionally been described in terms of administrative management and pedagogical leadership. Administrative management means, first and foremost, that a principal is re-

sponsible for the legal compliance of school operations. Pedagogical leadership refers to making use of the school's latitude so as to achieve the specified objectives in the best possible way. Principals are required to have leadership skills amidst change and the ability to ensure staff's commitment to continuing professional development and co-operation.

Comparatively speaking, Finnish principals are relatively independent forces within their own school. Considerable powers have been delegated to principals and they are responsible for school development, human resources, school operations and operational effectiveness. Principals' own estimates of their relatively limited influence in terms of human resources and finances go to show that it takes time for legislative amendments to influence the leadership culture. On the other hand, the distribution of powers and availability of schools' external support services vary by municipality. A distinctive Finnish characteristic is that small municipalities, in particular, have assigned principals external educational administration responsibilities above and beyond the school level mainly due to the shortage of financial resources.

\*Exactly percentage of students in schools whose principals reported that they follow lessons and take learning outcomes into account in curriculum development.

### 3 School leadership structures and leadership titles

School leadership structures are strictly regulated in many countries (incl. France, South Korea and China/Shanghai). The other extreme is represented by the Netherlands, where the leadership structure can be determined at the discretion of the school maintaining organisation without any legislative guidance. In every country, each school is run by one individual with a title equivalent to 'principal', with the exception of the schools in St. Petersburg, which are headed by directors and the title of 'principal' is reserved for university leadership.

Anglo-American schools are led by principals. In addition, school leadership includes level-specific principals (pre-primary, primary, lower and upper secondary classes), assistant or vice-principals dealing with various school-specific duties and headteachers in charge of subject departments. The hierarchy recurs in an almost identical form and the number of leadership positions depends on the school size. School inspectors also play a significant role in school governance in almost all countries. An extreme case is France, where primary school headteachers are not exactly in a principal's position but they assist the inspector who decides on their own school's affairs.

An extreme example of a hierarchical and strictly regulated leadership structure can be found in schools in Shanghai. Each school is run by a principal with assistance from vice-principals. The principal or one of the vice-principals functions as the school's Party Secretary, i.e. the representative of the Communist Party. Principals are divided into five categories, the highest being the honorary principal, who runs the principals' unit and functions as the principal trainer. New principals are first-class principals and rise through the ranks based on seniority and merits. Teachers, in turn, have been divided into the following four categories: non-titled teachers, second-class teachers, first-class teachers and senior teachers. Those aiming to become principals are required to belong to the highest or second highest category.

The assistant principal system is generally flexible and the duties and number of principals is based on the discretion of the school's maintaining organisation (i.e. the 'owner'). In many countries (Sweden, Denmark and France), large schools have an administrative director or assistant principal whose job description focuses on administrative duties.

**In Finland,** schools providing basic education and general upper secondary education as well as vocational institutions all have a principal and a vice-principal, as well as one or more assistant principals as the school size increases. The leadership structure depends on the discretion of the maintaining organisation and there is no legal basis for the solutions. The job descriptions and distribution of powers are recorded in the standing orders or rules of procedure approved by the maintaining organisation. Conversely, the public sector collective agreement system steers the solutions to some extent.

One principal may be in charge of more than one school, or a principal's duties may also cover broader responsibilities (head of department, director of municipal educational and cultural services, etc.). Vocational institutions often have directors and heads of education and department heads in addition to principals and assistant principals. Large educational consortia may complement unit-specific principals or assistant principals through a system of faculty principals where each principal is responsible for a certain field of education within the entire consortium.

Comparatively speaking, Finnish school organisations are quite low. At comprehensive schools and general upper secondary schools, the supervisory role has been centralised to the principal. At comprehensive schools, respective assistant principals are often responsible for primary and lower secondary classes. Assistant principals' job descriptions may be defined by each school, considering factors such as the competencies of the individuals holding these positions. The largest municipalities have created a system of district principals between school principals and the leadership of municipal educational administration. As a general rule, a district principal's duties have been included in the job description of one of the school principals working within the district concerned.

There is no official hierarchy among principals and the teaching profession. The leadership structure of vocational education and training is traditionally more hierarchical. Larger schools, in particular, have set up flexible team structures and leadership teams include representatives of both principals and teachers. Team responsibilities and membership of the leadership team are generally included in teachers' job descriptions on a fixed-term basis.

## 4 Allocation of resources to leadership

It is difficult to compare resources available for leadership as a whole in other respects besides the so-called non-teaching hours of principals. As a general rule, a principal's teaching responsibilities depend on the size of the school. External support services for administration, finances and pedagogical development vary considerably by country and school maintaining organisation. These external resources were not compared in this survey. The two extremes in resource regulation are represented by France and Ontario (Canada), on the one hand, and the Netherlands, on the other. In the former, leadership resources are strictly tied to pupil numbers, whereas the latter leaves allocation of resources to leadership completely to the discretion of maintaining organisations. It is quite common for the minimum level of resources to have been determined by various agreements and exceeding that level is up to each maintaining organisation's financial resources and expediency consideration.

Anglo-American schools are usually fairly large and cover age groups from pre-primary to upper secondary level. Executive principals do not have teaching responsibilities and in Canada, for example, schools with more than 650 pupils always have at least one full-time vice-principal. Due to the differences in schools' latitude and financial resources, there are considerable differences between schools. For instance, California has been forced to curtail schools' financial and leadership resources drastically due to its dire financial straits.

In France, South Korea, Russia (St. Petersburg) and China (Shanghai), principals do not teach and schools generally have at least one full-time assistant or vice-principal, depending on the school size. Standing out from the rest in terms of resource allocation is Germany, where principals have a relatively high level of teaching responsibilities.

Principals do not teach at schools in other Nordic countries (Sweden, Norway and Denmark). It should be noted here that Swedish and Danish schools, in particular, are generally large integrated primary and lower secondary schools, general upper secondary schools or vocational institutions, which also have full-time assistant principals.

No clear connection can be found between leadership resources and the status of principals. In France, for example, a principal's job description is quite limited, but resource allocation is higher than average in the comparison. The

Nordic countries also estimate that principals' work contributions are mainly committed to administration.

**In Finland,** principals at comprehensive schools and general upper secondary schools have teaching responsibilities determined at the public sector collective agreement level, which are tied to the school size (for instance, the minimum at general upper secondary school is 4 weekly lessons per year). In some cases, teaching responsibilities may be nullified for reasons such as working in several units or in a unit covering different school levels. However, school maintaining organisations may define teaching responsibilities and these may also include other duties besides teaching, which means that discharging them is not tied to school timetables. Vocational institutions have defined maximum amounts of teaching hours, which are linked to school size. Assistant principals are mostly teachers, who are relieved of 10–40% of their teaching responsibilities due to administrative duties. Specific posts for assistant principals with fairly limited teaching responsibilities are becoming increasingly common at large schools.

Based on the comparison, it is fair to say that the resources allocated to Finnish school leadership are, on average, scarce. This observation is highlighted by the fact that Finnish principals have extensive responsibilities when compared with most of their colleagues in other countries. They are also independent forces, because there are no inspectorates and schools have wide latitude. School sizes are growing along with the development towards integrated primary and lower secondary schools, mergers of general upper secondary schools and centralisation of vocational education and training to large units. Regulations and recommendations do not correspond to the change in circumstances in terms of large schools. The problem also affects small primary schools, where principals are usually also full-time teachers and can only stretch their time resources to deal with the necessary administration. Another scenario involves the shortcomings in financial, administrative and pedagogical support services, which are often non-existent in small municipalities in particular. Due to the declining municipal economies, duties of municipal educational administration have been included in principals' job descriptions. The municipal restructuring to be implemented during this decade will probably create a model of school maintaining organisations that enables ensuring adequate resources for school leadership and sufficient administrative support services.

The absence of principals' teaching role has two-fold effects. Abolishing teaching responsibilities will naturally provide more time to deal with management duties, but it will also dilute or completely eliminate principals' direct contact with teaching and pedagogical development work. On the other hand, pedagogical leadership is not guaranteed by having principals spend a considerable

proportion of their working hours on preparing and holding their own classes. It is also possible to offset the workloads due to teaching responsibilities by developing the assistant principal system or through centralised financial, administrative and pedagogical support services provided by maintaining organisations.



## 5 Deciding on selection of principals and leaders

Selections of principals and leaders are generally decided by a representative of the school's maintaining organisation, a multi-member committee or board or a leading official. Exceptions are Germany, France, China (Shanghai) and South Korea, where decisions on selections are taken further away from schools' own administration. Those countries also have strictly regulated selection processes. In Germany, the city's school department prepares a proposal for selection in a multiphase process that involves consulting school representatives and also requires candidates to give teaching demonstrations. The selection decision is confirmed by the relevant State Ministry of Education, which usually follows unanimous proposals. In France, a career as a principal starts when a person is admitted to principal training, after which a government authority appoints the principal candidate to a post after hearing the candidate's own wishes, representatives of administration and organisations. In Shanghai, school principals are appointed by the local party administration. In South Korea, the local superintendent makes a proposal for a principal and, following a multiphase process, the President appoints the principal.

Selections are usually made through an open application procedure. Exceptions are France, Russia (St. Petersburg), South Korea and China (Shanghai). In St. Petersburg, the chair of the city's education committee selects a person deemed suitable as a school director. South Korea and Shanghai mainly use an invitation procedure. However, South Korea is currently developing its selection process in a more open direction, while the selection process in Shanghai may also be launched on the basis of a proposal made by a school.

In Anglo-American and Nordic countries, selection of principals follows more or less the same pattern. In large school districts or municipalities, selections have been delegated to local education directors or equivalent, but selections are often also made by a committee or a governing board (in Sweden, selections are always made by a politically elected committee based on presentation by an official). *For instance, in the Province of Ontario in Canada*, the final selection of principals and vice-principals is made by the Director of Education in co-operation with the Deputy Director and the Senior Team of Superintendents. The selection is approved by the School Board of Trustees. The school district plays the main role in the decision-making process, but the process also involves the Ministry of Education and principals' associations – each for its own part and in its own way. The Ottawa Catholic School Board has guidelines

for recruitment of principals. Depending on the vacancy, the responsible parties (school trustee, director of education, superintendent, principal) set up a selection committee to select the most suitable candidate.

In New York City, the selection and appointment process for new principals or assistant principals lasts about six weeks in total and it is described in detail in Department of Education Chancellor's Regulation C-30. An individual must first be approved to the Principal Candidate Pool before he or she can be appointed to a position. The relevant Network Leader suggests a potential principal to the Superintendent, after which the candidate will also be interviewed by individuals appointed by the school community. The final decision is, however, made by the Department of Education Chancellor based on a proposal by the Superintendent. Thereafter, the principal is granted a 3-year provisional licence to hold the position, after which he or she may be awarded a permanent licence for the position.

Principals' positions are no longer permanent tenures in New York City; instead, the performance of each school and, consequently, that of its principal is evaluated every year in three ways: school reports (students), a quality review (visit) and a survey (teachers, parents, pupils).

**In Finland**, the selection procedure for municipal schools is determined in the municipal standing order and it is generally in line with the common procedure at the relevant organisational level. All posts are advertised for so-called public application. Superiors select their own subordinates in many municipalities, with the exception of the highest-ranking officials, who are selected by the municipal council or board. Selections may also be traditionally assigned to a multi-member committee or board, which makes its decision upon presentation by the relevant superior. There are no common regulations for a consultation procedure, but teaching staff and representatives of parents are often consulted when defining a new principal's competencies or also while comparing applicants for the post. In addition to interviews, the use of psychological tests to compare candidates is also becoming more common. Principals are initially appointed to their posts for a six-month trial period on a fixed-term basis.

The decentralised model currently used in Finland appears to be effective when compared with certain centralised models (South Korea, France). The maintaining organisation knows the local needs best and is able to consult parents, teaching staff and other such parties when determining required competencies and comparing candidates prior to making the selection decision.

## 6 Qualifications requirements for principals/ school leaders

Qualifications requirements may be placed in three different categories: no common qualifications requirements determined; a teaching degree and experience in education; and leadership training in addition to the former requirements.

In Sweden, principals are required to have ‘pedagogical knowledge acquired through education and experience’ – a higher education degree is not explicitly required. Norway’s legislation is equivalent in terms of content. The Netherlands has also not determined precise qualifications requirements. However, the majority of aspiring principals have a background in teaching in the relevant school form. Principals of vocational institutions often have education and experience relating to positions in the business world.

In Denmark, Germany, France and New Zealand, aspiring principals are required to be qualified as teachers in the relevant school form, including at least a Bachelor’s degree. They are usually required to have 3–5 years of work experience in the educational field. Actual leadership training is generally provided only after appointment as a principal. In Denmark, an individual is not immediately allowed to become a principal at the same school where he or she has worked as a teacher.

In Anglo-American countries (United States, Canada, Scotland and Australia), qualification as a principal often requires pre-service leadership training on top of teacher education and educational experience. In New York City, principal candidates must obtain a school leader licence and gain entry to the Principal Candidate Pool. Entry to the pool requires them to pass an examination and a test. California has a two-tier credentialing procedure in place. An individual appointed to a principal’s position is required to have a Preliminary Administrative Services Credential (Tier 1) and completing a leadership programme or passing the School Leaders Licensure Assessment (SLLA) examination. After working for two years in administration and having completed the required leadership programme, the individual may apply for a Professional Clear Administrative Services Credential (Tier 2) providing full qualifications. In Canada, teachers are required to complete specialist qualifications or a Master’s degree and a two-part Principal’s Qualification Program, which includes a practicum. Regulations governing eligibility do not apply to private schools, which may specify their own selection criteria for principals. There are also differences

between states and those switching states may need to obtain a new licence based on local rules.

In St. Petersburg, selection criteria for principals include a degree in leadership or equivalent continuing education. In Shanghai, new principals must be first-class or senior teachers. The Chinese Government has issued provisions on the general qualifications criteria for principals in the early 1990's (The Prerequisites and Requirements for the Principal Position 1991). These requirements are considered to be general and in alignment with the qualifications requirements for Chinese civil servants. Principals must, among other things, have 'the ability to provide ideological, political and moral education'. The selection process places emphasis on the candidate's party membership and expertise, but less on interaction skills. Actual leadership training must be started within six months of accepting a position.

In South Korea, access to principal training is based on points accumulated through merits and working years. Points are given for Master's or Doctoral studies and years worked up to 28 years. The government organises a 180-hour training programme and those who have completed the programme will be appointed as principals. It is only possible to work as a principal for up to two four-year terms.

**In Finland**, principals are required to have teaching qualifications in the relevant school form and a Certificate in Educational Administration or completion of a university programme in educational leadership (25 credits), which includes the Certificate in Educational Administration. There is no specific criterion for work experience, but those selected for a permanent post are in practice required to have prior experience from supervisory duties. Principals are always required to have at least a Master's degree and teaching qualifications. As a general rule, principals are recruited from among quite experienced teachers.

## 7 School leadership training at different phases of careers

### 7.1 Pre-service training for aspiring principals

In terms of pre-service programmes, the countries and districts included in the survey can be divided into the following three groups:

1. Countries where principal training only starts after appointment but prior to accepting the position, immediately upon taking up the position or within a certain period after taking up the position. This procedure is used in Germany, France, China (Shanghai) and South Korea, where principal training actually starts with induction training, which is discussed in Section 7.2. In France, however, the regional school administration organises a brief government-funded voluntary preparation course for the recruitment test and those passing the test gain entry to a career as a principal, which starts with induction training.
2. Countries where eligibility as a principal requires participation in pre-service training (completing or starting a qualification programme). This procedure is in place in Scotland, Australia (Victoria), Canada (Ontario), as well as the United States (New York, California) and Russia (St. Petersburg).

**In Scotland**, teachers and deputy headteachers may complete parts of the *Scottish Qualification for Headship (SQH)* (Postgraduate Diploma in Educational Leadership and Management) or participate in practical development projects. These projects are designed to gain evidence of the competencies required for work as a headteacher and they are later recognised as part of the headship qualification. Development assignments are agreed with the superior in a Professional Review and Development discussion. Examples of assignments include providing feedback for a pupil or developing assessment of learning outcomes or shadowing an experienced headteacher at work, including feedback sessions.

Applicants are required to obtain a reference from their own headteacher/employer. Applicants must be employed in order to participate in training that combines theory and practice. The relevant local authority (local education authority, i.e. the sponsor) screens applicants and approves or rejects them.

Qualification programmes are provided by the Universities of Edinburgh, Aberdeen, Glasgow, Strathclyde and Stirling. Applicants are required to have five

years of teaching experience. The training is funded by the local education authority and is provided free of charge for participants. The University of Edinburgh's SQH Programme consists of five courses totalling 120 Scottish Credit and Qualifications Framework (SCQF) credits, which equates to two thirds of a Master's degree. A maximum of half the credits can be compensated through demonstration of prior competence. The University of Stirling's programme consists of four modules: 1) Educational Leadership; 2) Developing Capability for Improvement; 3–4) Leading and Managing to Improve Learning, Parts 1 and 2, involving a description and impact assessment of an improvement project relating to educational leadership.

The *Flexible Route to Headship (FRH)* is a flexible, practice-based model intended for those who do not have academic career plans and no intention of applying for a Master's programme. The aims and qualifications requirements are the same as for university programmes, but the implementation method is more work-based. A portfolio, a 360° appraisal and meetings with a coach form a key part of the programme. The coach is generally the headteacher of the participant's own school. The national Continuing Professional Development team (CPD team) trains coaches and maintains a Bank of Coaches.

**In the Australian state of Victoria**, aspiring principals can participate in the *Eleanor Davis School Leadership* or the *Principal Internship* programme. Both programmes are provided free of charge for participants.

The *Eleanor Davis School Leadership* programme is intended for female teachers or assistant principals aspiring to a principal's position at a government school within the next three years. The programme lasts about half a year and includes four supervised workshops, mentoring, shadowing and online work.

The aim of the programme is for participants to 1) understand the key capabilities required to meet the demands and challenges of the principalship; 2) understand and know how to use educational and leadership research, data and readings as critical tools for school improvement; 3) know how to articulate a clear and compelling leadership vision for themselves and their school communities; and 4) seek a principal's position with confidence.

The *Principal Internship* programme combines theoretical and practical study. Teachers aspiring to become principals familiarise themselves with school leadership by participating in internships under the guidance of experienced principals. The six-month programme comprises three phases, each including a professional learning forum. The forums combine a theoretical perspective and practical observations. Online tutorials are also organised. At the beginning of

the programme, participants complete the iLead 360° Survey in order to define their areas for improvement.

Regional directors (principals) nominate suitable participants and host schools. Prospective participants should discuss participation with their own principal. The selection criteria are as follows: The candidate 1) is identified by the principal and the regional director as being an excellent teacher and leader with potential to take on a principal's position; 2) has worked as a coach and mentor for other teachers; 3) shows commitment to professional development; 4) knows how to articulate the key operating principles and models of the educational field; and 5) is likely to be suited to a principal's position after the internship period. In addition, a principal candidate is required to 1) have a valid employment contract and at least five years of teaching experience; 2) be in a position to participate in a six-month internship; 3) have the support of his or her own principal and school community; 4) be willing to take on a principal's position; and 5) be ready to commit to working in state schools for the following five years.

Eligible host school principals include individuals who 1) have a track record as highly successful school leaders; 2) are known for their experience and competence in school improvement; 3) are able to act as mentors; 4) are well versed in the laws and realities of the school system and its opportunities; 5) show commitment to professional development and self-assessment; 6) are able to articulate the key operating principles and models of the educational field clearly; and 7) are ready to take on this important role.

**St. Petersburg's** school districts have a reserve of potential school directors. The districts commission a two-year preparatory programme for these reserve members completed while working, which is organised every year. The programme covers a total of 576 hours of instruction for one day per week. The preparatory programme is not compulsory, but it must be completed to qualify as a school director. Training is government-funded and provided free of charge for participants. It is already possible to take up a director's position during the preparatory programme, which allows candidates to test for themselves what works and where they still need support. The preparatory programmes are implemented by the St. Petersburg Academy of In-Service Pedagogical Education (APPO), which is owned by the State of Russia.

**The Canadian Province of Ontario** has the *Principal's Qualification Program (PQP)*, which is organised by the Ontario College of Teachers in cooperation with the Ontario Teachers' Federation and the Ontario Principals' Council. The programme is also accessible through other universities. One of



the training providers is the Ontario Institute for Studies in Education (OISE) at the University of Toronto. The participants pay their own course fees.

The Ontario PQP is open to teachers with five years of teaching experience, qualifications in three divisions including Intermediate and a Master's degree or two specialists or one specialist and half a Master's degree.

The PQP is a two-part pre-service programme, which includes a practicum. Part I is an introductory programme that includes course work and development of a practicum proposal. It is intended for any teacher interested in becoming a school principal and serves as an introduction to school leadership and management. Part II focuses on leadership and programme planning. Candidates explore the theoretical and operational aspects of the principalship in more depth. Both parts consist of 125 course hours.

One of the expert organisations providing PQPs is Education Leadership Canada, the professional development unit of the Ontario Principals' Council (OPC). Its PQP is developed and delivered by practising principals and has a province-wide focus.

School districts may also organise and implement various pre-service programmes preparing for principalship. These programmes are either funded by the relevant school district or through the Board Leadership Development Strategy (BLDS) of the Ministry of Education. The programmes provide preparation for operational and pedagogical leadership. As part of the Leadership Journey programme, aspiring principals are provided with *Aspiring Leaders* programmes, which offer apprenticeship opportunities for teachers and vice-principals. The programme includes a practicum for which it is possible to apply for financial support from a fund created for this purpose.

**In New York**, principal training is provided by several parties, one of which is the Executive Leadership Institute (ELI), which has five centres within the New York City area. ELI has designed the *Advanced Leadership Program for Assistant Principals (ALPAP)* for the purpose of training as principals. The year-long programme includes seminars, learning assignments and mentoring. The background organisation is the Council of School Supervisors and Administrators (CSA), which covers the programme fees for its members.

**In Los Angeles** and the state of California, pre-service training for principals is part of the procedure for obtaining professional credentials. The training programmes have been integrated into the two-tier credentialing system. Participation is not compulsory, as this is one of the alternative ways of obtain-



ing credentials. The training programmes can be compensated by passing the School Leaders Licensure Assessment (SLLA) test. State regulations governing principals' qualifications and training do not apply to private schools.

Pre-service training costs are covered by the participants themselves. However, California state legislation has allocated contributions to school districts in order to enable them to train principals and vice-principals to become more effective leaders of learning. The weak attraction of principalship is a problem at present and, according to Darling-Hammond (2009), one in four principals start work without any pre-service training. Due to the shortage of principals, new Principal Leadership Institutes have been established at the University of California at both Los Angeles and Berkley campuses. The institute has designed a 15-month training programme that leads to a Master's degree and covers the courses required for the California Tier 1 Administrative Credential.

3. Countries where those interested in a career as a principal are offered various preparation courses, which do not specifically qualify them for principalship but may have a bearing on recruitment opportunities. This procedure is in place in Denmark, Norway, Sweden, the Netherlands and New Zealand.

**Sweden** does not have consistent pre-service or recruitment training practices. Individual universities provide various school leadership courses and other such training. Similarly, local authorities may organise recruitment training in co-operation with higher education institutions. However, this is currently uncommon. The programmes vary in terms of scopes and contents. Funding has been organised in different ways; in many cases, programmes are funded by local authorities (possibly with contributions from higher education institutions). For those schools with assistant principals, the position as such works as informal pre-service and recruitment training, because assistant principals are often later appointed as principals. This application procedure is always open, which means that the positions are officially declared vacant.

**In Norway**, certain universities and other educational institutions provide various leadership programmes, which may be used to demonstrate certain professional qualifications. The majority of these programmes are organised in public-sector pedagogical environments. Only a few individuals participate in programmes provided outside the public sector. The National Programme for Principals organised by the Norwegian Directorate for Education and Training can be integrated into university Master's degrees in leadership. However, none of the programmes automatically provides formal qualifications for principalship. The National Programme for Principals, which is described in more detail

in the next section, has also been open to teachers since the autumn of 2011 and it also functions as pre-service training.

**Denmark** has become conscious of the looming shortage of principals and has launched three training programmes for teachers: 1) *Lærer til Leder* ('From teacher to leader'); 2) *Talent för Ledelse* ('Talent for leadership'); and 3) *Vil jeg ledervejen?* ('Will I lead the way?').

The *Lærer til Leder* diploma programme is intended for basic school teachers (VIA University College). The training is fully funded by local authorities. Local authorities or schools select participants among teachers with leadership skills, who are interested in leadership. The programme involves familiarising teachers with the job description of a basic school principal, practising key leadership skills and ensuring that principal candidates understand the context of school leadership, i.e. what it is like to work as a basic school principal. The programme includes practical training with each participant's own school principal as a mentor, residential course periods and distance learning assignments as well as exams twice per year. Principals working as mentors reflect on their own work and develop their mentoring skills. They have the opportunity to discuss leadership problems with their trainees.

The core contents of the programme are: pedagogical leadership and the education management system as a whole; school development and management; organisations and organisational cultures; special characteristics of leading teachers; quality improvement; team leadership; development discussions; personal leadership qualities; and connections between school leadership and municipal school policy. The programme starts and ends with a two-day seminar, which is also attended by the mentoring principal. There are four residential course periods in total and in between these periods, principal candidates read literature, do practical assignments on their own or in small groups and practise leadership assignments under the guidance of their mentor.

Another programme corresponding to the one described above is entitled *Talent för Ledelse – i fremtidens folkeskole* ('Talent for leadership – at the basic school of the future'), which is co-ordinated and funded by the Danish Ministry of Children and Education. Co-operation partners include principals' and teachers' organisations and training is implemented by different educational organisations. The Ministry of Children and Education selects local authorities for the programme based on geographical coverage, principals' age profile and the quality of development plans. The training contents are equivalent to those in the *Lærer til Leder* diploma programme.

Municipal co-ordinators are trained to select principal candidates. Mentoring principals are provided with a one-day training session. In addition to mentoring meetings, each candidate principal has three meetings with a professional coach to assess his or her leadership qualities. Candidates convene in groups of 5–6 people to discuss leadership themes. There are also three in-class periods. The training process lasts about six months.

A corresponding programme for teachers at general upper secondary schools and vocational schools is entitled *Vil jeg ledevejen?* ('Will I lead the way?'). The Ministry of Children and Education covers two thirds of programme costs and the training is implemented by the consultancy firm Resonans. The training includes two two-day residential course periods and a supervised practicum in each participant's own workplace. The programme involves preparing a personal profile for each candidate and assessing their suitability for leadership positions, familiarisation with HR management, dealing with leadership problems in theory and practice and creating peer teams for principal candidates.

**In the Netherlands**, recruitment training programmes are organised, but because there are no formal qualifications requirements, none of the programmes specifically grants principal qualifications or guarantees a school leadership position. Professional development for educational staff is not co-ordinated by the government. Principals are typically experienced teachers who have worked at the same school for quite some time, but larger schools with a multi-tier leadership structure may hire external managers or financial professionals as school leaders.

Developments such as increasing sizes of school districts have increased demand for professional managers coming from outside the school sector. The challenge here is to prove that the work is interesting.

**In New Zealand**, the Ministry of Education co-ordinates the *National Aspiring Principals Programme* implemented by the Te Toi Tupu consortium, which is made up of the following partners: Cognition Education, CORE Education, the New Zealand Council for Educational Research, the University of Waikato, and Waikato-Tainui College for Research and Development.

The programme lasts one year and covers working in small groups, mentoring, residential course periods and a leadership for learning inquiry carried out at school. During the programme, participants perform course work based on nationally determined development themes. In 2010, a total of 232 individuals participated in the training.

**In Finland**, principals are required to obtain the Certificate in Educational Administration (15 credits). The Certificate, based on the qualifications requirements adopted by the Finnish National Board of Education, can be completed as a separate qualification or through the university basic study module entitled 'Educational administration and management' (25 credits), which also includes the Certificate in Educational Administration.

The Certificate in Educational Administration covers the following subject areas:

1. Basics of public law
2. General and municipal administration
3. Educational administration
4. Human resources administration
5. Financial administration

The qualification is completed in two written examinations (Parts A and B). Part A covers subject areas 1 and 2 and Part B covers areas 3, 4 and 5. The Certificate is subject to a fee and examinations are assessed by officials appointed by the Finnish National Board of Education. The Board also organises preparatory training for the Certificate every year, which is subject to a fee.

University basic studies (25 credits) cover the subject areas of educational administration, complete with familiarisation with the principal's job description through literature and research and by interviewing an experienced principal at a mentoring school. Participants prepare personal development plans and draw up a final project on their chosen theme. The aim is to provide prospective principals with tools for school development. The basic study module may be included in initial teacher education programmes, in which case it is provided free of charge. Those taking the study module in continuing education cover the costs themselves.

In addition, several universities organise government-funded training for school leadership (6 credits). The training aims to provide a comprehensive view of today's school leadership. Some local authorities and private educational organisations have organised their own recruitment training courses, which have attracted plenty of applicants.

The compulsory areas of Finnish principal training focus on knowledge of legislation. In recent years, actual pre-service training in leadership has been increased in order to facilitate the transition from a teacher to a principal. The opportunity to include principal training as part of initial teacher education expands the recruitment base of new principals. In comparison with other coun-

tries, Finland represents the average level in terms of the scope of pre-service training. Pre-service training programmes do not include practical training, but many new principals have already worked in leadership positions, such as assistant principals, prior to taking up a principal's post.

## 7.2 Induction training programmes and other forms of induction of new principals

In France, Germany, China (Shanghai) and South Korea, school leadership training organised and funded by the government is only accessible to those who have been approved as principal candidates. All other countries offer training programmes accessible to teachers interested in principalship. In many countries, the qualification process includes two phases: candidates first acquire sufficient basic knowledge to take up a principal's position and are then required to obtain a professional credential or certificate during their first years in the position to gain permanent qualifications. In those cases, pre-service and induction training make up a whole that provides the qualifications. All countries have some kind of mentoring system in place.

In many countries, training for new principals is implemented with government funding and in keeping with a national curriculum. This model seems appropriate, because it promotes achievement of the objectives of national education policy, while also contributing to principals' informal networking.

Determining training contents appears to be flexible: discussions of current phenomena and projects primarily according to participants' experiences and needs improve the effectiveness of training programmes when compared with contents specified in a centralised manner. Aspects highlighted in training everywhere include professional ethics and perceiving one's own work against a political, social, economic, legislative and cultural backdrop as part of a bigger picture. It is important for participants to become accustomed to exploring and assessing their own leadership practices.

**In France**, those admitted through the spring entrance examination are immediately appointed to positions at the beginning of the following school year. Already during the summer, Ecole Supérieure de l'Éducation Nationale (ESEN, a higher education institution operating under the auspices of the Ministry of National Education and responsible for training supervisory personnel for secondary level schools, etc.) organises a preparation course lasting a total of 15 in-class days. The same institution organises training during the first and second school year, with a total of 45 in-class days.

Every new principal has a training tutor, who is a more experienced principal from some other school. Training is also supervised by the training team of the relevant regional school authority (*académie*), the head of the school where training takes place and the school's inspectors (administrative and pedagogical inspector). During the induction phase, each new principal has a tutor (an experienced leader) appointed by the regional school authority, who works at a different school than the inductee. The tutor's role is to meet the trainee regularly and monitor the progress of his or her induction into the profession (steps forward, problem areas, etc.).

**In the German state of Baden-Württemberg**, a three-week continuing education course is organised for those appointed as principals. The first week, introduction, is organised during school holidays. The second week, assessment and guidance, takes place during school days in October/November. The remaining sections are HR development, quality management and teamwork, which can be taken within two years of starting work at the discretion of each participant. The courses are provided free of charge and funded by the State Ministry of Education.

**Shanghai in China** organises qualification training programmes for newly appointed principals. The training is by nature both preparation and induction and the objective is for participants to master basic knowledge concerning the curriculum and school administration. The course involves preparing a learning assignment, which is assessed. Upon passing the course, participants are awarded a certificate of professional qualification. New principals are required to start the programme within six months of taking up the position. The formal minimum scope of the programme is 300 hours. In practice, however, not all principal candidates are provided with qualification training, or the number of hours may vary.

Qualification programmes for new principals have been organised since the turn of the millennium.

**In South Korea**, qualification training for assistant principals and principals is governed by the regulations for in-service training of teachers, which lay down directions for the contents and scopes of the training programmes. The in-service training programme should be organised and implemented with a scope of 180 hours and within a period of over 30 days. The curriculum consists of 10–20% of general education, 10% of major subject and special aptitude subject, and 70–80% of specialised courses covering school management, educational administration, as well as financial and organisational management. Specific contents and timetables of the programme are determined autonomously by the individual in-service training institutions.

**In Scotland**, new headteachers are provided with a short, half- or one-day induction programme with themes mostly related to the work and the working environment as well as competence development opportunities. A new headteacher is assigned a mentor at the school.

If the principal has not completed qualification training previously when working as a teacher or deputy headteacher, it is possible to complete it after being appointed as a headteacher.

**In the Canadian Province of Ontario**, school districts may organise orientation training for new principals, in which case they also specify the contents autonomously. The Ontario Principals' Council and continuing education organisations also offer training programmes intended for new principals.

**In New York**, principal training is provided by several parties, one of which is the Executive Leadership Institute (ELI), which was already mentioned in the previous section. Training for new principals is provided by Teachers College at Columbia University, among others. There are several professional development programmes available for new principals, providing the prerequisites for obtaining the necessary certification.

**In Los Angeles**, those obtaining the Preliminary Administrative Services Credential must fulfil the conditions for the Professional Clear Administrative Services Credential within five years. These include working at least two years in a leadership position and completing a state-accredited training programme and a demonstration of Mastery of Fieldwork Performance Standards as part of it.

It is possible to apply for an extension of no more than two years for fulfilling the conditions. Leadership behaviour is assessed in the following areas: leadership skills, instructional leadership, organisation of schoolwork and evidence of self-motivation, continuous professional development and updating of skills.

**The Australian state of Victoria** uses the *Mentoring for First Time Principals* programme for induction purposes.

**In New Zealand**, the University of Auckland delivers the *First Time Principals* Programme to induct new principals. The programme is intended for first-time principals at different types of schools. The objective is to develop participants' knowledge, skills and capabilities to support their successful school leadership. The programme commenced in 2002 and over two thirds of principals in New Zealand have since participated in the programme. The programme lasts 18 months and it is funded by the Ministry of Education. The programme is



organised free of charge every year and participants' travel, accommodation, meals and resources are also covered.

The programme consists of the following components: 1) two residential courses lasting three days each (totalling 6 days, 2 of which take place during holidays); 2) a mentoring programme, including two school-based visits, participation in three professional learning groups and an online community, and telephone support; 3) formative evaluations and self-assessments completed by the participants to inform the continuous improvement of the programme; and 4) regionally based programmes covering aspects such as financial and property management.

**In St. Petersburg**, those who have completed the school leadership training programme have established an informal professional club to socialise and discuss practical issues of school leadership. This directors' club also supports the new generation of directors, providing advice on practical problems.

**The Netherlands** does not have a consistent or even common practice for induction of new principals. Nevertheless, the governing boards of school districts offer funding for induction, but provider organisations vary considerably.

**In Sweden**, new principals are required to participate in the government-funded *National School Leadership Training Programme (Rektorsprogrammet)* organised by the Swedish National Agency for Education as commissioned by the Government. In practice, the training is provided by six higher education institutions selected through a procurement procedure.

The programme includes three modules worth 10 ECTS credits each, covering the following subject areas: 1) school law and administrative procedure; 2) management by objectives and results; and 3) school leadership. The programme lasts 3–4 years. The Swedish National Agency for Education co-ordinates the commensurability of training organised at different institutions and in co-operation between the trainers. The programme is evaluated every year and the higher education institutions submit a report to the Swedish National Agency for Education, covering the following key areas: 1) the curriculum; 2) training measures; 3) outcomes; 4) contacts with maintaining organisations; 5) the learning platform; 6) institutional quality work; 7) qualitative account; and 8) people resources.

The programme is financed from government funds and total annual costs amount to about SEK 100 million (about 11 million euros). This amount does not include principals' salaries or costs of accommodation, travel and learning



resources, which are covered by each local authority. These incidental costs amount to about SEK 20,000 (about 1,200 euros) per participating principal every year.

**In Norway**, the Directorate for Education and Training runs the government-funded *National Programme for Principals (rektorutdanning)*. The programme is primarily intended for newly appointed principals, but other principals may also apply if there are places available. In keeping with the national recruitment strategy, teachers aiming to become principals were also admitted to the programme that started in the autumn of 2011.

The programme lasts about 18 months and is worth 30 credits. The programme curriculum is remarkably comprehensive, but its focus is on leadership. The training is based on certain competence requirements set for principals, which have been divided into five main areas: 1) pupils' learning outcomes and learning environment; 2) management and administration; 3) co-operation and networking, HR management; 4) development and change; 5) leadership role.

Each competence area has been assigned a description of expectations and requirements concerning an individual principals' knowledge (what a principal must know and understand), skills and competencies (what a principal must master and be able to do) and attitudes (what a principal must represent, relate to, commit to and communicate). These descriptions are ideals that are useful in leadership training and development. What is relevant for an individual principal depends on the person and local needs and special characteristics.

**In Denmark**, almost 80% of basic school principals have participated in basic training at Den Kommunale Højskole with a total duration of 150 hours. Its core contents are: 1) school management and framework; 2) administrative and change management; 3) HR management; 4) pedagogical leadership; 5) optional module: assessment of a principal's leadership skills, financial management or management of special schools.

Upper secondary school principals may complete a Master's degree provided in co-operation between different universities and other higher education institutions. The degree can be completed within two years while working and its core contents are the upper secondary school as an organisation, resource management, strategic leadership and school development.

The training is funded by the relevant local authority and school. Many upper secondary level principals participate in general leadership programmes provided by Business Schools, for example.

**In Finland**, principals' induction programmes have mainly been organised by universities and Educode Oy (formerly National Centre for Professional Development in Education). The responsibilities are divided such that universities have organised programmes in their own locations and focused on practical applications of theory, whereas Educode has concentrated on solution of everyday problems and organises programmes in different parts of the country.

Induction training plays an essential and long-term role in Finnish principal training. The national training programme for principals has contributed to achievement of national education policy objectives, implementation of significant reform projects and national networking of principals. The programme curriculum has changed to reflect the increasing autonomy and responsibility of schools and principals over the last few decades.

The scope of this government-funded induction training programme based on a curriculum prepared by the Finnish National Board of Education is 9 credits. Its core contents are as follows: 1) School organisation, administration and finances: A school's basic mission and continuous development, internal and external communication and decision-making system and financial management. 2) School curriculum and learning results: Continuous curriculum development and extensive co-operation with different stakeholders, local, regional and international co-operation between educational institutions, development of learning environments, operational quality assessment and assurance, and utilisation of continuing teacher education. 3) Human resources management and leadership: Employment relationship issues, recruitment, management and leadership ethics, competence management, pupils' disciplinary measures, human resources development, collaborative leadership, development of self-knowledge and interaction, co-operation between home and school, and promotion of safety at school. 4) Strategic planning: Changes to the operating environment and their effects on national and local education policies, topical changes in legislation and standards, the school's vision and strategy, and management of competitive situations and co-operation.

### **7.3 In-service training for serving principals**

Quite a common model in in-service training is the practice where central government covers the training costs and the maintaining organisation of the participating principal's own school pays for other costs incurred. There are also scholarship systems in place to support principals' voluntary professional development. Ultimate responsibility for funding rests with each school's maintaining organisation or with the individual principals wishing to raise their own

level of competence. Training providers usually include universities, various government-funded principals' training institutes, such as in China and Korea, Ecole Supérieure de l'Education Nationale in France and other training organisations. In many countries, principal training has shifted from government administration to professional training organisations, universities or training organisations specifically established for this purpose. Principals' organisations also play a significant role in planning and implementation of training.

In-service training is compulsory in Scotland, New York City, California, St. Petersburg, Shanghai and South Korea. The obligation to participate in in-service training is defined in terms of hours or in-class days per year. In France, principals are entitled to participate in in-service training every year, which makes it possible to accumulate this entitlement over several years in order to participate in longer programmes. In other countries, principals have the opportunity to participate in in-service training. Naturally, schools' maintaining organisations everywhere are entitled to assign principals to training that they consider necessary.

Mentoring and professional counselling work relatively systematically in Anglo-Saxon countries and in France, where these are included as part of all training programmes. Various peer support groups (in St. Petersburg, for example) are also commonly used as informal support structures. In the Nordic countries, the use of mentoring and professional counselling is sporadic and dependent on local resources and needs.

A general observation is that the majority of training is short-term and participation in long-term training is occasional and dependent on individual school maintaining organisations' support and each principal's own will and opportunities. Provision of a Master's programme in leadership is becoming more common, but the number of principals participating is relatively small. The following passages briefly describe some in-service training programmes and practices.

**In Scotland**, in-service training is provided in a variety of subject areas. The domains of topical in-service training courses implemented by local authorities include child protection, carrying out Professional Review and Development discussions, staff selection and recruitment, the headteacher's responsibilities in terms of health and safety, shared leadership, attendance management, management of school order, drawbacks and fairness in leadership, coaching of leaders, mentoring, a learning leader, and leadership of learning and teaching.

School rotation is a practice where a high-performing school's headteacher is reassigned to a new position somewhere else so as to develop further as a

leader, on the one hand, and to disseminate good practices, learn about leading different types of schools and not get trapped in his or her own 'comfort zone', on the other.

**In the Canadian Province of Ontario**, the Ministry of Education has put forward five core leadership capacities, with a view to guiding the training funded by the Ministry. These capacities are as follows: 1) setting goals; 2) using data; 3) promoting collaborative learning cultures; 4) aligning resources with priorities; and 5) engaging in courageous conversations.

The University of Toronto is home to the Ontario Institute for Studies in Education (OISE), which organises research-based principal training programmes. The *Educational Leadership and Management Program* is divided into the following domains: 1) building relationships and developing people; 2) setting directions; 3) securing accountability; 4) leading the instructional programme; 5) developing the organisation.

**In California**, principals' in-service training has been characterised as haphazard – in practice, principals are not required to participate in training programmes, even though the regulations governing the validity of professional credentials would require it. Information obtained about the quality and quantity of training is contradictory to some extent. Darling-Hammond and Orphanos (2007) have studied principal training implemented over the 12-month period preceding the publication of their research. According to the research, principals have participated in different types of professional development activities as follows: 1) 17% had been mentored by an experienced principal; 2) 34% had been on university courses; 3) 49% had engaged in peer observation or coaching; 4) 50% had held a leadership-related presentation in a workshop; 5) 66% had engaged in individual or collaborative research; 6) 73% had made visits to other schools; 7) 75% had been participating in a principal network; and 8) 97% had participated in a workshop based on a leadership theme. These figures give a picture of relatively diverse and well-executed professional development for principals.

**In New York City**, the School Based Intermediate Supervisors Institute (SBISI) provides a two-year leadership seminar series to build school leadership skills and knowledge. The programme covers four summer workshops and three workshops during the school year per year, as well as an opportunity for personal mentoring.

Other providers for principal training include the Executive Leadership Institute, the NYC Leadership Academy, the NYC Department of Education and

Fordham University. Implementation methods include seminars, workshops and the Principals' Summer Institute with lectures on topical themes. The aim is to keep principals continuously up to date on changes carried out nationally and within the State and the City and the effects of these on their work.

**In the Australian State of Victoria**, principals' capabilities, i.e. requirements levels for principalship, are described on the basis of Sergiovanni's (1991) five leadership domains and proficiency in these divides principals into good (or qualified) and excellent leaders. A good principal is competent in 1) finance and administration; 2) pedagogy; and 3) leading people. An excellent principal is additionally 4) an exemplary symbolic figure and 5) a visionary bridging the past and the future, an upholder of culture and a developer. In other words, an excellent principal is a somewhat charismatic figure, who sees and describes things in a way that creates strong commitment and solidarity.

The *High Performing Principals* programme develops principals' competencies from the perspective of system leadership, enabling them to promote a culture of collaboration, sharing best practices and continuous learning in their communities. The programme is accessible to all principals interested in system leadership. The principals participate in four workshops over a two-year period, discussing the themes of system leadership and development in a collaborative manner. In addition, they study a theme relevant to their professional development to enhance their competencies as system leaders. They also apply what they have learnt to their own work in a practical research/development project and report to the training provider and their colleagues on their progress. At the end of the programme, they produce a final report on their project and key observations.

The *Professional Coaching for Principals* programme is designed to support principals, leadership teams and collegiate groups to develop their leadership capacity. Its core objective is to help principals to form a clear understanding of themselves. Coaching helps participants to recognise areas for improvement and realise their own leadership potential. The programme runs over one calendar year. Participants may choose from three coaching options: 1) individual principal coaching; 2) individual principal and school leadership team coaching; 3) individual principal and collegiate coaching (up to 6 participants/group). The programme is provided free of charge for participants. Participants may choose where to participate and have access to the programme website.

**In New Zealand**, the *Kiwi Leadership for Principals* (KLP) programme presents a model of leadership that reflects the skills required to lead schools from the present to the future. High-quality websites and online learning resources

are provided in support of training and development and there are specific websites for principals at different stages of their careers. Participants also spend their free time on training programmes.

The *Experienced Principals Development Programme* focuses in particular on change management and distributed leadership. Participants work with colleagues to examine the analysis and use of their school's student achievement data. The programme is implemented by regional providers and involves a range of activities such as seminars, workshops, professional learning groups and online interaction. The first step in the programme is for all participants to complete an Educational Leadership Practices (ELP) survey at their schools, on the basis of which they specify the development plan to be prepared during the programme.

**Norway's** recently reformed principal training is based on a description of competencies adapted from Quinn's (1996) 'cognitive map'. In this model, a leader functions at the interface of internal and external contexts, creating order and stability, while also being key to change and adapting to new developments. Opposing values may include good interpersonal relationships and strict efficiency targets or internal stability and continuous change. In practice, a principal must master different types of competencies and reconcile different roles such that they will optimally support realisation of the school organisation's mission. In this model, leadership roles and competencies have been distilled into the following eight sectors:

1. Mentor: interaction, participation and openness
2. Facilitator: building teams, using participative decision-making, ensuring commitment and managing conflicts
3. Monitor: monitoring and documentation of individual, collective and organisational performance
4. Co-ordinator: organisation of teaching and project management
5. Director: visioning, goal setting, planning implementation, assigning and delegating responsibilities
6. Producer: fostering efficiency and effectiveness; managing time, workloads and resources
7. Broker: increasing resources and influence, presenting new ideas and partners
8. Innovator: champion of creativity and willingness to change, agent of change.

**Sweden** launched a new four-year in-service training programme, *Rektorslyftet* ('Boost for Headteachers'), in the autumn of 2011. The programme is provided

by the Swedish National Agency for Education on commission by the Government for all principals except those who are newly appointed (who participate in another programme specifically intended for them). Participation in the programme is voluntary and free of charge and there are places for 40% of principals. The scope of the programme is 7.5 credits.

**In Denmark**, principals may participate in general leadership programmes provided by Business Schools, for example. The Diploma in Leadership programme resembles Finnish apprenticeship-type programmes, which may be differentiated according to individual participants' backgrounds.

The Danish Ministry of Education website ([www.uvm.dk](http://www.uvm.dk)) includes a leadership training directory of school leadership and general leadership programmes. The programmes have passed a quality assessment procedure and the directory lists each programme's name, scope, entry requirements, participation fees, contents, working methods and providers. The programmes are partially funded by the government and participants can apply for financial assistance from their school's maintaining organisations or for financial aid for full-time adult students.

There is a Master's Degree in Leadership of Educational Institutions (*Master af ledelse af uddannelseinstitutioner*) with a scope of 60 credits, which can be completed within two years while working (equivalent to one year of full-time study). The admission requirement for the programme is at least three years of principalship experience. The programme is divided into four modules with the following themes: 1) topical challenges in leadership of educational institutions; 2) basics of organisational and leadership theories; 3) analysis and assessment of one's own leadership practices; and 4) a Master's thesis on the participant's chosen subject and themes 1–3. Participants may receive financial aid for adult students for their studies. The providers are Aarhus University, the Danish University of Education and Copenhagen Business School.

The Leadership in Practice (*Ledelse i praksis*) programme is intended for principals of upper secondary schools, vocational schools and academies of professional higher education. The 18-month programme includes six two-day seminars with project assignments in between. The seminar themes are: 1) change management and pedagogical leadership; 2) financial management; 3) psychology of leadership; 4) leadership preparation and self-assessment; 5) strategic management; and 6) presentation of project assignments. The programme includes mentoring, studying in small groups and online work.



**In Finland**, legislation or collective agreements do not determine any training obligations for principals, but training courses assigned by municipal HR departments are compulsory in practical terms. The number of training days varies between 5 and 10 days per year, depending on the principal's position and municipality, and themes are related to development of the municipal governance system, financial and HR management and new technological solutions (IT solutions for financial and HR management, etc.), but there is minimal focus on strengthening principals' competencies as leaders of educational and teaching work.

The most significant training providers are university continuing education centres and Educode Oy (formerly the National Centre for Professional Development in Education). The University of Jyväskylä is home to the Institute of Educational Leadership, which provides principal training from basic studies to a doctoral degree. These training organisations have organised long-term professional development programmes in particular, for which the Finnish National Board of Education has granted funding. Various leadership team training programmes are also highly popular. The programmes have complied with the policies on topical contents and modes of implementation specified by the Finnish National Board of Education in its invitation to tender. Principals associations are important partners in planning and implementation of programmes.

Principals have formed several well-functioning development networks, such as a network of large general upper secondary schools, a 'local upper secondary school association' of small general upper secondary schools, an integrated comprehensive school network, etc., some of which have also received aid for their operations from the Finnish National Board of Education. Various collaborative working methods have been popular in principal training for a long time now (mentoring and use of different peer teams).

Principals may voluntarily apply for training programmes organised by university continuing education centres and their training costs are usually covered by their employers.

The national 'Osaava' continuing education programme of the Ministry of Education and Culture is intended for development of professional competence of educational staff. The Advisory Board for Professional Development of Education Personnel has outlined municipal education directors and school leaders as well as potential principals as the programme's key target groups. The training is organised in regional co-operation networks. A national apprenticeship-type school leadership development programme (30 credits) has been launched



with government funding. The programme is based on assessment of each principal's skills in different competence areas and on personal development needs defined by participants.

Finnish principal training provision appears to be sufficient and diverse when compared internationally. Problems are probably related to time management due to relatively scarce leadership resources and to the fact that commitment to long-term training to strengthen pedagogical leadership has become more difficult as local authorities have increased their own training relating to administration and finances.

## 8 Future prospects

Many of the countries included in the survey are currently aiming to develop principals' leadership capabilities and reform school leadership training programmes. The likely shortage of principals in the near future has been recognised as being one common reason for development of training programmes. Another reason is related to a new awareness of the strategic role of education among political decision-makers in different countries. Education is one of the key success factors of a national economy and the quality of leadership has been raised as one of its cornerstones. This also means that principals' work will become all the more challenging, which creates pressure to develop the leadership system and leadership training as a whole.

A new OECD (2012) report estimates that school effectiveness can be partially attributed to the leadership system. School-level innovation and adjustment of operations to pupils' needs require principals and teaching staff to have sufficient autonomy. According to the report, the principal's strong role and responsibility creates preconditions for school success, as does the principal's ability to ensure staff's commitment to preparation of matters and decision-making and to build a collaborative culture.

Increasing school autonomy gives rise to the need to define principals' competence areas in broad terms and creates pressures to develop their training. Some countries (Sweden, Norway and the Netherlands) have also opened up principal positions to those without teacher education. Based on this survey, however, this cannot be regarded as being an actual trend and it is somewhat in conflict with efforts to strengthen the pedagogical role of principals.

In the Nordic countries, a principal's role has generally been described in terms of administrative management and pedagogical leadership. In the role of the administrative manager, the principal is, in a sense, accountable for ensuring that the school operates within statutory limits and that operations are aligned with the specified objectives. Pedagogical leadership, in turn, refers to the principal's role as a supporter and developer of staff, planner of teaching and leader of educational work so as to ensure that the school operates as effectively as possible within the specified parameters. As schools are becoming increasingly self-directed, this division no longer seems relevant. A principal needs to have a systemic vision of the school's operations and their links to the outside world. The principal aims to maximise the targeted effectiveness of school operations by building co-operation networks, acquiring resources, seeking new innova-

tions, developing human resources and reward systems, creating sufficient fluency and stability of operations and continuously collecting information about operational performance in support of development. Consequently, a school needs to be headed by a person with adequate powers and administrative and pedagogical skills to correct drawbacks and detected shortcomings.

Development projects of principal training are related to aspects such as expansion of the recruitment base, earlier timing of training by transferring it to take place before taking up a position, improving the coverage of in-service training and reforming and specifying definition of principals' competence areas.

In most countries, the attractiveness of principalship is declining, which calls for development of recruitment programmes and, in general, participation in preparatory training even before taking up leadership duties. It is believed that pre-service training and shifting its timing towards the early stages of the teaching career or even as part of teacher education will lower the threshold of entering principalship and extend careers. The idea of compulsory pre-service training is often viewed with suspicion and the aim is to leave those responsible for filling positions with broad opportunities to assess the suitability of applicants.

National training programmes for new principals have long traditions, in particular in the Nordic countries. It seems that they will also hold their own in the future, because they promote the objectives of national education policy and contribute to broad networking of principals.

There are efforts to create continuity for in-service training for serving principals and means to ensure sufficient updating of competencies. This objective is pursued by means of creating an obligation or right and various incentives to participate in in-service training. In California, for example, the validity of professional credentials is tied to a training obligation. However, the system is not currently working for reasons such as the shortage of principals.

It was not possible to focus on comparing evaluation data on school leadership training in sufficient depth in this survey due to the poor availability of data. There is some feedback data available on individual training programmes and, in some cases, on their effectiveness. Evaluation and comparison of the effectiveness of different school leadership training systems is practically impossible due to the complexity of the phenomena involved. Familiarisation with different practices is nevertheless useful and transferring various innovations to our own operating environment may help us to develop our own training provision.

**In Finland**, schools' leadership resources are scarce. In addition, the current model of schools' maintaining organisations requires reform, because instead of offering support services, resource-strapped local authorities need principals to uphold administration outside their schools.

Development of adequate principal training provided at different stages of the career path should be continued. At present, training provision is good and national solutions should be sought for the future in order to provide adequate and continuing extensive in-service training for everyone. Development of various professional development qualifications should be continued while also creating new opportunities for scientific postgraduate studies in the field in order to strengthen research and ensure a reserve of trainers.

# Appendices

- I Pre-service training for aspiring principals
- II Induction programmes for new principals
- III In-service training for serving principals

## Appendix I Pre-service training for aspiring principals

	Scope	Compulsory	Funding	Notes
<b>Finland</b>	25 or 6 cr.	Yes/no	Government or participant	Government-funded training for school leadership (6 cr.). The Certificate in Educational Administration required for qualification can be replaced with a university programme (25 cr.), which may also be included in an initial teacher education degree.
<b>Sweden</b>		No		
<b>Norway</b>		No		
<b>Denmark</b>		No	Local authorities, government	The Lærer til Leder ('From teacher to leader') diploma programme for basic school teachers (VIA University College). Corresponding programme: Talent for Ledelse – i fremtidens folkeskole ('Talent for leadership – at the basic school of the future'). Vil jeg lede vejen? ('Will I lead the way?') programme for teachers of upper secondary schools and vocational schools.
<b>Germany</b>		No		
<b>Netherlands</b>		No		
<b>France, Paris</b>		No	Government	Preparation courses for the recruitment test provided by the regional school administration.
<b>UK, Scotland</b>	120 cr.	No	Government	Scottish credits (SCQF)
<b>Russia, St. Petersburg</b>	576 hrs. (ca. 15 cr.)	No/yes	Government	The programme is not compulsory, but in practice anyone appointed as a school director is required to have completed it. Almost all directors have received prior pedagogical education.

<b>Canada, Ontario</b>	125 hrs.	No/yes	Participant	Part I is intended for any teacher interested in becoming a school principal. Part II involves more in-depth exploration of the theoretical and operational aspects of principalship.
<b>USA, NYC</b>	Year	No	CSA	
<b>USA, LA/ Pasadena</b>		Yes	Participant	A preliminary credential must be obtained prior to taking up the position.
<b>China, Shanghai</b>		No		An invitation procedure followed by training.
<b>South Korea</b>		No		
<b>Australia, Victoria</b>	1–2 years part-time	Yes	State Ministry of Education	
<b>New Zealand</b>		No		

## Appendix II Induction programmes for new principals


	Scope	Compulsory	Funding	Other form of induction/notes
Finland	9 cr.	No	Government or maintaining organisation	
Sweden	30 cr.	Yes/no	Government	Sometimes mentors for new principals; external mentors, such as business executives, are popular
Norway	30 cr./ca. 18 months	No	Government (Directorate for Education and Training)	Local authorities organise induction as they consider suitable.
Denmark	150 hrs.	No	Local authority and school	
Germany	3 weeks	No	State Ministry of Education	The induction programme also provides an opportunity for individual tutoring
Netherlands		No	Teachers' fund financed by the Ministry	
France, Paris	31 days	Yes	Government	Every new principal has a training tutor.
UK, Scotland		No		A new headteacher is assigned a mentor at the school.
Russia, St. Petersburg		No		Those who have completed the school leadership training programme have established an informal club.
Canada, Ontario		Yes		
USA, New York City	14 months	No	NYCDoE CSA	A one-year Advanced Leadership Program for Assistant Principals (ALPAP). Mentoring is statutory (State Law) for first-year principals and assistant principals.
USA, Los Angeles/Pasadena		Yes		Each new principal appointed a mentor by the superior; training required for the professional credential must be completed

<b>China, Shanghai</b>		No		In the four-tier principal career pathway, a more experienced principal and vice-principal induct future principal candidates into leadership duties.
<b>South Korea</b>	180 hrs.	Yes	Government	
<b>Australia, Victoria</b>		No	State Ministry of Education	Experienced principals act as mentors for new principals on the Mentoring for First Time Principals programme; both individual and group mentoring.
<b>New Zealand</b>	18 months	No	Government	An 18-month programme for new principals at different types of schools starts every year.



## Appendix III In-service training for serving principals

<b>Finland</b>	Main responsibility rests with schools' maintaining organisations, the FNBE funds plenty of professional development training for educational staff
<b>Sweden</b>	In-service training is provided by local authorities. The Rektorslyftet ('Boost for Headteachers') programme is managed by the Swedish National Agency for Education.
<b>Norway</b>	The National Programme for Principals (rektorutdanning) is managed by the Directorate for Education and Training.
<b>Denmark</b>	Seminars and conferences relating to reforms.
<b>Germany</b>	Hessen: The 'Principals Circle' as the training form for those who have served as principals for over five years. Baden-Württemberg: A module-based series of seminars (60 per year) for serving principals.
<b>Netherlands</b>	In-service training has been distributed and provision is varied both in terms of content and quality.
<b>France, Paris</b>	Training for tutors of practical training for new principals; Master's programme in management of educational organisations (Master Management des Organisations Scolaires)
<b>UK, Scotland</b>	In-service training must correspond to the school's strategic development needs.
<b>Russia, St. Petersburg</b>	Programmes commissioned by the Government: programmes for young directors, programmes for directors without a Master's degree, courses in line with the government's objective programmes.
<b>Canada, Ontario</b>	Learning networks, courses, programmes. A mentoring leadership programme.
<b>USA, New York City</b>	Universities and other higher education institutions offer opportunities to take courses and accumulate credits. Seminars, conferences and workshops. School Based Intermediate Supervisors Institute (SBISI).
<b>USA, Los Angeles/Pasadena</b>	Conferences and workshops
<b>China, Shanghai</b>	Training must be contextual, suitable for the target group and applicable to practical situations, integrate theory and practice, cater for needs and be linked to learning outcomes.
<b>South Korea</b>	Contents: 'ethics, morals and values for educational leaders', 'leadership for information management and change', 'current issues in education policy' and 'practices in educational administration'.
<b>Australia, Victoria</b>	High Performing Principals, Professional Coaching for Principals, Stronger Smarter Leadership Program
<b>New Zealand</b>	The professional learning and development plan includes the idea of regular continuing professional development, which is also one of the criteria for career advancement.



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