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## Uppdrag att bistå i arbetet med bakgrundsrapport

Skolverket ska bistå Utbildningsdepartementet med att utarbeta i OECD-projektet *Review of Policies to Improve the Effectiveness of Resource Use in Schools*, bl.a. med att utarbeta en bakgrundsrapport, en s.k. Country Background Report, samt i OECD:s fördjupade tematiska studie av den svenska grund- och gymnasieskolan.

Uppdraget är givet i regleringsbrev den 28 maj 2014.

Bilagt finns Skolverkets svar på frågeställningarna i *Country Background Report by the National Agency for Education* samt OECD:s *Guidelines for the Country Background Report*.

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# COUNTRY BACKGROUND REPORT FOR SWEDEN

The Swedish Agency for Education

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## List of Acronyms

**BRUK** Swedish abbreviation for the school self-assessment tool “Assessment, Reflection, Evaluation and Quality” (*Bedömning, Reflektion, Utveckling, Kvalitet*) developed by the National Agency for Education

**IFAU** Institute for Evaluation of Labour Market and Education Policy,

**NAE** Swedish National Agency for Education

**PIRLS** Progress in International Reading Literacy Study

**PISA** Programme for International Student Assessment

**SALAR** Swedish Association of Local Authorities and Regions

**SEK** Swedish Krona

**TALIS** Teaching and Learning International Survey

**USSILD** Upper Secondary School for Individuals with Learning Disabilities

## EXECUTIVE SUMMARY

1. There is an urgent need for Sweden to tackle the underlying structural problems and to ensure effective improvements in the school system. The general picture of performance in the Swedish school system is a cause for concern. PISA 2012 confirms and reinforces the picture which previous international surveys have shown, namely that Swedish compulsory school pupils' abilities have deteriorated over the past few decades. This background report outlines the challenges for the Swedish system.

### *The School System*

2. In the 2010 Education Act the introductory stipulations settles that all pupils shall have equal access to education, independent of where in the country they live and their social and economic situation. Sweden is, however, a very big country with great local variations, where the possibility to choose between schools depends on where you live. There are also considerable differences in capacity between educational providers, some education providers are large municipal organisations responsible for tens of thousands of pupils, and other providers are small-scale independent cooperation's with a handful of pupils. There are dual recommendations to be followed by the schools; the national requirements and the local requirements from the municipal or independent provider.

3. The education system has been an integral component of the Swedish concept of the welfare state. The nine-year compulsory school program is for all children between the ages of 7 and 16 years. However, students and their parents are entitled to choose another municipal school, or a school that is run independently. During the school year 2013/14 there was 4882 municipal schools, 5 Sami schools and 792 independent schools. Of the independent schools, 88 percent had a general orientation, 7 percent a denominational orientation and 4 percent were Waldorf schools. Of the compulsory school pupils, 86 percent attend municipal schools. The number of pupils in independent schools has continued to increase and in the same school year reached just over 14 percent of pupils. The proportion of pupils in independent schools varies greatly between municipalities.

4. The Swedish upper secondary school aims to give basic knowledge for professional/vocational and community life, as well as for further studies. Upper secondary school is a voluntary school form. However, the majority of compulsory school pupils continue to upper secondary school. In the school year 2013/14, there were upper secondary schools in 261 of 290 municipalities in the country. Of the pupils 74 percent attended municipal schools. There are 18 national programmes: twelve vocational programmes and six higher education preparatory programmes. These are connected to different entry regulations, diploma goals and programme structures. Within the programmes there are a number of subjects which are studied by all pupils, irrespective of programme. There are also a number of subjects and courses which are common to the programme, i.e. which is mandatory for all students in each programme. Each programme has several orientations and also gives the pupils good possibilities to make individual choices. With the reform in 2011, upper secondary school apprenticeship education came to be a permanent activity. For pupils who are not eligible for national programmes or who wish to acquire the necessary requirements for a certain higher education preparatory programme, there are five introductory programmes. The aim of studies on the introductory programme is to prepare for future studies or the labour market. The target group and programme purpose differs between the five programmes.

5. The decentralisation of power from the state to municipalities in the early 1990s was accompanied by the introduction of school choice and independent schools. The system of grant funding was changed so as to allow different actors to create and manage independent schools, independently run

on tax funds. There are no private schools in Sweden. All schools are equally financed on tax funds. All schools are also obliged to follow the Education Act that provides equal terms for all education providers and all schools.

6. There is today a great variety of independent preschools and schools, independent education providers and owners. The education providers are, for example, of different sizes, management methods and differ as to ownership structure.

7. Independent schools have to be approved by the Schools Inspectorate and follow the same curricula as municipal schools, but they can have a specific orientation or profile that differs from municipal schools. Independent schools are entitled to public funding if they can offer education that is equivalent to that provided in public school. The size of the funding is the same as for the public schools. The sum differs between pupils and different level in the school system. Restrictions prevent independent schools as well as public schools from charging any fees for pupils.

8. Almost 600 independent education providers with approximately 130 000 pupils existed in 2013 within the compulsory school sector. Of these pupils, two-thirds attended compulsory schools run by companies, but it was also common to have compulsory schools run by foundations and co-operative societies or non-profit associations. Within upper secondary school in 2013, there were also more than 200 independent education providers which ran upper secondary schools with a total of 85 000 pupils. To an even higher degree than for compulsory school, these pupils attend schools which are run by companies (85 percent). Except for the independent corporations, the independent upper secondary schools are run mainly by foundations.

9. More than 33 percent of pupils in the independent schools attend one of the ten largest education providers' schools, both in compulsory and upper secondary school. Among the independent upper secondary schools there was, in 2013, still a larger concentration of pupils (just over half) in the ten largest owners or groups than there is within the compulsory school (approximately one quarter).

#### *Governance of resource use in schools*

10. Each municipality determines the size of the budget and how much should be spent on education. There are large variations between municipalities regarding the allocation of resources to the school, and how they are distributed between different activities. The total cost of preschool, leisure time centres, other pedagogical activities, school and adult education amounted in 2012 to 214.8 billion SEK. It is equivalent to 40 percent of local total costs for all the municipalities' activities. The education sector is thus a major proportion of the total costs of the municipalities.

11. Funding of school is primarily decided at the municipal level. As a part of a structural equalisation system across municipalities, the Government redistributes financing via grants from wealthier to poorer municipalities. These grants are not earmarked, and municipalities may allocate the funds as they see fit. Education is financed by municipal funds after redistribution and by local taxes. At the local level, education is generally governed by the municipal assembly as the municipality's highest decision-making body and a committee system concerned with the specific policy fields - among them education. This structure is defined by the Education Act as the basic legislation of the Swedish education system.

12. Public schools are directly run by municipalities, with independent schools being allocated public funds. Financial backing of all schools is tied to their respective number of pupils enrolled and pupils' specific needs (e.g. special needs education). Comparable to the allocation of funds by the central level, the local level mainly reallocates funds towards schools, usually on a lump sum basis to provide for salaries,

buildings, material and equipment. Budget administration and the organisation of teaching are, in most cases, left to the principal.

### *Resource distribution*

13. The school budget is completely decentralised to the municipalities and this applies to all levels within preschool and school. Each municipality takes the decision about the way in which resources will be allocated, for example if one school will receive more money than another. To a large extent, the school then has the responsibility of allocating the resources in the best way, for example regarding pupils who need extra support.

14. Every municipality has its own way of allocating resources between schools, which more or less take into consideration that the schools and the pupils have differing preconditions and needs. Within the municipality this allocation can, in its turn, be more or less decentralised. In several municipalities, the different districts decide how the resources will be distributed between schools.

15. Regarding the distribution of resources between levels of the schools system, compulsory schools represents the single largest part of the total cost of preschools and schools (39 percent), followed by preschool (28 percent), upper secondary school (17 percent) and preschool class (2 percent). Nearly 79 percent of the total cost of the school was the cost of activities with the municipal provider, the remainder for schools with independent, county council region or Governmental provider. On average, half of the school costs in a Swedish municipality consist of costs for teaching, primarily teacher salaries. Since 2000, costs per registered child in municipal preschools have increased by 21 percent, while municipal compensation per child to independent preschools has increased by 53 percent.

### *Resource utilization*

16. How school premises are varies from education provider to education provider, since the system is highly decentralised with a large degree of autonomy to the education providers. Teachers have many other responsibilities besides teaching. Teachers spend about as much time teaching as they did 15 years ago, but since then a number of tasks have been added on (documentation, administration, contacts with parents, concerns for the pupils' health and psycho-social environment). In all, this has resulted in a heavy workload.

17. According to the steering documents for Swedish compulsory school, it is advised that special support as far as possible shall be given within the regular school work. Despite this, ability grouping is common, as is the placement of pupils in remedial classes. There is a pilot regarding cutting edge classes.

18. In compulsory school the total education time shall be at least 6785 hours over 9 years and a school year in upper secondary shall have at least 178 school days. The education provider is responsible for how the time for respective subjects shall be distributed over the years.

19. On average, every class has 19 pupils in compulsory school and about 45 percent of teacher's total time is used for work-related activities and for time with pupils. There are two career posts for teachers: Senior Master and Senior Subject teacher.

20. Teacher collaboration and professional learning are not developed. There is no system for teacher appraisal. Also the systems for school evaluation differ from one education provider to another. The school support structures are not elaborated in terms of for example advisory services.

### *Resource management*

21. Due to the distribution of responsibilities there are no national formal programs or procedures, or support from regional agencies that guarantee expertise in the management of resources throughout the school system. Instead, self-evaluation by schools and municipalities is considered to be the compulsory mechanism for effective resource management. The Education Act stipulates that the municipality shall allocate resources within the school system according to the children's and pupils different preconditions and needs. The Swedish schools Inspectorate has pointed out deficiencies in the schools' and education providers' quality management process.

### *Quality and equity*

22. Teaching methods and materials are not subject to central regulation. The individual teacher decides on the appropriate teaching methods, the selection of topics to be covered in the lessons (within the framework of the syllabus), and the choice of teaching materials. Under the terms of the Education Act and the curriculum, pupils should have an influence over the organisation of teaching and, as they get older and more mature, should be given increasing responsibility for their own work at school. Teachers in Sweden report a somewhat different pattern of teaching practices and the use of ICT than do teachers in other TALIS countries.

23. The general approach to pupil assessment is that the assessment should be an ongoing process – formative assessment plays an important role in the Swedish school system. Teachers are also to continually inform the pupil about his or her progress. At least once per term the pupil, the pupil's legal guardian and the teacher shall have a development dialogue. The teacher will draw up a written individual development plan once a year for the pupils who do not receive grades.

24. The pupil assessment in compulsory school takes place through end-of-semester reports at the conclusion of the autumn and spring semesters of years 6, 7, 8 and 9. Certificates are issued when a subject is completed or when the period of compulsory attendance expires.

25. In upper secondary school, grading occurs after every completed course and in the upper secondary school diploma project, and if the pupil has sufficient grades, the upper secondary school diploma is issued when the pupil has been graded in all the courses which are included in the education.

26. The knowledge of each pupil shall be evaluated and graded from the knowledge requirement. It is not just the knowledge the pupil receives through education in school which shall be observed. The teacher shall, according to the curricula, take advantage of all accessible information about the pupil's proficiency in relation to the national knowledge requirements when setting grades, as well as make an all-round assessment of the proficiency the pupil shows.

27. The PISA-survey shows that Sweden have among the smallest between school variations in performance, in comparison to other countries. But this comparison is not completely fair since the Swedish 15-year-olds still attend compulsory school, while 15-year-olds in many other countries have already moved on to upper secondary schools and VET-education, which is likely to lead to larger between school variation. No accurate international comparison of differences between lower secondary schools is available.

### *The school workforce*

28. The four new teaching degrees were introduced in the autumn term of 2011. Each Teacher Training Education decides on its own what programmes to offer: Preschool programme, Compulsory teacher programme, Subject teachers programme or Vocational teachers programme. There are also short programmes for supplementing. There is no connection between supply and demand.

29. About half of all teachers with pedagogical university education in compulsory school (school years 7-9) have sufficient subject education in the subjects which they teach. When applied to upper secondary school, the corresponding share is two thirds. Access to qualified teachers varies greatly between different education subjects. Teachers in Swedish, mathematics and English have, to the greatest extent, education in the subject. The situation is similar in both municipal and independent schools. Some regional differences exist when it applies to the proportion of teachers with sufficient education in their education subject. That teachers are teaching without having a degree oriented towards teaching in the existing school forms, school years or subjects is something that previous investigations also have shown.

30. It is the education provider who has the ultimate responsibility for the teachers' competence development.

31. The lack of an educated workforce within the teaching profession is calculated to be significant over the coming years. The future supply of teachers and preschool teachers is threatened. This is shown through, among others, low application pressure for Teacher Training Education, large anticipated numbers of teachers retiring, as well as a proportion of teachers considering changing career. Both teachers and preschool teachers will be an important deficit profession in the future. For the country as a whole, a shortage of 44 000 educated teachers and preschool teachers has been predicted in the year 2020, and in the year 2030 the number is predicted to be 49 000. Pupils are in general risk being taught by teachers without the correct qualifications.

32. The highest demand will be for preschool teachers, leisure-time pedagogues, teachers in special needs education and subject teachers, especially in mathematics, science and technology. In the year 2020 there will be a shortage of 16 600 educated teachers in the city regions. A particular problem is the shortage of vocational education teachers to fulfil future needs. Many of the educated vocational teachers who exist today choose to work outside the educational system, since the salaries are low.

33. Educational leadership is not given the priority which is necessary and that other tasks occupies most of the principals' time. The daily work can often be characterised as primarily administrative and filled with social leadership while the pedagogical work seems to be sidestepped.

### *Assessment and evaluation*

34. An area of concern is equivalence of student grades (reliability) across schools. The current reporting of outcomes in year 9 at the end of compulsory school and at the upper secondary school heavily relies on the reliability of the grades awarded by teachers.

35. Teacher appraisal is under-developed. There is no framework of professional standards in place to define what constitutes accomplished teaching, and teacher appraisal has not been a central topic in the current school policy debate.

### *Strategic policy development*

36. The Government wishes to continue investing in research in order to improve the country's prerequisites for social development and commercial and industrial competitiveness in the long term. The investment in education and research are investments in the future, both for Sweden as a nation and for the individual.

37. One very important factor in order for the Swedish pupils' results to be able to be improved is good teaching. The Government prioritises, therefore, efforts to increase the teachers' competence and the status of the teaching profession. There are also a variety of problems needs to be addressed:

- How to improve results in compulsory school?
- How to make teaching an attractive career?
- How to help teachers improve?
- How to get the best suited teachers for the most challenging pupils?
- How to create long term conditions to make a major change concerning capacity building?
- How to stop the increasing differences between schools?

## **Chapter 1: The national context**

### ***1.1 The economic and social context***

38. The foundation of Swedish society is an economy that is open, export-based, and highly efficient. In a long-term perspective, Sweden is characterised by steady growth, political stability, transparent institutions, technological adaptability, flexible labor markets, open economies and high levels of education. All these factors place Sweden at the top of international ranking lists, both in terms of economic clout and quality of life. Living standards in Sweden are high, although the country's relative economic position has fallen from number four to number nine since the 1970s (Ekonomifakta 2014). In the early 1990s, Sweden faced a severe recession that led to a sharp decline in economic growth. Throughout the 2000s, Sweden experienced strong productivity growth and gradually reversed the relative economic decline of previous decades (McKinsey & Co 2012). Investment in education remained stable throughout the economic crisis. In 2011, Sweden's education budget amounted 13.2 percent of total public expenditure, above the OECD average of 12.9 percent (OECD 2014d). With 84 percent of adults employed, Sweden has the highest employment rate among the OECD countries (OECD 2014a). Sweden also value lifelong learning for both employed and unemployed people (OECD 2014d). The population is highly educated: 52 percent of adults aged 25 to 64 have completed upper secondary school, considerably higher than the OECD average of 44 percent (OECD 2014d).

39. Sweden has, in an international perspective, a very even distribution of income. A comparison in 2011 between the EU member countries shows that Slovenia, Sweden and the Czech Republic had the lowest income gap. The Gini coefficient for Sweden was 0.25, compared with 0.31 for the EU as a whole. Between 1991 and 2012, the economic standard for all age groups and family types improved. However, the position for the foreign-born in the income distribution worsened between 1991 and 2012. A reason for this is that the immigration structure changed over the period. From previously being almost completely dominated by labour migration, nowadays refugee and immigration of relatives has come to represent an increasing share (Prop. 2013/14:100). According to recent figures from the World Economic Forum Global Gender Gap Index Global for 2013, Sweden ranked fourth most equal among the 136 countries compared. The other countries topping the index, along with Sweden, are the Nordic countries.

### ***1.2 Demographic developments***

40. Sweden has a population of 9.7 million people and is sparsely populated, with only about 23 inhabitants per square kilometre. More than a third of the population lives in the three major cities of Stockholm, Göteborg and Malmö. Until the 1970s, Sweden was demographically a rather homogenous country with most immigrants coming from neighbouring Nordic and European countries. But since the late 1970s, immigration for humanitarian reasons has gained in importance and Sweden has become a culturally and linguistically diverse country: in 2013, foreign born inhabitants made up 16 percent of the total population. The Swedish education system is thus facing new challenges and opportunities in adapting to a pupil body coming from increasingly diverse linguistic, cultural and socioeconomic backgrounds (OECD 2011:22).

### ***1.3 Political context***

41. Sweden is a constitutional monarchy with a parliamentary form of Government. For many decades, the Social Democratic Party had a dominant role in Swedish politics. However, over the past 30 years, power has changed hands several times between the Social Democrats and the 'non-socialist' political bloc. In the general election of 2010, Mr. Fredrik Reinfeldt became the first conservative prime minister to be re-elected – although his centre-right coalition could not gain an absolute majority.

Furthermore, for the first time a very far-right party, the Sweden Democrats, overcame the 4 percent threshold rule for the Parliament and thus entered parliament.

42. At the regional level, Sweden is divided into 20 counties. Political tasks at this level are undertaken by the county councils. The county councils are responsible for overseeing tasks that cannot be handled at the local level by municipalities, but which rather require coordination across a larger region, most notably health care. At the local level, Sweden is divided into 290 municipalities, each with an elected assembly or council. Municipalities are responsible for a broad range of facilities and services including housing, roads, water supply and waste-water processing, schools, public welfare, elderly care and childcare. The municipalities are entitled to levy income taxes on individuals. They also charge for various services. As a result, municipalities have significant latitude in deciding what services they should offer. They are however, legally obliged to provide certain basic services, such as education.

#### ***1.4 Public sector management***

43. Public sector management in Sweden (as well in many other Western countries) is, since the late 1980s, based on a formalised process, with performance management in Government operations. Performance management means that the Government formulates objectives for the activities, and that information about the results forms the basis for an assessment of whether the activity was successful or not, i.e. whether the objectives were achieved or not. Performance management is based on devolving responsibility to the business, combined with feedback and analysis of the results (Swedish Agency for Public Management, 2014 chapter 5).

44. A prerequisite for conducting performance analyses is that there is good knowledge of the supposed causal relationships between the injected resources (money, personnel, ITC etc.), performance and impact. In other words, performance management requires the knowledge of what is done in the business, for which purpose it is done and what can be expected that the business can achieve. However, in practice, public authorities often lack follow-up instruments that allow them to determine the effects of the business in relation to its objectives (Swedish Agency for Public Management, 2014 chapter 5).

45. Today, there is a growing debate in Sweden about the problems of evaluating the effects of different types of public intervention (SOU 2007:75; SOU 2014:5). During recent years, the Government's steering of the authorities has been changed to give preconditions for more result-oriented steering which is flexible partly from the authorities' activities, partly from the Government's need to steer. The Government has also stated that the guidance should be more long term and strategic, and that it is very important that the steering signals become fewer and clearer. In this way, the Government administration is given the best possible preconditions to realise the Government's policies, and to uphold basic values about the rule of law and effectivity. Against this background, the Government Offices has looked over how the different steering instruments can be used together to give better conditions for operation-based steering of the administrative authorities (Swedish Agency for Public Management, 2014, chapter 5).

## **Chapter 2: The school system**

### ***2.1 Organisation of the school system***

46. Given below is an overarching description of the Swedish preschool, compulsory school and upper secondary school. Adult education is also briefly dealt with. Facts and figures in chapter 2.1 are from the official statistics for the school year 2013/14 presented by the Swedish National Agency for Education (NAE 2014a, f-i, m-o).

#### *Compulsory School Attendance*

47. According to the Education Act, compulsory school attendance comes into force in the autumn term of the calendar year in which the child turns seven. Compulsory education ends at the close of the spring term in the ninth school year. For the pupil who has not finished the highest school year where compulsory school attendance would otherwise have ceased, compulsory school attendance ends instead at the latest when the pupil turns 18.

48. The municipality is obliged to offer a place for six year olds in compulsory school if the parents so request. Just over 1 percent takes advantage of the opportunity and then it is mostly for girls in international or denominational independent schools.

49. Compulsory school attendance also means that home schooling, as a main principle, is not allowed in Sweden. Distance education is not yet regulated in the Education Act, apart from the Upper Secondary School of Torsås (a pilot scheme) and for Swedish pupils studying abroad.

#### *Sami Schools*

50. In the following are included the state Sami schools. The Education Act stipulates that children of Sami parents may complete their compulsory education in Sami schools instead of school year 1-6 in compulsory school. The Sami school has six grades and is equivalent to compulsory school, but adapted to the Sami need for an education which takes into account and develops the Sami language and cultural heritage.

#### *Preschool*

51. Since 1st July 2011, preschool is a separate school form, and is included in the school system as the first step in education. Preschool should stimulate the child's development and learning, and offer the child secure care. The activities should be designed so that care, development and learning create a unified whole. Preschool has, since 1998, its own curriculum. This was revised in 2010 and came to, among other things, strengthen the pedagogical task of the preschool.

52. Municipalities are obliged to provide preschools for children from the age of 1 if the parents are studying or working and for elder children if they do not attend school. On 15 October 2013, 84 percent of all children in this age range were attending preschool, compared with 72 percent ten years earlier. At the same time, the number of children with another mother tongue than Swedish has doubled during the same period. Preschool is free of charge for at least 525 hours a year from and including the autumn in which the child turns three.

53. In autumn 2013 there were just under 10 000 preschools. Every fifth child attends an independent preschool. There are some quality differences between municipal and independent preschools: the personnel in municipal preschools have higher level of education, while child groups in independent

preschools are somewhat smaller. Since 2006 the group size has remained relatively constant, at just under 17 children.

#### *Preschool Class*

54. The preschool class is a voluntary form of school for the children but the municipalities are obliged to offer all six year olds a place for at least 525 hours during a school year. According to the curriculum, the education should stimulate the development and learning of every child, while at the same time preparing them for continued schooling. There are, however, significant differences around the country in how preschool classes are run. It varies from being run as a separate preschool to being fully integrated into the compulsory school.

55. During the school year 2013/14, 95 percent of all six year olds were enrolled in a preschool class. Just fewer than 10 percent of pupils were attending preschool classes with independent education providers, but the proportion differs markedly between municipalities. Of the pupils, 23 percent have another mother tongue than Swedish, and 39 percent of these received support in their mother tongue.

#### *Other pedagogical activities*

56. 'Other pedagogical activities' is a collective name for four activities which are aimed at children up to the age of 12. They are all described below.

##### *Pedagogical care*

57. Children who attend pedagogical care are aged from 1 to 12 years. Pedagogical care can, for example, be an activity run by a person in their own home or an activity which is run by several people in dedicated premises. The preschool curriculum is a guide for pedagogical care. The following characterise pedagogical care.

- Pedagogical care is most often run by a person in their own home and is most common in sparsely populated municipalities.
- There are approximately 3 000 of these activities and the number of children decreases yearly. Only 3 percent of children are registered in such organisations.
- Independent management is all the more common; 33 percent in 2013 compared with 18 percent in 2009.
- 91 percent of the children are aged between 1 and 5 years.
- 13 percent of the children have another mother tongue than Swedish in 2013 compared with 7 percent in 2009. Children with another mother tongue than Swedish are more often in activities with independent management.
- Groups of 5 or 6 children are the most common.
- Every fourth member of staff does not have education in the field of childcare.

## Open preschool

58. The task of the open preschool is to offer children a good pedagogical group activity in close cooperation with the adult visitors. At the same time, the adults have the opportunity of contact and community. The children are not registered. Rather the parents decide themselves when and how often they will participate. In many municipalities, the open preschool cooperates with social services and child and maternal healthcare services to contribute to the parents' need of medical and social services being met (so called family centres). Open preschool is aimed at children who are not registered in preschool, and their parents or another adult who accompanies the child. This can also be a complement to preschool and pedagogical care. The following characterise the open preschool:

- In autumn 2013 there were 448 open preschools, and the number has been stable since 2004. Four of ten are part of a family centre.
- Every third municipality does not have an open preschool.
- The majority are open between 15 and 21 hours per week.
- Almost all personnel have education for working with children.

## Open leisure time activities for 10-12 year olds

59. Open leisure time activities are aimed at 10-12 year olds who do not need the care and supervision given in leisure time centres or pedagogical care. Children are not registered. Families decide themselves when and how often the children will participate. The task is to complement the education in school (in terms of time and content) as well as to offer the children a meaningful free time and support in their development. The starting point shall be the need of every child. The activities should, therefore, be created together with the children. It is important that the children's interests and initiative receive the necessary scope. The open leisure time centre activities are often coordinated with school and leisure time centre and/or the municipality's other leisure time activities for children and young people. The following characterises the activity:

- There are approximately 600 open leisure time activities in 2013, a decrease since last year.
- The majority of the activities are run by the municipalities but the regional differences are great.
- Eight of ten are open more than 16 hours per week.
- Just over half the personnel have no education for working with children or young people.

## Care during inconvenient hours

60. According to the Education Act, care during inconvenient hours is offered either in the form of preschool, leisure time centre, or care during the time preschool or leisure time centre is not offered. In this context, inconvenient hours mean weekends and/or weekdays between 7pm and 6am. The municipality shall strive to offer care for children during the times when preschool and leisure time centres are not offered to the extent necessary with regard to the parents' work and the family situation in general.

61. During the latest years, the need of and access to care during inconvenient hours has been noted. Now efforts are being made to increase access to such care. In the years 2013-2016, a subsidy has been given to municipalities to stimulate the more widespread offering of care during inconvenient hours. In 213, 162 municipalities were granted subsidies. The following characterises the activity.

- In autumn 2013 there were a total of 5 600 children registered in activities during inconvenient hours. This is an increase of just over 600 children since the previous year.
- It is most usual that children who are registered in activities during inconvenient hours are of preschool age.
- The number of children in care during inconvenient hours has steadily increased during recent years. The need is greatest during weekday evenings and among single parents, as well as where both parents are foreign-born.
- Only 7 percent of children go to activities with independent management.

#### *Leisure Time Centres*

62. The National Agency for Education has assessed the development in the leisure time centers as serious. Pupils in these centres have ever worsening access to staff, the groups are becoming larger and the educational level of the staff is falling. This negative development has been going on for years. Leisure time centres are regulated in the Education Act and a curriculum. In the Education Act, demands are made regarding quality in leisure time centres. Leisure time centres shall conform to part 1 and 2 of *The Curriculum for Compulsory school, the Preschool class and the Leisure time center* or the curricula for Sami schools or Special needs school. The leisure time centre is a part of the school system and the aim is to complement the education in the preschool class and in school. These centres shall stimulate development and learning as well as give a meaningful free time and recreation.

63. Municipalities are obliged to offer education in leisure time centres up to and including, the spring term the pupil turns 11. The pupil shall be offered education in a leisure time centre to the extent needed regarding the parents work or studies, or if the pupil has an own need due to the family situation in general. The municipalities are not obliged to offer education in the leisure time centre if parents are unemployed or on parental leave. From and including the autumn term of the year the pupil turns 10, the municipalities can, under certain conditions, offer open leisure time activities instead of leisure time centres (see below). According to the Education Act, the pupil groups shall have an appropriate composition and size, and the pupils shall, in general, be offered a good environment. The Education Act places certain demands on premises and the competence of the staff.

64. Every employee is responsible for, on average, 12.9 pupils compared with 12.4 one year ago. In 1990 there were 7.5 pupils per employee. Over many years, the number of pupils has increased in percent more than the number of staff, which has led to continually worsening staff density. In recent years the number of pupils has increased by 4 percent while the number of staff has not increased at all.

65. Today there are 425 900 pupils in leisure time centres, an increase of 14 700 pupils in one year. From 2003 until today, the number of pupils has increased by 25 percent, while the number of groups has decreased by 7 percent. In 2013 there were, on average, 40.4 pupils per group. The corresponding figure in the previous year was 40.1. In ten years the group size has increased by 34 percent. The development towards ever larger pupil groups in leisure time centres has been ongoing for many years.

66. In leisure time centres, 53 percent of year workers have a pedagogical higher education degree. This is the lowest number since The National Agency for Education began recording statistics in this area in 1994. The proportion of year workers with pedagogical higher education degrees has shrunk continuously the last four years, from 59 percent to 53 percent. There is a large difference in educational level between municipal and independent leisure time centres. 56 percent of year workers in municipal leisure time centres have a pedagogical higher education degree, while the corresponding proportion in independent centres is 29 percent.

67. There are large regional differences when it comes to staff density, group size and the education of the staff at leisure time centres. Large cities and suburban municipalities to large cities have worse staff density, larger groups and the staff is not as well educated compared with the rest of the country.

### *Compulsory school*

68. Compulsory school consists of primary and lower secondary school. Primary school consists of school year 1-6 and by lower secondary is meant school year 7-9.

69. After declining for several years, the number of pupils in compulsory school has risen for the third year in a row. This is consistent with the fact that the low birth cohorts from the 1990s are moving to upper secondary school. The number of pupils beginning school year 1 is more than the number finishing school year 9.

70. During the school year 2013/14, 921 000 pupils were attending compulsory school, and of these, 168 attended Sami schools. According to forecasts, the number of pupils will, after an earlier decline, increase to almost 1 000 000 in the school year 2018/19.

71. During the school year there were 4882 municipal schools, 5 Sami schools and 793 independent schools. Of the independent schools, 2013/14, 88 percent had a general orientation, 7 percent a denominational orientation and 4 percent were Waldorf schools. Eight schools were international, for example Primary Years Programme and Middle Years Programme. Three were national boarding schools but the system with boarding schools is now about to change.

72. Of the compulsory school pupils, 86 percent attend municipal schools. The number of pupils in independent schools has continued to increase and in the same school year reached just over 14 percent of pupils. The proportion of pupils in independent schools varies greatly between municipalities. In large city municipalities, 24 percent attended independent schools, followed by suburban municipalities to large cities with approximately 16 percent. Municipalities that are classified as goods-producing had only 3 percent of pupils in independent schools.

73. Just over half of the pupils in compulsory schools have at least one parent with a university education, and in independent schools the proportion is 66 percent. The proportion of pupils with a foreign background is somewhat higher in independent schools than in municipal, almost 22 percent compared with just over 19 percent. Looking at the different orientations for independent schools, the proportion of pupils with foreign background is 62 percent at international schools. At the national boarding schools, the corresponding proportion is 21 percent, and at Waldorf schools, 15 percent. In the general orientation schools, 21 percent of pupils have a foreign background. The gender distribution is even.

74. All municipalities in the country arrange compulsory education. The number of pupils varies significantly between municipalities, which reflect the great variety in the number of inhabitants in different municipalities. There are 792 independent schools in 189 municipalities. Of these, the majority was localised to the big city counties.

75. Almost 23 percent of all the pupils have the right to mother tongue tuition but of them only 54 percent participate, mainly girls. Most of pupils entitled to mother tongue tuition are in the big cities of Stockholm, Gothenburg and Malmö. There are somewhat more pupils in independent schools who take part in the tuition.

76. Only 6 percent take part in tuition in Swedish as a second language. The highest participation is from pupils with Arabic as a mother tongue.

77. The number of asylum-seeking pupils this school year is 4 900, which is an increase of just over 750 pupils (+18 percent) compared with the previous school year.

78. The average number of pupils was 19 per class/education group. Looking at the municipal groups, the class size varied from as low as 13 to as high as 22 pupils on average per class.

79. Since autumn 2012 a pilot scheme has been ongoing with nationwide recruitment scheme cutting edge education within lower secondary school years 7-9. Today there are 18 schools which offer cutting edge education. They are described in chapter 5.1.

#### *Compulsory Education for Pupils with Intellectual Disabilities*

80. Compulsory education for pupils with intellectual disabilities is an alternative to compulsory school for pupils who are assessed as unable to reach the compulsory school's knowledge requirement because they have a developmental disorder. The education shall be adapted to each pupil's situation and consists of 9 school years.

81. Compulsory education for pupils with intellectual disabilities covers education in subjects or within subject areas, or a combination of both. The education can also include subjects according to the compulsory school's syllabus. The education must, among other things, give knowledge and value, contribute to personal development and social community, and give a good basis for active participation in society.

82. Within compulsory education for pupils with intellectual disabilities there is a special orientation called Education for children with severe intellectual disabilities. This is intended for pupils who are unable to complete the entire or part of the education in the subject. Instead of specific subjects, the compulsory education for pupils with intellectual disabilities consists of five subject areas: artistic activities, communication, motor activity, daily activities and perception of reality.

83. The proportion of pupils in compulsory education for pupils with intellectual disabilities has decreased and now makes up 1 percent of the total number of pupils. The decrease is mainly due to changes in the system that makes it harder to be accepted as a pupil in this form of school. This education form is distributed in 630 schools in 270 municipalities, excluding integrated pupils. Every fifth pupil is integrated in compulsory school. There are 43 independent schools for pupils with intellectual disabilities in 31 municipalities. The number of independent schools has increased by 5 and the municipal schools have decreased by 5 compared with the previous school year.

84. Approximately 8 percent of all pupils with intellectual disabilities are resident in another municipality than the one in which the school is situated. In municipal schools, 6 percent of pupils are from another municipality. The corresponding number for pupils in independent compulsory education for pupils with intellectual disabilities is 49 percent. It is mainly suburban municipalities to large and larger cities that have pupils in another education provider's school. Every fifth pupil is integrated in preschool classes.

#### *Special Needs School*

85. The special needs school primarily for pupils with impaired hearing, blindness, and/or with severe speech and language disabilities is a state school form with 10 school years. The same rules for assessment and grading apply for this type of school as in compulsory school. The only difference is that there are knowledge requirements in years 4, 7 and 10 instead of in school years 3, 6 and 9 and that the pupils follows the curriculum for compulsory education for pupils with intellectual disabilities. The National Agency for Special Needs Education (SPSM) is the responsible authority.

86. The five regional schools cater to pupils who are profoundly deaf or have a hearing impairment. The Regional schools have approximately 360 pupils. The three national schools accept pupils with hearing impairment and developmental disorders, serious speech impediments, congenital deaf-blindness, and pupils with visual impairment combined with further activity limitations. The national schools have 120 pupils.

#### *Upper Secondary School*

87. The Swedish upper secondary school aims to give basic knowledge for professional/vocational and community life, as well as for further studies. Upper secondary school is a voluntary school form for the adolescents, but mandatory for municipalities to offer. However, the majority of compulsory school pupils continue to upper secondary school. Upper secondary school is organised by the municipalities, upper secondary school associations, county council and independent education providers.

88. There are 18 national programmes: twelve vocational programmes and six higher education preparatory programmes. These are connected to different entry regulations, diploma goals and programme structures. Within the programmes there are a number of subjects which are studied by all pupils, irrespective of programme. However, the proportion and the content may differ between the programmes. There are also a number of subjects and courses which are common to the programme, i.e. which is mandatory for all students in each programme. Each programme has several orientations and also gives the pupils good possibilities to make individual choices. With the reform in 2011, upper secondary school apprenticeship education came to be a permanent activity within the upper secondary school, which means that it is possible for pupils on vocational programmes to carry out a greater deal of their education at a workplace.

89. For pupils who are not eligible for national programmes or who wish to acquire the necessary requirements for a certain higher education preparatory programme, there are five introductory programmes. The aim of studies on the introductory programme is to prepare for future studies or the labour market. The target group and programme purpose differs between the five programmes. These programmes are described below.

90. Educations which are variants within the framework of the national programme structure are roughly translated as special variants, nationwide recruitment programmes and nationally approved physical education programmes. Since autumn 2009 a pilot scheme is underway with nationwide recruitment cutting edge education programmes within upper secondary school. These programmes are described below.

91. During 2011-2014 there has been a pilot scheme with a technical fourth year towards an upper secondary engineering diploma, which can be applied for by pupils with a final grade from the technical programme. The education takes place in co-operation with industry and business, and prepares for both working life and for further studies in graduate engineering. This fourth year has now been made permanent.

92. In the school year 2013/14, 330 200 pupils were enrolled in upper secondary school (NAE 2014h). This was 21 400 fewer pupils than the year before, which is equivalent to a 6 percent reduction in the number of pupils. The declining number of pupils has been ongoing since school year 2009/10 and is a result of demographic changes. In five years, the number of upper secondary school pupils has dropped by 66 000. It has been predicted that over the coming two school years there will be a continued decrease of about 15 000 pupils, but after that, pupil cohorts are expected to increase somewhat.

93. There were upper secondary schools in 261 of the country's 290 municipalities. This is six municipalities fewer than the previous school year and 17 municipalities fewer than three years ago. There are, in total, 1346 schools, of which 869 have a municipal education provider, 17 with a county council district education provider, and 460 with an independent education provider. Compared with the previous school year, the number of municipal schools increased by 118, while the number of independent schools dropped by 25. The number of county council district schools is unchanged. That the number of municipal schools is increasing is likely due to the fact that there are more and smaller schools than before.

94. Of the pupils 73 percent or 242 300 studied in municipal schools, which is 15 100 fewer pupils than the previous school year. The falling number of pupils is as big as the general number, i.e. 6 percent, 7 percent in independent schools. This means that independent schools have had falling pupil numbers for the second year in a row, percentually more than in municipal schools, despite having increased their pupil numbers for several years.

95. For school year 2012/13, a certain waning of interest for independent schools was noted among new pupils beginning the first upper secondary year. The total proportion of new pupils with independent education providers is largely unchanged. However, the portion of pupils on the introductory programme with independent education providers has decreased from 9 to 8 percent. The share of pupils on national programmes with independent education providers is at the same level as last year, with a marginal increase for vocational programmes.

96. During the last school year the proportion of upper secondary school pupils who are studying the vocational programmes has decreased. The largest downturn for the vocational programmes occurred in connection with the introduction of the upper secondary schoolreform in 2011. The vocational programmes continued to drop the share of pupils during the school year 2013/14, but not to the same extent as earlier.

97. The higher education preparatory programmes have had a marginally decreased proportion of new pupils in upper secondary school year 1, which is a change from the development in earlier years. On the other hand, the share of new pupils in the introductory programmes is increasing. In two years the share of pupils who are new in upper secondary school year 1 on the introductory programmes increased by 2 percent and now makes up almost 15 percent of new pupils in year 1. From 2012/13 the increase of the number of pupils attending the introductory programme is due to the fact that more pupils do language introduction.

98. In the school year 2013/14, 295 000 pupils were enrolled in a national programme, of which 107 000 are in a vocational programme and 188 800 in a higher education preparatory programme. The vocational programmes are as follows: Childcare and Recreation Programme; Construction and Installation Programme; Electrical and Energy Programme; Vehicle and Transport programme; Business and Administration programme; Handicraft Programme; Hotel and Tourism Programme; Industry Engineering Programme; Natural Resources Programme; Restaurant and Food Programme; Sanitary, Heating and Property Maintenance Programme; Care and Treatment Programme. Higher education preparatory programmes are: Business Studies Programme; Art, Music and Drama programme; Humanities Programme; Natural Science Programme, Social Science Programme and Technology Programme.

99. The five largest programmes are all higher education preparatory programmes. Most pupils are on social sciences and natural sciences programmes, with 59 400 and 41 300 pupils respectively, corresponding to 18 percent and 13 percent of all upper secondary school pupils. The business studies, arts and technology programmes are also large and all have over 20 000 pupils, corresponding to between 7 and 9 percent of upper secondary school pupils. The humanities programme has the smallest number of pupils among the national programmes, 2 900 pupils or less than 1 percent of upper secondary school pupils.

100. The three largest vocational programmes are the Electrical and Energy Programme, Construction and Installation Programme, and Vehicle and Transport programme. Attending these programmes are 11 000-15 000 pupils, corresponding to 3 to 5 percent of all pupils. The national vocational programme which has the lowest number of pupils is the Sanitary, Heating and Property Maintenance programme with 3 900 pupils, corresponding to just over 1 percent of pupils.

101. Pupils on higher education preparatory programmes are more likely to attend independent schools compared with pupils on the vocational programmes, 28 percent and 27 percent respectively. On the other hand, the single programmes attended by the highest proportion of pupils in independent schools are more likely to be vocational programmes. Close to half the pupils in the Handicrafts and the Natural Resources Programmes attend independent schools, as are 39 percent of the pupils attending the Art, Music and Drama Programme.

102. Educations that vary within national programmes could roughly be translated as special variants, since they are allowed to have a certain profile. Both public and independent education providers can offer special variants after permission has been granted by The Swedish National Agency for Education. Approximately 3 900 pupils attend a special course programme. It is considerably more common that pupils study special variants which are connected to a higher education preparatory programme than to a vocational programme, 84 percent compared with 16 percent.

103. In the autumn of 2009, a pilot scheme was started with cutting edge education in natural and social sciences, where pupils can broaden and deepen their knowledge in theoretical subjects such as mathematics, social sciences, economics or humanities. A total of 18 schools have permission to run 20 different cutting edge courses. These courses are nationwide recruitment programmes. Just fewer than 900 pupils are attending cutting edge education in the school year 2013/14. More than half of them studied on the Natural Sciences Programme (500 pupils), followed by the Social Sciences Programme (200) pupils.

104. Arts, Music and Drama cutting edge education is a nationwide recruitment course within the Art, Music and Drama programme. During the school year 2013/14, just over 1 000 pupils attended Arts, Music and Drama cutting edge courses. A majority are studying a cutting edge course in music.

105. Nationally approved physical education courses are courses with a clear elite sport nature which is decided upon by The National Agency for Education after an elite sport association has supported the application. The national physical education programmes have been approved at approximately 200 schools, of which the majority have public education providers. A large proportion of the approved educations apply to football, handball, ice hockey and bandy. The number of pupils reported as attending national approved sports educations will increase during the school year, to 1 800. The number of national approved sports education on the higher education preparatory programmes is significantly higher than on the vocational programmes; 1 500 and just over 300 respectively.

106. There are five introductory programmes aimed at pupils who are not eligible for a national programme or who would like to obtain entry qualifications for a certain national programme. The introductory programmes aim to provide a basis for continued education or to prepare young people for establishment on the labour market. If the education provider assesses that there is exceptional reasons, pupils who are eligible for national programmes can be placed in vocational introduction and individual alternatives. Courses in the introductory programme do not need to be organised according to year courses, but may follow the pupil's individual study plan. With the introduction of the reform in autumn 2011, 13 percent of new pupils in upper secondary school year 1 attended an introductory programme. The corresponding figure was 15 percent in 2013/14. The introductory programme which has the highest number of pupils is language introduction with 12 100 pupils, corresponding to 4 percent of all upper secondary school pupils. Thereafter follows the individual alternative, with 3 percent of pupils. The programme oriented individual options and vocational introduction each have about 2 percent of the pupils. The preparatory education has the lowest number of pupils, at 1 percent.

107. The development with more pupils in the introductory programmes can be traced back to a single programme, the language introduction, where the number of pupils in upper secondary school year 1 increased by 19 percent between 2012/13 and 2013/14. On other introductory programmes, the number of pupils has fallen. Most comprehensive is the drop in the preparatory education, with 20 percent. The number of new pupils in upper secondary school year 1 is low in comparison to the national programmes, 65 percent. The largest percentage of pupils with earlier upper secondary school experience is in the vocational introduction. Pupils on the language introductory are in greater numbers in upper secondary school for the first time. Substantially fewer pupils in the introductory programme than in the national programme attend independent schools, 9 percent, as against 28 percent. In principle, all pupils on language introduction and individual alternatives attend a school with a public education provider. On the other hand, it is considerably more common that pupils on specialised individual choices attend independent schools.

108. The introductory programme is available in 257 of the country's 290 municipalities, and in 785 schools. Substantially more public schools have arranged at least one introductory programme this school year compared with previous years, an increase from just under 500 schools to closer to 630. On the other hand, the number of schools with an independent school provider which have at least one introductory programme, has dropped somewhat, from 170 to just under 160.

109. Programme-oriented individual options have qualification requirements and the purpose of this is that pupils shall receive an education aimed towards a national vocational programme and that they, as soon as possible, will be able to attend the programme. The education provider which has a certain national vocational programme may arrange the programme-oriented individual options for this certain programme. Programme-oriented individual options are the introductory programmes available at the highest numbers of schools, irrespective of education provider, a total of over 490. Nearly 400 schools have vocational introduction, of which 310 have public education providers. This is, after programme-oriented individual options, the introductory programme which exists in the most independent schools. Almost as many schools have language introduction as a preparatory programme, both types of education providers included, despite the big difference in the number of pupils on these courses. The number of independent schools which have language introduction is small, 11. Among the close to 3 100 pupils attending year 1 of the programme-oriented individual option, most are aimed at the health care programme, almost 500 pupils, followed by the vehicle and transport programme with almost as many. Between 300 and 400 pupils attend an education oriented towards childcare, building and trade, and administration.

110. The vocational introduction is aimed at enabling pupils to receive a vocationally-oriented education which will facilitate establishment on the labour market, or which will lead to education in a vocational programme. This introductory programme is open for pupils from compulsory education for pupils with intellectual disabilities, and, with exceptional reasons, for pupils who qualify for national programmes. The education provider that arranges a vocational programme may organise vocational introduction. Of the pupils who attend vocational introduction in upper secondary school year 1, the most - almost 500 - study towards the vocational area of vehicles and transport. In year 1, the vocational introduction aimed towards construction and installation is attended by 1 300 pupils. Just over 200 attend courses aimed at the vocational areas childcare and recreation, and care and treatment respectively.

#### *Upper Secondary School for Individuals with Learning Disabilities*

111. From autumn 2013, pupils began year 1 in the new upper secondary school for pupils with intellectual disabilities. Upper secondary school for individuals with learning disabilities (USSILD) is a free, voluntary type of school that young people with developmental disorders or acquired brain injuries can choose to attend once they have completed compulsory school for pupils with learning disabilities. USSILD consists of national programmes, individual programmes and programmes that diverge from the national programme structure.

112. There are a total of nine national upper secondary school programmes. Each programme spans four years and comprises ten USSILD foundation subjects, a number of programme-specific subjects, assessed coursework and workplace-based learning. The national programmes are primarily vocational. A national programme may also be undertaken as an upper secondary school apprenticeship.

113. The individual programmes are for those pupils who are unable to undertake a national programme. Each programme is four years long and is composed of subject areas: Nature and Environment; Society and the Individual; Home and Consumer Science; Language and Communication; Physical Education and Health; Artistic Activities. Work experience may also be included in the individual programmes.

114. The number of pupils in upper secondary school for individuals with learning disabilities is dropping annually. In the school year 2013/14, just over 7 700 pupils attended this type of school, a drop of 12 percent compared with the year before. This can be explained by the fact that the number of pupils in school year 9 dropped sharply between the school years 2011/12 and 2012/13. The decline is due to that the number of pupils stabilising one year after the 10<sup>th</sup> school year was abolished in autumn 2011. Just over 900 pupils attend one of the nine national programmes, and just over 700 pupils attend the individual programme. The most popular national programmes in the new upper secondary school for individuals with learning disabilities are property maintenance, installation and construction, as well as hotel, restaurant and bakery.

115. There are 304 schools running upper secondary school for individuals with learning disabilities in 172 municipalities, excluding integrated pupils. Nine out of ten pupils attend a school with a municipal education provider, 8 percent attended a school with an independent education provider and 2 percent a school unit with a county council district service provider. Approximately 1 percent of the pupils are integrated into upper secondary school, that is to say they study at least half the time with pupils in upper secondary school. More than every third pupil lives in another municipality than that in which the school is situated.

#### *Adult education*

116. Formal adult education should function as a system for adults to continuously develop and re-orient their education on the basis of varying individual needs.

The school system for adults covers:

- Municipal adult education at both compulsory and upper secondary school levels
- Special education for adults with development disabilities or brain impairments provided at a basic and a higher level.
- Swedish tuition for immigrants.

117. Municipal adult education at upper secondary school level is aimed at adults who wish to supplement their upper secondary school education, have their knowledge and competence validated or perhaps change vocational direction. This form of education is free of charge and voluntary. It is possible to apply to adult education from the year the student turns 20.

118. Every municipality is required to, under The Education Act, offer education at upper secondary level. The municipality shall strive to offer education which responds to the demand from and for adults in the municipality. The municipality is, moreover, obliged to inform about the possibility of education at upper secondary school level, and actively encourage adults in the municipality to participate in such education.

#### *Major changes starting 2006*

119. During recent years, the Government and parliament have taken measures to, within the ruling division of responsibilities between the state and the municipality or other education providers, deal with the problems in the school system. Measures which have been implemented since 2006 have been, among others, the following:

- A new Education Act with clearer division of responsibility between education providers, principals and teachers. The Education Act reinforces the pupils' right to receive support, and creates conditions for a better learning environment. Conditions should be more equal for public

and independent education providers. The Swedish Schools Inspectorate, which was established in 2008, was given stronger possibilities for sanction, for example order to pay a fine.

- The new upper secondary school in 2011, which among other things, meant that the vocational programme became more oriented towards preparation for working life. Apprenticeship education has been created as a part of the new upper secondary school.
- The admission requirements to upper secondary school were tightened. Previously, eligibility for upper secondary school required only a passing grade in three subjects: Mathematics, English and Swedish, or Swedish as a second language. Today, those who choose a vocational programme need to achieve a passing grade in an additional five subjects, i.e. eight in total. Admission to higher education preparatory programmes requires a passing grade in an additional nine subjects, i.e. twelve in total.
- Subjects vary according to the nature of the programme.
- New curricula and syllabi with clearer proficiency goals and knowledge requirements in compulsory education.
- A new grading scale with more steps. Grades introduced from school year 6 and more compulsory national tests in school years 3, 6 and 9.
- Strengthened efforts to promote that education must be built on scientific knowledge and proven experience, for example through research dissemination assignments to The Swedish National Agency for Education as well as the establishment of a school research institute. The institute will compile and disseminate knowledge about effective methods and ways of working to teachers and preschool teachers.
- More comprehensive changes within teacher training and investment in career posts for teachers. See chapter 8.2.
- Clearer requirements on competence of principals and new, mandatory school leader training.
- State funding has been introduced to stimulate schools to organise homework and summer school, primarily for students in school year 6-9 and for pupils who are at risk of failing to achieve the knowledge goals. Summer school has been successful (NAE 2014s).
- State funding has also been introduced for extended learning time in Swedish for newly arrived pupils. Education will strengthen the pupils' knowledge of the Swedish language. The National Agency for Education has the assignment to produce mapping material and assessment materials so that the schools will be able to measure the pupils' knowledge.

### *Changes in implemented reforms*

120. The reform period has been intense and affected all school forms and education providers. It is too soon to establish the effects of the reforms. There have, however, been some recent changes in implemented reforms in order to adapt the reforms to the current needs of teachers and students, among others in the areas below.

- To reduce the increased administrative load which the teachers have acquired, due to wide-reaching demands for follow-up of pupil results, the Education Act has been amended to clarify

the regulations about support and special support, while at the same time simplifying the program of measures and other documentation. Focus shall rest on support in the form of extra adaptation within regular tuition.

- Vocational training was designed to make pupils more employable but also to simultaneously give the pupils basic eligibility for higher education. Low demand has meant that the programme was restructured so that all pupils have a real possibility to, within a complete programme, achieve the necessary eligibility. A national delegation has been established which will strengthen the quality of education within vocational introduction employment.
- The apprenticeship education has initially had problems with a low application rate, pupils dropping out or switching to school-based vocational education, and difficulties in finding placements or supervisors at companies, despite financial compensation. From and including 1 July 2014, pupils may be employed in a new employment form, upper secondary apprenticeship employment, and receive wages. The education provider is now responsible for having an education contract for every pupil and workplace. A so-called Apprentice Centre has been started at the NAE. It should work with visitation and consultation, with efforts directed towards the stake-holders.
- The requirements for obtaining teacher certification have successively been simplified and exemptions have become more common, which does not conform to the intentions of the reform. The introduction period with assessment of the suitability to teach is no longer a requirement for certification for new teachers.

#### Ongoing changes

121. In order to further improve and develop the education system, the Government has continued to initiate different reforms, among others in the areas below.

- An inquiry has been appointed to investigate the feasibility of a ten-year compulsory school with school starting at six years of age, extended compulsory school with a further year for the pupils who do not fulfil the entry requirements for upper secondary school, and compulsory summer school.
- Several reports have shown that Swedish pupils do not have the disciplinary climate to be able to study in a calm environment and a oneman inquiry has been appointed to improve the sense of security and calm for study in the classroom.
- The workload of the principal has increased and a oneman inquiry has therefore been appointed to strengthen the responsibility and authority of the principal in order to improve the pedagogical leadership.
- Since 1994 there has been a timetable which applies to the entire compulsory school, from school years 1 to 9. The Swedish Schools Inspectorate has criticised many schools because the pupils do not receive the teaching time to which they are entitled. The Swedish National Agency for Education has now been given the task of developing a proposal for division into levels, i.e. grade 1-3, 4-6 and 7-9.

- Finally, the Government has set up an oneman- inquiry to investigate grades from school year 4, knowledge goals in reading in school year 1. The result of the inquiry is that there should be grades from the 4<sup>th</sup> school year. Another inquiry investigates how the national tests can be digitized and how a central settlement of the national tests can be organised.

## ***2.2 Education environment***

122. Sweden has a long and proud education tradition. Education is seen as so important to citizens that it is free of charge, and school attendance is compulsory for school pupils for the first nine years. The right to education applies to all and is reflected in that, for example, undocumented and hidden children have the legal right to go to school. The school system rests on the foundations of democracy, where human rights, the equal value of all people and equal education for all are central. However, the teaching profession is perceived as of a low status: only every twentieth teacher believes that their profession has high status (NAE 2014c). As can be seen in chapter 4.6, many teachers have taught subjects in which they are not qualified, and many do not have any teacher training at all. Teachers have, for a long time, been left to interpret the state's intentions themselves and have received little support from the education provider. Today the support from The Swedish National Agency for Education is perceived to be better than before (RiR 2013:11).

123. A question under discussion is if value shifts exist that have negatively influenced knowledge development. One could simplistically say that the debate concerns to what extent traditional school subjects such as mathematics, natural science and reading comprehension are less perceived as relevant in the daily life, free time and future of pupils. A recent hypothesis is that the pupils are not making the necessary effort (NAE 2013b). Swedish pupils have relatively low perseverance and believe all too often that it is something other than their own efforts which influences their results (NAE 2014c).

124. Another question is if parental involvement in school and in their child's success at school has increased; there is at least some sign of this (NAE2014b). It is difficult to determine from survey material if this is something which gives schools an extra resource or if it is rather that parents' demands today are often connected with the possibility of leaving; that is, taking their child to another school.

### *The school in the media*

125. Sweden will have a general election in September and school is a central question in the media and has so been since the results of PISA 2009 were made public in 2010. During these four years, the more intense the debate has grown, the bigger the head-lines. Many programmes focus on how the school system abandons the weakest and most vulnerable pupils. Independent schools are always a main topic, partly from a profit perspective, partly from a segregation perspective. The media can also pursue factual questions – for example one journalist figured out which schools had taken part in PISA 2013. Within the public service television series on the problem in Swedish schools are broadcasted and the nationwide newspapers have the same approach. But there is also incentive for the media to contribute - for example, one nationwide newspaper has launched a website which will provide support for learning to read and write. If we refer to media and include social media as well there are many active on Twitter, such as authorities, organisations and independent persons. There are meeting places for teachers and others who work in and for the school and preschool. Similarly there is a digital diversity of Facebook groups around mainly digital development.

### *2.3 Objectives of the education system and pupil learning objectives*

126. The goals and purposes of the education system are, according to the Education Act, that education within the school system shall have as its aim that children and pupils shall acquire and develop knowledge and values. It shall promote the development and learning of all children and as well as foster a lifelong lust for learning. Education shall communicate and entrench respect for human rights and the basic democratic values upon which Swedish society rests. The Education Act stipulates that in education, the different needs of the children and pupils must be taken into consideration. Children and pupils shall be given support and stimulation so they can develop as far as possible. One aspiration shall be to weigh up the differences in the children and pupils' preconditions for assimilating the education. The education shall also aim to, in collaboration with the pupils' home, promote the child and pupils' multi-faceted personal development into active, creative, competent and responsible individuals and citizens.

127. The Education Act contains fundamental stipulations about school and preschool. Rights and obligations for children, pupils and their legal guardians are regulated in the act. In the Education Act the principal's and education provider's responsibility is also described. The Education Act is decided by the Swedish Parliament, The Riksdag. General Advices are recommendations from the National Agency for Education about how schools and preschools shall conform to ordinances and provisions. The advices should be followed if the school does not act in another way to fulfil the requirements in the stipulations. A curriculum is an ordinance which is issued by the Government and which shall be followed by the organisations which are covered by the ordinance. The curriculum describes the value system of the organisation and its mission, as well as goals and guidelines for the work.

128. The curriculum for the compulsory school, preschool class and leisure time centre contains three parts: the school's value system and mission, overarching goals and guidelines for the education, and syllabi which are supplemented by knowledge requirements. The first part of the curriculum applies also to the preschool class and leisure time centre, while the other parts apply in pertinent parts for these activities. Syllabi contain the purpose of the subject, the central content for school years 1-3, 4-6 and 7-9 plus which knowledge requirements are acceptable for every grade step at the end of school years 6 and 9 plus acceptable knowledge also in school year 3. Through distributing the central content in a subject over three periods of each year course, the teacher has more space to adapt the teaching to local conditions and the needs of the pupils. Thus pupils can have increased possibilities of real influence over the working method, working forms and the content of the teaching. As a result of this, the evaluation of the pupils' knowledge is usually not aimed at exactly the same thing as the term grades, either within a school or countrywide. Some say that this is contradictory to the requirement of equivalent evaluation. The state has enshrined freedom in the steering system which gives the teaching profession the desired pedagogical freedom of action, and the term grades should reflect the knowledge the pupils have in relation to what the education has been aimed at and dealt with. To guarantee equivalence it is, however, important that all evaluation is done against the knowledge requirement in the respective subject. The knowledge requirement which exists at the end of school year 6 - 9 secures, together with the syllabus, the national equivalent through the fact that the evaluation in these instances is done against the entire knowledge requirement. The National Agency for Education gives out comprehensive and varied material as support in this work.

129. The curriculum for the voluntary school forms encompasses upper secondary school (Lgy 2011), upper secondary school for individuals with learning disabilities (Lgysär 2013), municipal adult education, special education for adults, and Swedish tuition for immigrants (Lvux 2012). Each curriculum describes the value system of the education as well as assignments, goals and guidelines for the work. The Government defines the curriculum.

130. For each programme in upper secondary school there is a diploma goal. These diploma goals shall be the basis for the planning of the education and the education from the pupils first day on the programme. They should guide the education and design of the work and content of the upper secondary school. The diploma goals give directions for the entire programme, the orientations which exist within the programme, as well as goals for the diploma project. All diploma goals highlight entrepreneurship in some form depending on the nature of the programme. Entrepreneurship can be starting and running a company, being creative, taking initiative, seeing possibilities and solving problems. All diploma goals stress language development from how it appears on the current programme. The Government defines the diploma goals according to proposals from the Swedish National Agency for Education.

131. For every subject there is a subject syllabus which also describes the courses which are included in the subject. The Government defines the subject syllabi for the subjects' common to all upper secondary schools after proposals made by the Swedish National Agency for Education. The agency defines subject syllabi for all the other subjects.

132. All steering documents together should create a whole. It fulfils a function in itself but also expresses a common view of the activity in the classroom. The Education Act is superordinate to the other documents. The Upper Secondary School Regulation, the curricula and diploma goals are regulations which in different ways make concrete the provisions of the Education Act. The subject syllabi are stipulations which steer the education in a specific subject. The General Advice elaborated by the NAE clarifies the Education Act on specific topics. All steering documents are necessary due to double regulations having to be avoided as far as possible - for example, what is stipulated in the Education Act is not repeated in the School Form Ordinance. Therefore, the diploma goal expresses only what is specific to the programmes, and the subject syllabi express only what is specific to the subjects. The document does not repeat general curriculum formulations, for example that the pupil 'shall develop an insight into his or her own way of learning' and 'an ability to evaluate their own learning'.

#### ***2.4 Distribution of responsibilities within the school system***

133. To be able to understand the Swedish school system, one needs to know the radical changes which happened simultaneously: decentralisation of the responsibility of the schools to the municipality, changed conditions for teachers and principals, introduction of independent schools and the possibility to choose school, and the financial crisis in the beginning of the 1990s.

134. Since the late 1980s, the organisation of the Swedish education system has been highly decentralised. Through the municipalisation reform, municipalities received full employer responsibility for all school staff in 1991. Municipalities were also given the responsibility of determining how resources should be allocated between different parts of the school system. The municipalities were also given responsibility for organising schools and adult education, for following up and evaluating their own activities, and for developing these activities and offering continuing professional development for staff. The decentralisation was intended to give rise to a new form of education involving increased cooperation between teachers, and a school system that was better supported by citizens and school staff. Combined with reduced detailed regulation and a transition to management by objectives and results would make the school system more appropriate and effective.

135. However, according to Lewin, (SOU 2013:5) municipalisation was a failure. Municipalities, principals and teachers were never given the opportunity to prepare themselves for the new mandate. A new curriculum, designed as an adaptation to the new way of managing schools, was abstract and difficult for teachers to implement in their teaching. Follow-up and evaluation in the municipalities did not work. The NAE did not support school organisers and teachers; the whole point of decentralisation was that

education providers would themselves find ways to satisfy the Government's objectives. At the same time, the school choice system was introduced and the independent school reform, which made the municipalities' task of running schools even more difficult. In order to address these problems, the Government has intervened in recent years with clearer learning goals, clearer performance requirements, more stringent knowledge requirements; extensive initiatives for school improvement and continuing professional development (see 2.1).

#### *Today's different levels of education administration*

136. The Government holds the overall responsibility for schooling and is in charge of developing the curriculum, national objectives and guidelines for the education system. Within this framework, the municipalities and independent providers are responsible for implementing educational activities, organising and operating school services, allocating resources and ensuring that the national goals for education are met. The principal is responsible for the inner organisation, such as setting the school calendar and instruction time; deciding on class size, grouping of pupils, and strategies to support pupils with learning difficulties. However, the decisions depend upon the resources from the municipalities or independent providers.

137. As is typical in the Swedish public administration, responsibilities at the central level are shared between the Ministry and a range of central agencies. The Ministry of Education and Research is supported, in the area of school education, by three agencies: the National Agency for Education (NAE), the Swedish Schools Inspectorate, and the National Agency for Special Needs Education. These agencies are established by legislation and operate independently of the Government.

138. The National Agency for Education (NAE) supports, follows-up and evaluates the work of municipalities and schools. In relation to national goals and steering documents, the NAE establishes frameworks and guidelines for how education is to be conducted and assessed using goal documents, syllabi, tests, grading criteria, and general guidelines. The NAE is responsible for national school development on a system level, that is, supporting preschools and schools in their development, mainly by publishing materials (see [www.skolverket.se](http://www.skolverket.se)) and providing state grant funding. The Agency also organises training programs for school-leaders and teachers, manages the registration of teachers and preschoolteachers and hosts the Teachers Disciplinary Board. The NAE evaluates activities within the school system through in-depth studies and provides analyses to highlight areas requiring attention on a national basis. Finally, the NAE follows-up the prerequisites of the different activities, how they are conducted, and how the results appear, by the continual collection of data from municipalities.

139. The Swedish Schools Inspectorate conducts regular supervision of all municipal and independent schools, from preschool class to adult education. Activities are scrutinized on a number of points. The Agency may make use of sanctions and apply pressure so that a principal organiser rectifies its activities. If the principal organiser does not take action or seriously disregards its obligations, the Swedish Schools Inspectorate may decide to impose a fine or measures at the principal organiser's expense. In the case of an independent school, the schools licence to operate may be revoked. The Agency approves applications and grants for independent schools, and hosts the Office of the Child and School Pupil Representative (BEO). The Agency is organised in five regional offices and a head office, in Stockholm.

140. The National Agency for Special Needs Education and Schools is responsible for the state's overall support for the special needs of children, young people, and adults with disabilities. The function of the Agency is to offer support to school management in matters relating to special needs education, promote access to teaching materials, run special needs schools, and allocate Government funding to pupils with educational disabilities and to education providers. The Agency operates three national and five regional special needs schools.

141. There is no county-level governance in the Swedish education system. The Education Act establishes municipalities and independent providers as the responsible authorities for schools, in charge of implementing educational activities, organising and operating school services, allocating resources and ensuring that the national goals for education are met. Municipalities are also in charge of other local matters, such as waste collection, public health, childcare and care of elderly.

142. The Swedish Local Government Act establishes that every municipality is governed by an elected body, the Municipal Assembly. The municipal assembly appoints a municipal executive committee and any additional committees required to discharge the tasks of the municipality, including an education committee to govern its public education system. Principals report to the education committee.

### ***2.5 Market mechanisms in the school system***

143. The decentralisation of power from the state to municipalities in the early 1990s was accompanied by the introduction of school choice and independent schools. The system of grant funding was changed so as to allow different actors to create and manage independent schools, independently run on tax funds. There are no private schools in Sweden. All schools are equally financed on tax funds. All schools are also obliged to follow the Education Act that provides equal terms for all education providers and all schools.

144. There is today a great variety of independent preschools and schools, independent education providers and owners (NAE 2014d). The education providers are, for example, of different sizes, management methods and differ as to ownership structure. At the same time as the independent actors together contribute to a varied selection of preschools and schools, some of them have taken ever greater market share at the cost of the smaller independent and municipal education providers.

145. Independent schools have to be approved by the Schools Inspectorate and follow the same curricula as municipal schools, but they can have a specific orientation or profile that differs from municipal schools (e.g. Montessori and Waldorf Schools, schools with a linguistic or ethnic profile and denominational schools with a specific religious orientation). Independent schools are entitled to public funding from pupils home municipalities if they are approved by the Schools Inspectorate. The size of the funding is the same as for the public schools. The system is based on what roughly may be called a school “voucher” which follows the pupil when enrolled in a school. The “voucher” is approximately equivalent to the average cost for a place at a public school. However, the sum differs between pupils and different level in the school system, due to that each municipality determines the sum based on the costs in their own municipality. Restrictions prevent independent schools as well as public schools from charging any fees for pupils.

146. Within preschool there were, in 2012/13, just over 2 000 independent education providers, among them many co-operative societies, independent corporations, limited companies and non-profit associations. Approximately 2 500 preschool in the country are independent. In other words, the majority of education providers run only a preschool. But there are also many education providers which many preschools, which mean that every tenth independent preschool belongs to one of the country’s largest independent education providers.

147. Almost 600 independent education providers with approximately 130 000 pupils existed in 2012/13 within the compulsory school sector. Of these pupils, two-thirds attended compulsory schools run by independent corporations or other limited companies, but it was also common to have compulsory schools run by foundations and co-operative societies or non-profit associations. Within upper secondary school in 2012/13, there were also more than 200 independent education providers which ran upper secondary schools with a total of 85 000 pupils. To an even higher degree than for compulsory school,

these pupils attend schools which are run by independent corporations and other companies (85 percent). With the exception of the independent corporations, the independent upper secondary schools are run mainly by foundations.

148. More than 33 percent of pupils in the independent schools attend one of the ten largest education providers' schools, both in compulsory and upper secondary school. But while this share is the lowest since 2009/10 within upper secondary school, it has, since 2009, increased within compulsory school. Within upper secondary school the decreasing number of schools for many of the largest actors has been explained by, among other things, the declining number of pupils at national level and the increased competition for pupils. Within compulsory school the market is not yet as saturated, which is witnessed by a growth in the share of pupils in compulsory schools outside the country's largest cities and urban municipalities run by independent corporations. Among the independent upper secondary schools there was, in 2013, still a larger concentration of pupils (just over half) in the ten largest owners or groups than there is within the compulsory school (approximately one quarter).

149. The Education Act stipulates that all pupils shall have equal access to education, independent of where in the country they live and their social and economic situation. Sweden is, however, a very country with great local variations, where the possibility to choose between schools depends on where you live. This is especially clear when it comes to the choice of upper secondary school (NAE 2013c). The degree of market development differs a great deal across the country, depending on the nature of the municipality and region, for example the extent of the establishment of independent upper secondary schools and the existence of competition. For example the local labour market and geographic distance have great influence. At the same time the declining number of pupil cohorts in upper secondary school influences to a high degree the present development in the country's municipalities and regions- irrespective of whether competition exists or not between the different education providers and schools.

150. The municipality is obliged to see that there are preschool places for all children from the age of one year. In some municipalities, all preschool applications are handled via a common queue system, but it is also common that those who choose an independent preschool must make a direct application to the desired preschool. Each municipality decides how their places will be allocated. The most common method is queue time or priority for siblings. All children between the age of 3 and 5 have the right to free of charge preschool for three hours a day. The parents may also pay a childcare fee which is calculated according to their income. All preschools also receive financing from the municipality on equal terms. Irrespective of which preschool the parents choose, the fee is the same and the ceiling for maximum fees applies.

151. When it comes to school, the main principle is that the parents wish for placement shall be the guiding light. All pupils receive placement at a school in their home municipality but they always have the right to apply at another school. The municipality deals with all applications to their own schools, and places are allocated according to the proximity principle. Those who would like a place at an independent compulsory school must normally make the application directly to the desired school. Places can be allocated according to queue time, sibling priority and/or the proximity principle. For upper secondary school, it is most common that the independent schools are a part of the municipality placement system. Grades are used as a criterion to select pupils when demand exceeds supply. Some exceptions are made, for example cutting edge education.

152. There are several sources where parents and pupils can compare schools prior to choosing - for example on The Swedish National Agency for Education website, Choose School ([valjaskola.se](http://valjaskola.se)). On this site The Swedish National Agency for Education presents different ratings for school quality and results is presented. SIRIS is NAE's tool with information about results and quality in schools and municipalities. The site provides statistics about grades, test results, staff and different documentation relating to quality.

The Swedish Schools Inspectorate gives access to all reports about inspections. The Swedish Association of Local Authorities and Regions (SALAR) publishes Open Comparisons annually, where proficiency results are presented at municipal and national level for compulsory and upper secondary school. Together with the Swedish Association of Independent Schools and the Confederation of Swedish Enterprise, SALAR offers the website Compulsory School Quality.

## **2.6 Performance of the school system**

### *Performance across pupil groups*

#### Compulsory school

153. According to the Swedish Education Act, attendance at school is compulsory for all children between the ages of 7 and 16 who are resident in Sweden. Municipalities are also obliged to provide a place in compulsory school for six year olds if the parents request the home municipality to do so. Compulsory school attendance in means that the number of pupils fundamentally follows the population growth for school-age children.

154. In the 2012/13 school year, 77 percent of pupils in year 9 obtained at least grade E (the lowest pass grade). There has been a slight decrease since last year. Of pupils with foreign backgrounds, 39.3 percent lacked grades in one or more subjects. The corresponding figure for pupils with Swedish backgrounds was 18.6 percent. A majority of the pupils that did not attain a pass grade in all subjects were boys. Girls attained a pass grade to a greater extent than boys in all subjects except in physical education and health. The proportion of pupils who do not obtain a pass in at least one subject decreases the higher the education level of the parents.

155. In spring 2013, 12.4 percent of pupils lacked eligibility for any national programme at upper secondary school. Of pupils who completed grade 9 in spring 2013, 87.6 percent were eligible to apply for vocational programmes. For preparatory higher education programmes, 84.8 percent for the economics, humanities and social science programmes, 83.2 percent for the natural science and engineering programmes and 86.5 for the aesthetics programmes. A smaller proportion of boys than girls were eligible for national programmes. The proportion of eligible girls was 3-4 percentage points higher than the proportion of eligible boys. The proportion of pupils not eligible for upper secondary school was lowest in 1998 at 8.6 percent, which was the year in which final grades according to academic goals were issued for the first time. Since then the proportion of non-eligible pupils has increased steadily.

#### Upper secondary school

156. In autumn 2012, 98.7 percent of the pupils who left compulsory school in the spring term 2011 continued to upper secondary school. This proportion of pupils has remained roughly the same the last few years. There were no noticeable gender differences in relation to the applicants and the transition rate to upper secondary school. On the other hand, among those who applied for and started upper secondary school, there were slightly fewer pupils with foreign backgrounds.

157. Around three percent of beginner pupils in 2011 did not attend upper secondary school in autumn 2012, i.e. they dropped out or took a break from their studies. Women and men tend to drop out or take a break from their studies to roughly the same extent. It is markedly more common that pupil's interrupt their studies or take a study break after having begun their studies in the introductory programme than the national programme, 14 percent compared to 2 percent

158. Nearly 9 percent of beginner pupils changed programmes and enrolled on a new one a year later. It is somewhat more common to switch programme after having begun a vocational programme than from a higher education preparatory programme, 10 and 9 percent respectively. This tendency is particularly noticeable among women, where 11 percent of beginners on a vocational programme switch programmes. The largest proportion of switches from a national programme is the Humanities programme, 16 percent. The smallest is the Construction and Installation programme, 7 percent. Among pupils who have changed from a vocational program, it is the most common that they started again in upper secondary school year 1, irrespective of which type of programme they have switched to. The same applies to pupils who have switched from a higher education preparatory programme to a vocational preparedness programme. Pupils who have switched between two higher education preparatory programmes go, on the other hand, to a higher degree in upper secondary school year 2 their second study year.

159. Based on the last nine yearly groups, 68-69 percent of pupils receive a school leaving certificate within three years (the normal length of an upper secondary school national programme). After five years of study, the proportion varies between 74 and 79 percent. This data covers all pupils, including pupils who began their studies on an individual programme, and where pupils who have had difficulties studying or are not motivated to study are concentrated. These pupils are less likely to receive school leaving certificates.

160. Comparing education providers, the completion rate is highest among county council schools, followed by independent schools and is lowest among municipal schools. On average, women had a higher completion rate than men within three, four or five years of study. After five years, 76 percent of men and 81 percent of women received school leaving certificates. Fewer pupils with foreign backgrounds receive school leaving certificates, compared with pupils with Swedish backgrounds. For pupil groups who began upper secondary school in autumn 2008, 50 percent of pupils with foreign backgrounds received school leaving certificates within three years. The corresponding proportion for pupils with Swedish backgrounds was 72 percent.

161. Of the 95 600 pupils that received school leaving certificates and course and diploma-related grades from upper secondary school in spring 2013, 87 percent met the basic eligibility requirements for university and institutions of higher education. The proportion of pupils with basic eligibility for higher education from spring 2003 to 2009 was 90 percent, but decreased to 87 percent in 2010 and has stabilised in the last four years. One reason for this trend is the new eligibility rules in 2010 which have led to fewer pupils achieving basic admission requirements for university and institutes of higher education. Among pupils who received a school leaving certificate from upper secondary school in spring 2012, the proportion of pupils with basic eligibility from municipal schools and independent schools was the same, 87 percent. The corresponding proportion for pupils at county council schools was 73 percent.

162. The proportion with basic eligibility is higher among women than men, and of those who received school leaving certificates in spring 2012, 90 percent of the women and 84 percent of the men met the eligibility requirements. There were also a larger proportion of pupils with Swedish backgrounds who had basic eligibility (88 percent), compared with pupils with foreign backgrounds (80 percent). Of all the 20-year olds in Sweden, i.e. counting those who never began upper secondary school, the proportion of those with basic eligibility for university and higher education was 64 percent in 2013. At the end of the 1990s, both the proportion with school leaving certificates and the proportion with basic eligibility among 20-year olds was on the decline. Study results improved slightly in 2000, and then deteriorated until 2002. After this, the proportion with school leaving certificates and basic eligibility increased for a couple of years and has been relatively stable since 2004. The trend over time for these two measurements based on study results is therefore roughly equal.

163. Of all the pupils who completed upper secondary school and received their school leaving certificates or equivalent in spring 2010, 42 percent began higher education within three years. More women began university studies than men. Of all the pupils who completed upper secondary school in spring 2008, 48 percent of women and 36 percent of men began university-level studies within three years. Pupils with foreign backgrounds also go further to higher education to a greater extent than pupils with a Swedish background. 53 and 41 percent respectively studied further at university level within three years of completing upper secondary school. Pupils at municipal schools and independent schools go further to higher education to more or less the same extent. Among school leavers in spring 2010, 42 percent of pupils at municipal schools and 45 percent of pupils at independent schools went on to study at university or university college within three years. The corresponding proportion for pupils at county council schools was 21 percent.

164. Of all the pupils who completed upper secondary school and received their school leaving certificates or equivalent in spring 2012, 4 percent began municipal adult education the following year. Of the pupils who did not receive school leaving certificates or the equivalent from upper secondary school, 7 percent started municipal adult education the following school year. There were considerably more females studying municipal adult education after their last year of upper secondary school.

165. The number of pupils with foreign backgrounds who supplemented their upper secondary studies in municipal adult education was more than double the number pupils with Swedish backgrounds. The proportion of pupils with school leaving certificates who continued their studies in municipal adult education the following school year was 9 percent for pupils with foreign backgrounds, and 3 percent for pupils with Swedish backgrounds. The corresponding proportion of pupils who lacked school leaving certificates was 13 percent for pupils with foreign backgrounds and 56 percent for pupils with Swedish backgrounds.

166. The Government has in 2014 clarified the municipalities' responsibility for people under 20 years of age who do not have work. Each municipality is obliged to offer these adolescents appropriate and individually targeted measures. These efforts should primarily aim to motivate the individual to begin or resume an education, but it can also mean finding a way to secure the living before he or she is ready to go back to education.

#### *Measures of pupil performance*

167. The general picture of performance in the Swedish compulsory school remains a cause for concern. PISA 2012 confirms and reinforces the picture which previous international proficiency surveys, PISA 2009, PIRLS 2011 and TIMSS 2011 have shown, namely that Swedish 15 year-olds proficiency in reading comprehension, mathematics and natural science has deteriorated over the past few decades. In total, Sweden is the country that has had the greatest downswing in results of all the countries which participate in PISA. Furthermore, the latest description of the proficiency standard according to PISA is that Swedish pupils are now, for the first time, performing under the OECD average in all three proficiency areas (NAE 2013b).

168. A recently published international study of adult proficiency PIAAC 2013 shows that Swedish adults (16-65 years) do well in an international comparison regarding proficiency in reading, arithmetic and problem solving with the help of a computer (SCB 2013; OECD 2013c). But the study shows also that Sweden's result in comparison with other countries is not quite as good when it comes to the age group 16-24 years, an age group which contains the year cohort which participated in PISA 2003, 2006 and 2009. The results from PISA do not therefore contradict the results from PIAAC (NAE 2013b).

169. There are well-known patterns for how well different groups of pupils succeed in school. Children of parents with lower education levels do not succeed as well as children of highly educated parents. Girls perform better than boys - boys reach approximately 90 percent of the girls' results in compulsory school. The group of pupils with foreign background have generally worse results than pupils with Swedish background, but there are considerable differences within this group. It is mainly pupils who have immigrated to Sweden after the age of 7 (when children normally start compulsory school) who have lower grades (NAE 2013a). Pupils with foreign background who were born in Sweden have somewhat lower grades according to the merit rating than pupils with Swedish background, but the differences have decreased during the period 1998-2011. The significance of being born abroad has, on the other hand increased, particularly during recent years. An explanation of this development is that the average age of the pupils at immigration has increased. The group of pupils who immigrated before the age of 7 has results on a level with pupils with foreign background who were born in Sweden.

170. The differences in results are increasing both between pupils and between municipalities. There are also indications of increasing differences in results between different classes in the same school, but the great increase in result differences is found between schools. The difference in results between schools has quadrupled since the close of the 1990s and is now over 18 percent according to the grades. Between schools variations are greatest in the big cities while the greatest increase has occurred in larger cities and suburban municipalities (NAE 2012). For a more developed discussion see chapter 7.2.

#### *The vocational programmes at Upper secondary school*

171. The interest in vocational programmes has declined since 2010 with fewer applications and at the same time more pupils that do not finish the programme. At the most, 35 percent of all pupils followed a vocational programme. This is now reduced to 27 percent. The vocational programmes used to be two years with a direct focus on the vocational training. This changed in the early 1990s when the programmes vocational programmes became three years long and only preparatory for a certain profession. The vocational programmes have undergone major changes since the reform in 2011 and it is still too early to overlook the consequences as the first pupils into the reform has just passed their exams. With the reform, the Government decided that pupils at vocational programmes no longer would need to read courses for the eligibility to higher education but pupils on vocational programmes have the right to read those courses if they so desire.

172. The first pupils of the reform in 2011 have now graduated. However, there are already warning signs to consider. The Swedish School Inspectorate (2014c) has investigated the education for five of the vocational programmes that have had the worst problems with pupils dropping out and where 25 percent do not finish the education within five years. The review includes 64 upper secondary schools in 52 municipalities around Sweden. The review shows that the majority of schools, 60 of 64, need to develop their work in one or more areas that could collectively can lead to pupils interrupting their education. The review also shows that a large proportion of pupils have had very little or no contact at all with people from the profession they are studying.

#### *A collective impression*

173. Since 1995 Swedish pupils in compulsory school have taken part in about 40 international surveys (NAE 2014b). The collective impression is that the knowledge development is mainly negative but that the proficiency as well as the school environment also has positive elements. Some relationships that appear when it applies to school and classroom environments are the following: Swedish pupils belong to those who to the least extent feel badly treated by classmates. The relationship between teachers and pupils is also more positive compared with many other countries. On the other hand, principals and teachers in Sweden report more often that there is a problem of discipline among pupils. But teachers consider, to a

relatively small extent that this is a serious problem for teaching and learning. Teachers in Sweden belong, at the same time, to those who have the least positive view about their working conditions and their profession. Even the principals' profile clearly deviates from the international pattern.

- *Reading ability* Falling results and under the OECD average according to the latest measurements (both PISA and PIRLS). Several indications also about a declining habit of reading and reading habits. Gender differences in PISA (15 year olds) are strikingly large and growing, to the boys' disadvantage.
- *Mathematics* Declining results and under the OECD average according to the latest measurements (both PISA and TIMSS). Most pupils do not consider it fun to study mathematics. This applies particularly to the older pupils, but motivation and confidence is still, maybe paradoxically, high.
- *Natural science* Declining results and under the OECD average in the latest PISA and TIMSS for 8th graders, but somewhat improved results and over the OECD average for 4th graders in TIMSS. The interest in learning natural science is also seen as low.
- *Citizen knowledge and democratic competence* Comparatively good results in ICCS 2009. A careful comparison with CIVED (1999) indicates knowledge results of at least the same level as that of 10 years previously. Many of the values which pupils express are also in line with democratic attitudes.
- *Foreign languages* Swedish pupils perform the best in English in the European study ESLC 2011, but are weak in Spanish. The survey was done only once.
- *Problem solving* Swedish pupils performed just under the average in the PISA test on problem solving which was done in 2012.
- *Digital competence* The relative results of the digital PISA test in reading ability and mathematics was better than the corresponding traditional pen and paper test. This may signal good digital competence.

174. The results, compared with other countries, have for a long time been, on average, better among the younger pupils (9-10 years), compared with the older (14-15 years), and that pattern is also seen today. The analysis also indicates that the knowledge area where the school has support of the pupils' experiences outside of school is relatively better in international comparison. International knowledge measurements show similar declines in several respects, but the result in mathematics diverges.

#### *School truants*

175. Swedish 15 years old pupils do not deviate from the OECD average when it applies to how common it is to be absent without authorisation for entire days from school (NAE2013b). On the other hand it is more common that Swedish pupils are absent without permission from single lessons, compared with the OECD average. When it applies to tardiness, just over 21 percent of Swedish pupils report that they have come late to class three times or more during the last two week period, which is most of all OECD countries.

## ***2.7 Policy approaches to equity in education***

176. Since there are no private schools in Sweden (see chapter 2.5), all schools are obliged to follow the Education Act in order to enhance equity. There are also many central policies and programmes to encourage the school system to advance equity goals. The Education Act gives pupils far-reaching rights to support in learning. The school shall be compensatory, which means that it should take into consideration the needs of all pupils and weigh up differences in their conditions and the fact that some pupils can need extra support to reach the knowledge goals which at least should be reached. The municipalities' resource allocation to the school is a way to reach the goal that all pupils should have access to equivalent education of good quality. This entails that the resource allocation should be adapted to the pupils' differing needs and conditions. But the municipalities are different and have different preconditions. Municipalities therefore allocate resources in different ways and many consider that the pupils do not receive the support they need because the education provider does not give sufficient resources to this group of pupils (see chapter 6).

177. According to the Education Act, education in independent schools may be limited to include, among others things, pupils who are in need of special support, for example support for reading and writing development, neuro-psychological handicaps, support for learning, and support for increased concentration.

178. As is clear from 2.1, there is education for pupils with intellectual disabilities, special needs school, as well as a special school form for Sami people. The five national minority groups have pervasive rights in the Education Act. The Government has also tasked The Swedish National Agency for Education to be responsible for the implementation of certain measures in the strategy for Roma inclusion as well as a strategy for disability policy.

### *Geographic areas of alienation and marginalisation*

179. The Government has been investing more resources in geographic areas of alienation and marginalisation. The Swedish National Agency for Education has, in an assignment from the Government, chosen ten schools which will be included in this work for three years. The chosen schools are in city areas which fall under the Government's work with urban development, have low proficiency results and a negative knowledge development over time. The teachers in these schools are receiving support from tutors to develop their teaching, but in these efforts are also included study guidance in the pupils' mother tongue, support for contact with legal guardians, and helping with homework.

180. In the new effort for career positions for teachers, The Swedish National Agency for Education has granted subsidies for a total of 150 career posts in these marginalised areas. Seven municipalities and one independent school have applied. A total of 35 schools in these marginalised areas will receive more senior masters. Of these schools, 60 percent are situated in greater city areas. Half of the schools are situated in Västra Götaland region.

### *Newly arrived pupils*

181. The number of newly arrived pupils is increasing, and more municipalities must build up preparedness and knowledge in order to be able to take in newly arrived pupils and offer a good education. The Swedish National Agency for Education also has the Government's assignment to carry out integration efforts in the school system. To support the development within the area, the National Agency for Education is working to do the following.

- Elaborate mapping material which will give support in the school's work with planning education for newly arrived pupils and compose part of the basic documentation for the compulsory school year in which the pupil shall be placed.
- Elaborate evaluation material in the Swedish language.
- Offer competence development efforts for both principals and teachers.
- Prepare and disseminate information material to pupils and parents in different languages about the free school choice.

182. Since July 2013, all children in Sweden between the ages of 6 and 18 have a legal right to attend school. This means that even undocumented children have the right to go to school in state, municipal and independent schools. All who live in Sweden without permission are classified as undocumented. On the other hand, undocumented children are not covered by the obligation to attend school. Preschools have no obligation to offer undocumented children a place, but can do so if they wish.

## **2.8 Main challenges**

183. As will be shown in this background report, Sweden currently faces many challenges regarding the school system. Below is a description of the main areas of disagreement between education stakeholders about current school policy.

### *Problems of coordinating the national and local governance*

184. The dual control of the school, which makes the relationship between the State and the responsible municipality unclear, has been criticized by many stakeholders. Many of the education providers, particularly small municipalities and independent schools, require continued governmental support to be able to assume responsibility for the local school development. As the National Agency for Education showed in one of its studies, many education providers work their way between parallel expectations on one side municipal management in the form of key figures for annual targets and the budget documents, and on the other side national requirements, in the form of curricula and course syllabi. These management systems need to be more coordinated.

### *Shall schooling be nationalised?*

185. A central discussion is whether schooling should be nationalised. The question is driven primarily by the National Union of Teachers in Sweden, the Liberal Party, the Left Party and the Sweden Democrat Party. What nationalisation entails is not clear and the parties probably do not have the same interpretation thereof. Other parties refer partly to the opinion that a state education provider is not the solution to the school problem, partly to the opinion that that teachers need peace to work and not further comprehensive reforms. A recent commissioned report (SOU 2014:5) establishes that it is obvious that a return to the relationship of responsibility and the centralised management by rules which was in force before the municipalisation of the school system is not a realistic alternative to today's municipal school. A school with a state education provider demands a regional or local state organisation with a certain independence from the Government or the central school authorities. 'In the school environment the state may not, irrespective of education provider, abdicate responsibility.'

### *Independent schools right to take profit*

186. Another topic eagerly discussed applies to independent schools and the possibility to take out profit. The right to start independent schools has brought with it a diversity of players who offer education within the Swedish school system. Operations are run, for example in different management and ownership forms and in different sizes, with different avenues of education and pedagogical methods.

187. In later years the debate in the media about profiteering in school companies, their buying and selling of schools and the owners and risk capitalists which are often behind these companies, has been intense. Most attention has been paid to the group JB Education AB (JB Gymnasiet), which went bankrupt in the summer of 2013. Events such as these have raised questions and started state investigations about which type of education provider and owner is suitable for running school activities, and how this suitability can be tested.

188. The NAE (2012b and 2014r) has shown an increased dominance of a few players in the market. Both the growth of the number of independent schools and the number of pupils in independent schools has been particularly strong for independent corporations and large groups which are active in the school system.

### *School choice*

189. Furthermore, the pros and cons of school choice have been under debate. The most common arguments in favor of the free school choice are as follows:

- School choice leads to higher quality through increased competition.
- Thanks to school choice, school segregation is reduced.
- With the prevailing housing segregation, school choice is the only solution for mixed schools.
- School choice is a question of justice. Earlier, only the rich could choose school. Now everyone can.

190. The most common counter-arguments are as follows:

- Higher quality through increased competition presupposes that pupils and their families choose schools based on their quality rather than other factors, which is seldom the case.
- School choice is taken advantage of and to different extents by different groups in the population. While pupils from homes with, for example, lower incomes or lower educational levels, often do not choose a school other than the closest one, the school choice is used by more privileged groups to avoid the schools chosen by the former group.
- It is possible to develop catchment areas for a mixed pupil composition.

191. The Government has stated that diversity and competition in everything essential is an advantage for quality development in schools. Independent preschools and schools are, according to the Government an obvious and meaningful part of the Swedish school system.

192. The NAEs position is that it is likely that the school choice reform has contributed to the increased results differences between schools, and therefore worsened equality (NAE 2013a). NAE argues that even if school choice does contribute to schools looking over their activities in order to increase quality, the freedom of choice can also weaken the conditions for ensuring every pupil's right to an equivalent education (NAE 2012). See also chapter 7.

*What will happen to the vocational programmes?*

193. The problems with the vocational programmes at upper secondary school are described mainly in chapter 2.6. The National Agency for Education finds it unacceptable that the pupils in an early phase do not get to know the purposes of the programme and knowledge about the profession they study. Likewise, it is not acceptable that the education providers and the schools are deficient in the arrangements of vocational training. This is the key for successful vocational education and is the most important matter that has to be taken care of.

194. There are political discussions about setting up one-year vocational programmes and/or whether the programmes should give access to higher education. However, the National Agency for Education claims that the most important is to get a good balance between vocational subjects, vocational training and subjects that grants permission to higher education, since it's important that the education is not a dead end street.

*To which extent should pupils be measured?*

195. A structural question where the political difference of opinion is considerable, is from which school year the pupils should receive grades - from school year 4 or 6. The centre right coalition - the Alliance - with the Liberal Party at the forefront, would like to see grades given from school year 4, while the red-green bloc would like grades given later. The latter are supported by the Swedish Teacher's Union. The argument for grades being given in school year 4 are the following:

- Swedish pupils receive their first grade late compared with pupils in other countries. Now that middle school teachers give grades again, grades should be given from school year 4.
- Focus on proficiency results at school, with the school leadership and teachers. Early follow-up of pupils in order to quickly give support.
- Clear information to parents, pupils, teachers and the school on how things are going.
- Teachers must be able to answer as to what the pupil's strong and weak areas are - a basis for continued school work when the pupil knows the areas upon which he or she needs to concentrate.
- Grades in more stages will be a driving force for the school and the pupil to reach further than just a passing grade.

196. The arguments against are, among others, the following.

- Pupils are affected in different ways by grading. There is a small group of pupils who perform better, where the grade functions as an incentive. But there is also quite a large group of low and average performing pupils where it does not function in that way at all.
- Younger pupils have difficulty understanding what grades mean.
- Younger pupils have difficulty distinguishing whether the grade is about them personally or their performance.

197. However, as mentioned above, the Government has set up a inquiry to investigate grades from school-year 4, knowledge goals in reading in school-year 1 and how the national tests can be digitised and how a central settlement can be organised. The inquiry resulted in grades from the 4<sup>th</sup> year, compulsory assessment support in Swedish and mathematics in the year 1 and knowledge requirements in reading comprehension in year 1 (Government 2014b).

## Chapter 3: Governance of resource use in schools

### 3.1 Level of resources and policy concerns

198. Each municipality determines the size of the budget and how much should be spent on education. Every year the Swedish National Agency for Education publishes information on costs regarding preschool activities, school-age child care, schools and adult education in Sweden. All data in chapter 3.1 is based on NAE 2013f and NAE 2014a. How statistics are processed is described in these documents. The costs are in real term.

199. The total cost of preschool, leisure time centres, other pedagogical activities, school and adult education amounted in 2012 to 214.8 billion SEK. It is equivalent to 40 percent of local total costs for all the municipalities' activities. The education sector is thus a major proportion of the total costs of the municipalities. Compulsory schools represent the single largest part of the total cost of preschools and schools (39 percent), followed by preschool (28 percent), upper secondary school (17 percent) and preschool class (2 percent). Nearly 79 percent of the total cost of the school was the cost of activities with the municipal provider, the remainder for schools with independent, county council region or Governmental provider.

#### *Costs for preschool, leisure time centres and other pedagogical activities*

200. In autumn 2012 there were 911 600 children registered in preschool, leisure time centres and pedagogical care. Of the registered children, 53 percent were in preschool, 45 percent in leisure time centres and 2 percent in so-called pedagogical care. Of the activities' total costs, preschool accounted for the largest part, 59,8 billion SEK, in 2012. The costs for preschool, leisure time centres, open preschool and open leisure time centres have increased when compared with the previous year, while the cost for pedagogical care has dropped.

#### *Preschool*

201. The expansion of the preschool was considerable during the entire 1990s, while at the same time the activities were affected by wide-reaching cost-cutting. Today, access to places for children of 1-5 years of age corresponds to a large degree to the demand. Of children of preschool age, 84 percent are registered in preschool. This means that the need for preschool places follows the development of the population in a different way from before. Demographic factors such as changes in birth numbers or moving in and out of the region directly influence the need for preschool in the municipality or portion of the municipality.

202. Between 2011 and 2012 the total cost for preschool increased by 5 percent to 59.8 billion SEK. At the same time the average number of registered children increased by 2 percent. The total cost for preschool has increased successively over several years. Since the year 2000, costs have increased by 88 percent. During the same period, the number of children increased by 53 percent. The personnel, counted as the number of staff per school year, increased by 56 percent.

203. Since 2000, costs per registered child in municipal preschools have increased by 21 percent, while municipal compensation per registered child to independent preschools has increased by 53 percent. In 2000 the cost per registered child in municipal preschools was 104 700 SEK and municipal compensation per registered child in independent preschools was 73 300 SEK. In 2012, the average cost per registered child in municipal preschool was 127 000 SEK while the municipal compensation per registered child in independent preschool corresponded to 112 400 SEK.

204. In 2012, 19.7 percent of all children in preschool were registered in a preschool with independent providers, which is approximately the same proportion as in 2011. It is not possible to compare costs for independent and municipal preschools. For independent preschool there is only information about municipal compensation to the operation, and not the total costs thereof. Independent preschools finance their operations not only by means of municipal contributions but also with parental fees and sometimes via unpaid work done by parents. (The independent schools are often criticised by Swedish School Inspectorate for doing so, because all schools are supposed to be free of charge.) The average municipal compensation grade to independent preschools amounted to 88.5 percent of the municipal costs for their own preschools. Possible income from fees, other contributions and other revenue sources are not included in these calculations, which makes it difficult to gauge whether the independent schools receive reasonable grants from the municipalities. The municipal compensation to independent preschools corresponded to 112 400 per registered child, which is an increase of 4 percent compared with 2011.

205. During 2002, i.e. immediately after the maximum fee ceiling was introduced, the municipal contribution to independent preschools increased by 17 percent<sup>1</sup>. This increase was greater than previous years and probably corresponds to a large degree with the introduction of the maximum fee ceiling. The National Agency for Education has made the assessment that the municipalities together have compensated the independent preschools for the possible loss of fee revenue which the maximum fee ceiling has caused. Since 2000 the number of children and the number of staff for each child group has increased in independent preschools. In addition to this, the municipalities' average compensation to independent schools has increased more than the average costs for municipal preschools between 2001 and 2003.

#### *Costs for schools and adult education*

206. In 2012, preschool class cost just less than 5.4 billion SEK, which corresponds to just under 4 percent of the total cost for school and adult education. The cost for compulsory school cost was just over 83 billion SEK, which corresponds to 60 percent of the total costs. Upper secondary school accounted for just under 27 percent (just under 37,4 billion SEK), municipal adult education for just under 3 percent (3.9 billion SEK), compulsory and upper secondary school for pupils with learning disabilities for just over 5 percent (just under 7 billion SEK), and Swedish tuition for immigrants (sfi) for 1 percent (just under 1.5 billion SEK). Education for adults with intellectual disabilities and Special needs school together make up just over 0.5 percent (0.7 billion SEK). The total cost for schools and adult education increased by 1.2 percent compared to 2011.

#### *Compulsory school*

207. The total cost for compulsory school in 2012 was just over 83 billion SEK, inclusive of costs of school transport and newly started and closed independent schools, which is an increase of 2,8 percent compared with the previous year. During the first half of the 1990s, drastic cost reduction measures were implemented within the school system due to the economic crisis. Since 1996 the total resources to compulsory school increased by 37 percent until 2005. Of the total costs in the years 2012, just over 73 billion related to compulsory school, including school transport. The cost for independent compulsory school was just under 10 billion SEK, which corresponds to just over 12.3 percent of the total cost.

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<sup>1</sup> The maximum fee ceiling (maxtaxa) means that there is a maximum fee which may be charged. The size varies according to the parents income.

208. For compulsory school, all partial costs per pupil have increased. The cost per pupil for teaching has increased to 46 700 SEK, which means an increase of 2 percent compared with 2011. Another item which covers large proportion of the total costs for compulsory school is the cost of premises. That part of the costs has also increased compared with the previous year. This 0.2 percent increase means that the total cost per pupil in compulsory school increases to 93 000 SEK. In percent, the increase is largest for teaching and study materials, 4.6 percent.

209. Compared with municipal compulsory schools, independent compulsory schools have, on average, lower costs per pupil regarding health service and other costs. On the other hand, costs per pupil for teaching, school meals, premises, and teaching and study material were higher. Compared with municipal compulsory schools, the cost for teaching and study materials, equipment and school libraries per pupil was 1 300 SEK higher in independent compulsory schools. In 2011 the cost for pupil care was 800 SEK higher per pupil in municipal compulsory school than in independent compulsory school.

210. The number of pupils in independent compulsory schools was 119 695 autumn 2012, which was an increase of 6.7 percent compared with 2011. At the same time, the total costs for independent compulsory schools increased by 9 percent. In 2012, a pupil in an independent compulsory school cost on average 86 900 SEK which is an increase of 2.5 percent from the previous year. Independent schools do not have the right to deduct Value Added Tax (VAT) but are compensated through the grant system (see below).

211. Independent compulsory schools finance their activities mainly through grants from the home municipalities of the pupils. The average compensation per pupil to independent compulsory schools was 86 800 SEK in 2012, an increase of just under 1 percent compared with 2011. These municipal grants cover almost 100 percent of the independent compulsory schools total costs per pupil 2012.

#### *Upper secondary school*

212. The total costs for upper secondary school have dropped somewhat but are increasing per pupil. Since the year 2000 the total cost has increased by 39 percent on average while the number of teachers (full-time posts) has increased by 20 percent, and the number of pupils has increased by 15 percent during the same time period. In 2012 the total costs for upper secondary school increased to just less than 37.4 billion SEK, which is a reduction of 1.8 percent compared with the previous year. During the same period, the number of pupils in upper secondary school has decreased by just over 5 percent. The number of teachers, measured in full-time positions, has decreased by 3 percent.

213. The main part of the country's upper secondary school education is arranged by municipal education providers. In 2012 the municipalities accounted for just over 75 percent (27 billion SEK) of the total cost of upper secondary school. Independent upper secondary schools cost in total 8.3 billion SEK and make up just over 22 percent of the total cost for upper secondary school. The county council district upper secondary schools cost 0.6 billion SEK which corresponds to just under 2 percent of the total costs for upper secondary schools.

214. For upper secondary school, all proportional costs per pupil have increased, The cost per pupil for teaching has increased to 47 900 SEK in 2012, which is an increase of 3.4 percent compared with 2011. The costs per pupil for premises increased to 21 000 SEK, an increase of 2.5 percent. In percent, the increase is greatest for pupil health, 7.6 percent.

215. The average cost per pupil for upper secondary school increased to 103 900 SEK between 2011 and 2012, an increase of 2.9 percent. The cost per pupil, exclusive of school transport and newly-started and closed independent schools respectively, as well as compensation to other education organisers increased to 100 500 SEK. This means that costs increased by 3 percent.

216. A pupil in a municipal upper secondary school cost on average 102 400 SEK in 2012, which is an increase of 3.3 percent compared with 2011. The average costs for upper secondary school with independent education providers was 92 200 SEK per pupil, an increase of 3 percent compared with the previous year. Independent education providers can be divided into three orientations; general, denominational and Waldorf, as well as two further types of independent schools; national boarding schools and international schools. In 2012 the costs per pupil for independent education providers with general, denominational and Waldorf orientations were 91 800 SEK, 76 400 SEK and 129 800 SEK respectively. The costs for national boarding schools and international schools increased to 126 000 SEK and 96 800 SEK per pupil respectively. The county council offers mainly natural resources education which is costly to organise. The average cost for county council district education providers decreased by 2.9 percent compared with 2011 and increased to 172 300 SEK per pupil.

217. The difference in cost per pupil between different education providers as well as between orientations, national boarding schools and international schools for independent education providers is substantial. The difference depends to a large extent upon the fact that the different education providers organise different upper secondary school programmes where the costs are essentially different, as well as the fact that the number of pupils differs a great deal.

### ***3.2 Sources of revenue***

218. Funding of school education is decided at municipal level. As a part of a structural equalisation system across municipalities, the Government redistributes financing via state grants from wealthier to poorer municipalities. These grants are not earmarked, and municipalities may allocate the funds as they see fit. Education is financed by municipal funds after redistribution and by local taxes. At the local level, education is generally governed by the municipal assembly as the municipality's highest decision-making body and a committee system concerned with the specific policy fields – among them education. This structure is defined by the Education Act as the basic legislation of the Swedish education (governance) system although some exceptions exist.

219. Public schools are directly run by municipalities, with independent schools being allocated public funds according to the same principles. As described in chapter 2.5, there are no private schools in Sweden. Financial backing of all schools is tied to the respective number of pupils enrolled and pupils' specific needs (e.g. special needs education). Comparable to the allocation of funds by the central level, the local level mainly reallocates funds towards schools – usually on a lump sum basis to provide for salaries, buildings, material and equipment. Budget administration and the organisation of teaching are, in most cases, left to the principal. Within municipalities, the general principles and objectives of schooling are decided at the Municipal Assembly level, while execution of duties is passed on to relevant committees. The distribution of responsibilities in the education administration is the same irrespective of education level (pre-compulsory, compulsory, lower secondary, upper secondary).

220. There are large variations between municipalities regarding the allocation of resources to the school, and how they are distributed between different activities. An analysis of the Swedish Agency for Public Management (2013) shows that, over many years, there have been significant differences between municipalities when it comes to costs per pupil. It is well established that municipalities' different structurally contingent preconditions for their school tasks generate different costs. For example it is more

expensive to run a school in small municipalities, in sparsely populated municipalities with great distances, in municipalities with large population declines or population searches, or in large cities. Within the framework of the municipal economic adjustment, these differences are also taken into consideration, i.e. there is an adjustment for structurally contingent cost differentials.

221. The Swedish Agency of Public Management's analysis does not give an answer to the question as to whether individual municipalities prioritise and run the activities effectively with an optimal resource allocation in relation to the specific preconditions and needs. This analysis is difficult to make. It is possible to find structural factors which explain a part of the cost differences between municipalities, but another part of the differences cannot be explained. It is likely the municipalities are different in efficacy and, within established boundaries, more or less ambitious in their school tasks. But there are also significant local variations in preconditions for the school activity which motivates the cost differences without being caught up by the statistical models. The municipalities have, among them different economic and structural preconditions to run their school tasks.

222. The National Agency for Education received, at the end of 2012, the task from the Government to carry out an in-depth study of how the municipalities allocate their resources to municipal and independent compulsory schools. The findings in the studies are in line with the report by the Agency of Public Management. The study shows also that there are large variations between municipalities in the question of the assignment of resources to the school activity and the allocation of resources between schools. This applies to, among other things, how many resources the municipalities in total invest in the compulsory school and how great a part of the resources which are allocated according to the school's preconditions (NAE 2013j).

223. The municipality's school segregation, with regard to socioeconomic differences, explains, however to a limited extent, how much a municipality compensates schools with worse preconditions. This applies to both economic resources which are allocated after socioeconomic criteria, and the allocation of teacher resources. At municipal level the differences in how much in total is invested in compulsory school does not explain how school-segregated the municipality is, or of the proportion of pupils in action programmes. Other types of factors are thought to be more important in explaining how resources are adapted according to the schools preconditions. This in turn raises questions which are connected to the pupils' right to an equivalent education of good quality (NAE 2013j).

224. One precondition to enable resources within the school to be allocated in an effective and appropriate is active and aware municipalities, both in the question of the allocation of resources, in the follow-up of how the resources are used, and which effect they have on equivalence. In the National Agency for Education's study it is shown that municipalities, over time, have increased the adaptation of resources to the schools' socioeconomic preconditions.

225. The Schools Inspectorate has reviewed (2014b) how 30 municipalities with larger socioeconomic differences work to counteract the negative effect of segregation on results in school. The scrutiny shows that most of the scrutinised municipalities could improve their strategies for counteracting the negative effects of segregation. The results can be summarised in three points.

1. The proportion of the economic resources which are reallocated to offset the differences in children's and pupil's preconditions are small in many municipalities and vary from 1 to 40 percent of the compulsory school budget for teaching. The scope for reallocation of resources varies greatly between municipalities. The municipalities which invest the least resources in preschool, leisure time centre and compulsory school can have deprived themselves of the possibility to achieve a resource allocation which accommodates the different needs of the children and pupils.

2. Most of the scrutinised municipalities take different measures to counteract the negative consequences of segregation, but these steps are, in many cases, too unilaterally aimed at pupils with a foreign background and are less often of systematic and strategic character.
3. Most of the scrutinised municipalities need improved follow-up, evaluation and development of their systems for resource allocation and other efforts.

226. The scrutiny shows that there are examples of schools which have drastically improved their results when the municipality has given them considerable additional resources. These schools have turned the resources into longterm quality based development work. They have also incorporated working methods which have shown to be effective according to research.

### *Government grants*

227. The municipalities have, on average, taken part in every third state funding effort in the years 2011-2013 (NAE 2014). Significant differences exist between the municipalities that participated the most and those that participated the least. A compilation by The National Agency for Education shows that the differences depend, among other things, on the size of the municipality and where in the country the municipality is situated. Independent schools were not included in the compilation.

228. The National Agency for Education pays approximately 7 billion SEK in Government ringfenced grants every year. The compilation includes only grants which concerns school development efforts in the years 2011-2013, which, on average, encompasses 22.3 grants and 3.5 billion SEK per year. Some of the largest grants are for career posts for teachers, strengthening pupil healthcare, Teacher Boost II as well as the mathematics boost. Because the size of the Government grants in some cases is decided by the municipality's pupil numbers, no consideration is given to the size of the sum allocated to the municipalities. There are also circumstances which can influence whether or not a municipality can apply for state funding at all. About ten Government grants have, during this period, not been able to be applied for by a small number of municipalities.

229. On average, the ten municipalities that have taken part in most state funding efforts during the last three years, have taken part in 60 percent of the efforts or 13.5 efforts per year. The municipalities have been able to apply, on average, for 22.3 Government grants per year 2011-2013. No municipality has participated in all of these, but Stockholm City has taken part in most; on average 16 per year. After Stockholm come Malmö and Gothenburg. The Stockholm region participates the most, and northern Norrland the least. All regions are relatively close to the average for the entire country, 33 percent. Southern Sweden has generally participated in more campaigns but differences exist within the regions. In northern Norrland the larger cities at the coast for example have participated to a greater extent, in contrast to other municipalities in the region.

230. There can be several reasons for the municipalities choosing to abstain from Government grants. The National Agency for Education does not have a clear picture of the causes at the moment but in different contexts some explanations recur. Many municipalities argue that the organisation would not have been able to handle participation in all the state campaigns which have been offered. This is because the application process would have meant too much administration, but also because the teachers cannot work with all the development efforts. Some municipalities have, in communication with the National Agency for Education, stated that they had chosen not to participate in all the efforts offered by the state, but that they have consciously prioritised certain development efforts. It is reasonable to assume that the causes which have been communicated to The National Agency for Education about not taking part, to a

great extent apply to smaller municipalities. The question about why participation differs between municipalities of different sizes and with different geographical locations does need to be further investigated. The National Agency for Education has earlier stated that independent schools often take part to a lesser extent in state campaigns than municipal schools.

#### Fees in school

231. Education shall be free and pupils shall, without cost, have access to books and other teaching tools which are needed for modern education. Fees in connection with application may not be charged. There should be only a few occasional instances where there is a nominal cost for the pupils. When it comes to school journeys and similar activities, costs may be reimbursed by the guardians on a voluntary basis. Pupils at upper secondary school may also pay the occasional own means. The same stipulation applies for state, municipal and independent schools

### ***3.3 Planning of resource use***

232. The Education Act stipulates that public schools and independent schools shall allocate public funds according to the same principles. Financial backing of all schools is tied to the respective number of pupils enrolled and pupils' specific need (e.g. special needs education). Comparable to the allocation of funds by the central level, the local level mainly reallocates funds towards schools usually on a lump sum basis to provide for salaries, buildings, material and equipment. Budget administration is then performed by the principal. Within municipalities, the general principles and objectives of schooling are decided at the Municipal Assembly level, while execution of duties is passed on to relevant committees.

233. A national trend is that, as a result of the birth rate, the decline is large in upper secondary school while the number of pupils is now increasing in compulsory school. Another trend is that newly arrived pupils from abroad tend to be older now than they used to be, and the support services for children whose mother tongue is not Swedish is increasing dramatically because of the recent waves of migration. (See chapter 2.1.) There is also an increasing demand for services that cater for pupils with special needs. Read more in chapter 4.8. At the same time the shortage of teachers in mother tongue, Swedish as a second language and teachers in special needs education is huge (see chapter 8.5). So is the shortage of teachers in literacy, mathematics and science – the three core subjects in which Sweden according to PISA has declined from a level around or above the OECD average to a level below the average. The teacher shortage is described as a Main Challenge in chapter 8. The Government has taken many measures to solve the problems and has also initiated new reforms in order to improve student performance. The education provider plays an important role when it comes to implementing and carrying out the Government's reforms. The Governments' measures are described mainly in chapter 4.6.

### ***3.4 Implementation of policies to improve the effectiveness of resource use***

234. There are many key stakeholders involved in setting school policy, apart from the national agencies that are described in chapter 2.4. The Government uses major consultations with the stakeholders, especially when it comes to larger changes or reforms. The stakeholders participate in hearings and debates, as well as responding to documents circulated for comments at different stages of implementation.

235. One of the key stakeholders is the Swedish Association of Local Authorities and Regions, SALAR, (Sveriges Kommuner och Landsting). It has been established to contribute to the improvement of the conditions in Swedish municipalities, county councils, and regions with regard to their functions as employers, service providers, supervisory authorities, and community developers. SALAR works proactively with the Swedish Government, as well as with European institutions. (See: <http://skl.se/>)

236. A second important stakeholder is the Swedish Teachers' Union (Läraryrket). It is the largest union for teachers and heads of schools and the fourth largest professional trade union in Sweden. At the beginning of 2013 it had 230 800 members at all educational levels. Their main goals besides making the teaching profession an attractive career choice are to have autonomous schools. Decision making should rest with individual schools. According to the Swedish Teachers' Union, principals, teachers, and pupils should have a greater say in all decision making that affects their school or place of learning and in how resources are used. The Teachers' Union has no official role in the evaluation system. (See: <http://www.lararforbundet.se/>)

237. A third stakeholder is the National Union of Teachers in Sweden (Lärarnas Riksförbund). It has about 90 000 members and organises first and foremost teachers employed in compulsory, secondary and adult education. Their members are teachers and study and vocational guidance counsellors. The National Union of Teachers focuses on qualifications, professionalism and improving working conditions. Both the National Union of Teachers and the Swedish Teachers' Union are officially consulted in many matters concerning educational policy and school organisation. They are frequently asked to make official comments on Government reports and bills, but have no official role in the evaluation system. (See: <http://www.lr.se/>)

238. A fourth stakeholder is the Swedish Association of School Leaders and Directors of Education (Sveriges Skolledarförbund). The association has about 7 000 members consisting of principals, assistant principals, and other individuals with leading positions within the school system. The majority of Sweden's school principals or school leaders and directors of education with a career in school and education have chosen to join the association. The association strives to increase members' awareness of their situation as employees; increase the understanding of the members' importance for the improvement of the school system; ensure that principals are trained in such a way that supports and encourages their work in an organisation based on knowledge and leadership; support principals in working towards educational progress; ensure equal rights and equal opportunities for every individual; and ensure that the association is actively engaged in important educational issues in politics. The association has provided ethical guidelines for its members since 1991. These guidelines highlights members' responsibility for school administration and for achieving educational goals; guaranteeing the equal rights of every individual; working in the best interests of the pupils; ensuring a good physical and mental work environment; and upholding values and professionalism. The association has no official role in the system of evaluation. (See: <http://www.skolledarna.se/>)

239. A fifth key stakeholder is the Swedish Association of Independent Schools (Friskolornas riksförbund). They focus on three areas:

- Promoting the interests of independent schools through active participation in the public debate over independent schools in Sweden and through lobbying.
- Advising members on laws and regulations that affect independent schools (excluding pedagogical issues and their role as employers).
- Providing information and services of interest to members, in particular management and quality-assurance training.

240. Membership is open to independent schools of all levels. In 2014 there were about 600 member schools. Board members represent the broad spectrum of independent schools (in terms of size, whether denominational or not and type of legal organisation). Individual schools and companies responsible for one or more independent schools are responsible for evaluation and assessment within their school or schools, but the Association of Independent School has no official role in the evaluation system. (See: <http://www.friskola.se/>)

241. A new stakeholder is the Idébarna skolors riksförbund, roughly translated as Association of Non Profit Independent Schools, which works in a similar way to the Swedish Association of Independent Schools do. It is a non-profit association which works like the Swedish Association of Independent Schools but their members all have an organisational form or statute that does not permit the distribution of profits or takeovers. The association wants to “act as a counterbalance to such community development”. (See: <http://www.ideburenskola.se/favicon.ico>)

242. Apart from the stakeholders mentioned above, there are several more that can be added, for example the Swedish Council for Higher Education, the Swedish Higher Education Authority and the Swedish National Agency for Higher Vocational Education, the universities and The Confederation of Swedish Enterprise.

#### *Pilot schemes and policy experimentations*

243. Pilot schemes are not some unknown reform or development strategy within the Swedish school policy. The use of experimentation, however, is a tradition that has weakened in Sweden (SOU 2014:12). One reason for this is probably that the tempo of politics has increased over time. Processing times in the Cabinet Office are long, while sessions may be perceived as short. However, experimentation has over the years become increasingly common, e.g. experimentation with cutting edge programs and a fourth year on the Technology Programme.

244. The inquiry presented in SOU 2014:12 claim that experimentation is one way to facilitate the evaluation of reforms that should increase. Knowledge and experience is gained through experimentation and can help to lay a foundation for sustainable decisions. Current provision in the Education Act of experimentation is unclear why it is important that the issue is being investigated.

### **3.5 Main challenges**

#### *Capacity building*

245. A challenge for the state efforts is that the education providers preconditions are so different (NAE 2013a). There are large differences in capacity, some education providers are large municipal organisations with responsibility for tens of thousands of pupils, while other education providers lead activities with only a handful of pupils. Some education providers and schools have less possibility to participate in state efforts. A recurring pattern is that small municipal education providers and independent education providers participate less often. Because this pattern has existed for many years, there is a risk of increasing differences.

246. As a result of education providers and schools having different preconditions, more targeted efforts should be used. There is also a need to design the campaigns to give the education providers better preconditions for taking responsibility for the school's collective mission. For this to happen require longterm preconditions and a stable framework for the local development work. This requires also that all education providers take responsibility for working systematically with quality development in the school.

247. In their recommendations to Sweden, the OECD states the following when it comes to Capacity building (OECD 2014c). However, the recommendations only concern the municipal education providers, not the independent education providers.

- Provide guidance on priority setting, particularly to smaller municipalities and others that may be overwhelmed by political reforms, and provide assistance for them to apply for state grants (both for capacity building and special boosts).
- Facilitate inter-municipal collaboration by setting up a forum for exchange on education issues, and by providing a framework to facilitate inter-municipal projects on those issues. This could involve networks between outstanding teachers, principals, schools and municipalities and those that struggle with change, in order to overcome implementation issues.
- Provide explicit capacity building tools and training to gather and use the wealth of achievement and assessment data available, with an emphasis on harnessing relevant expert knowledge, prioritising the creation of a broad and holistic culture of evaluation, and creating networks and mentoring relationships.

248. The main areas of disagreement between education stakeholders about the utilisation of resources in the school system are described below.

#### *Effective resource allocation*

249. Based on an empirical study the National Agency for Education (see chapter 3.2) made in 2013 the assessment that it is hardly possible to identify the most effective resource allocation system for all municipalities in an empirical way. The municipalities in the country look different and have different structural preconditions. They make different prioritisations and also have to handle political opinion. The municipalities therefore allocate resources in different ways. The optimal way to allocate the resources, with regard to equivalence and study results, is to be worked out by the municipality themselves.

250. Highlighted in the National Agency for Education's brief of the assignment is that the question of what a good allocation of resources, according to the preconditions of school and the pupils, is difficult to answer. All parts of a resource allocation system need to be studied together and, not least, how the resources are used and converted to quality in the classroom, The National Agency for Education emphasises. How teacher competence is allocated according to the need in the school plays an important part. The school's resources must also be seen in a broader context of social services in the municipalities. Without taking into consideration the resources in the school's surrounding area it can be misleading to only study the school and its resources. Which steps have been taken to reduce school segregation, alongside those which compensate for the negative effects of segregation is also something which affects how the resources to the schools are steered (NAE 2013j).

251. The National Agency for Education has in several studies pointed out the importance of directing resources as needed, particularly for the younger pupils. Concerning the socioeconomic compensation in local government resource allocation models, it is unusual that this differs between the pupils age groups. However, in general the municipalities have increased their adaptation of resources as needed over time. It might reflect a greater awareness in the allocation of resources.

252. The Government introduced on 1 July 2014 a clarification in the Education Act that the municipalities should allocate resources within the school system according to the children's and pupils' different preconditions and needs. It has also been clarified that the principal and preschool head have the responsibility of distributing resources within the school according to the children's and pupils' different preconditions and needs.

253. The main areas of disagreement between education stakeholders about the distribution of resources in the school system can be understood by the Government Bill (2013/14:148) that preceded the change in the Education Act, as follows.

254. A majority of the consultation bodies supported or had nothing to add to the proposal. This applies, among others, to the National Board of Health and Welfare, The Ombudsman against Ethnic Discrimination, The National Agency for Education, The National Agency for Special Needs Education and Schools, The Swedish Association of Independent Schools, The Swedish Association of School Principals and Directors of Education, The National Union of Teachers in Sweden, The Swedish Union of Teachers, and the large municipalities in Stockholm and Gothenburg. The Schools Inspectorate considers, however, that the proposal regarding the municipalities' responsibility for resource allocation does not form a sufficiently clear direction for how the legislator considers the resource distribution shall be done. It is therefore going to be difficult for the Schools Inspectorate to ascertain deficiencies. In addition, several consultation bodies, among them the Swedish Association of Hard of Hearing People, consider that it should be specifically stated that certain factors shall result in extra resource allocation.

255. Especially SALAR advises against the proposal. SALAR considers that the proposed regulations are superfluous and unmotivated. The association states that it is part of the core of the municipal autonomy that municipalities have the power to decide themselves over their economic resources and prioritisation. The proposed regulations about the municipalities' resource allocation are in conflict with the so called proportionality principle as an instrument for the Government. SALAR also questions how the Schools Inspectorate is going to be able to assess how resources may be allocated well or less well, and what a sufficient redistribution is. The association considers it unreasonable to have a set-up where the Schools Inspectorate reviews the municipality's way of allocating resources. SALAR also points out that there is no universal model for resource allocation which works in all municipalities, and that it is not possible to generally decide how great a part of the municipal budget should be reallocated according to the pupil group composition, and what sufficient differentiation is. The association agrees that it is a need for development when it comes to allocation of resources to the school but considers that the need can best be accommodated through support instead of legislation. Finally, SALAR calls attention to the fact that the municipal adjustment system does not take into consideration separate needs. It is, according to the association, strange that there shall be need variables in the municipalities' internal resource allocation system, when the state's own system does not observe need differentials between municipalities.

256. The Government argues that the resources are weighted, and allocation on these grounds is a very important instrument to be able to reach equity in education. It is also an important pre-condition for the pupils to reach the goal of the education. The municipalities have an overriding and thorough responsibility for resource allocation which other education providers do not have. The municipalities allocate resources, partly to their own preschools and schools, partly to other education providers according to special regulations about subsidies to independent activities, inter-municipal compensation and compensation to

state schools. Naturally however, other education providers should also, within the framework for the resources they are allocated through appropriation and other decisions, allocate resources according to children's and pupils' different preconditions and needs. This follows every education provider's responsibility according to 2 Chapter 8 § Education Act

257. There is, according to Government opinion, no general model for resource allocation which works in all municipalities or for all activities within the school system. It is also not possible to decide generally how great a part of a municipal budget for the school system should be reallocated according to the composition of the child and pupil groups and what a sufficient differentiation is. The factors that should be considered must be adapted to the activities needed and to local situations. It is therefore, according to the Government, not possible in the Education Act or another statute to give further directions as to how the resource allocation should be done. The Government wishes to stress, however, that resource allocation must be done with respect to all pupils. The question of whether a pupil has a diagnosis or not may not be the deciding factor for if there will be a reallocation of funds. It is also of central importance that the consideration which is done before a decision about resource allocation takes place in a transparent and predictable way. This constitutes a guarantee that the allocation does not occur arbitrarily.

258. In order for the municipalities to find resource allocation models which promote high equivalence, it is thus of great importance that the municipalities follow up and evaluate their resource allocation systems and the effects they have on the school activity. At national level, the School Inspectorate and National Agency for Education have a certain responsibility for quality scrutiny, and national follow up and evaluation respectively. The Government is, at last, making the assessment that the clarification gives increased possibility for the Schools Inspectorate to scrutinise how the municipality allocates resources. The purpose is not that municipalities' resource allocation shall be systematically scrutinised but that the scrutiny shall take place in special cases, for example when it can be stated that there are great differences between goal attainments in different schools in a municipality. Every municipality must have a resource allocation system where the resources are weighted according to how it looks in the municipality and be able to report in which way they are expected to contribute to the pupils reaching the education goals. It must be clear how the relationships at schools, preschools and leisure time centres have influenced resource allocation and how the municipality has weighed up children's and pupils preconditions and needs. If there is no resource allocation system which observes these factors, then the Schools Inspectorate should be able to step in.

## **Chapter 4: Resource distribution**

### ***4.1 Distribution of resources between levels of the education administration***

259. In Sweden, the school budget is completely decentralised to the municipalities and this applies to all levels within preschool and school. Each municipality takes the decision about the way in which resources will be allocated, for example if one school will receive more money than another. To a large extent, the school then has the responsibility of allocating the resources in the best way, for example regarding pupils who need extra support. Part of the money can remain at central level in the municipality, for example for rental of premises. But in other cases the cost of premises also affects the schools' budgets, which influences how the other resources can be used by a school.

### ***4.2 Distribution of financial resources across resource types***

260. On average, half of the school costs in a Swedish municipality consist of costs for teaching, primarily teacher salaries. For compulsory school, the resources were allocated according to the following during the a year 2012; teaching 50 percent, premises 19 percent, school meals 6 percent, pupil learning materials 4 percent, health 3 percent and other 14 percent. The corresponding percentages for upper secondary schools were 48 percent (teaching), 21 percent (premises), 5 percent (school meals), 8 percent (learning materials), 2 percent (pupil health) and 16 percent (other). To this should be added transport 3 percent.

### ***4.3 Distribution of resources between levels and sectors of the school system***

261. The total cost of preschool, leisure time centres, other pedagogical activities, school and adult education amounted in 2012 to 214.8 billion SEK. It is equivalent to 40 percent of local total costs for all the municipalities' activities. The education sector is thus a major proportion of the total costs of the municipalities. Compulsory school represents the single largest part of the total cost of preschools and schools (39 percent), followed by preschool (28 percent), upper secondary school (17 percent) and preschool class (2 percent). Nearly 79 percent of the total cost of the school was the cost of activities with the municipal provider, the remainder for schools with independent, county council region or Governmental provider.

262. Since 2000, costs per registered child in municipal preschools have increased by 21 percent, while municipal compensation per child to independent preschools has increased by 53 percent. In 2000 the cost per registered child in municipal schools was 104 700 SEK and municipal compensation per registered child in independent schools was 73 300 SEK. In 2012, the average cost per child in municipal preschool was 127 000 SEK while the municipal compensation per child in independent preschool corresponded to 112 400 SEK. Read more about costs in chapter 3.1.

263. The total cost for compulsory school in 2012 was just over 83 billion SEK, inclusive of costs of school transport and newly started and closed independent schools, which is an increase of 2,8 percent compared with the previous year. During the first half of the 1990s, drastic cost reduction measures were implemented within the school system due to the economic crisis. Since 1996 the total resources to compulsory school increased by 37 percent until 2005. Of the total costs in the years 2012, just over 73 billion related to compulsory school, including school transport. The cost for independent compulsory school was just under 10 billion SEK, which corresponds to just over 12.3 percent of the total cost.

264. The total costs for upper secondary school have dropped somewhat but are increasing per pupil. Since the year 2000 the total cost has increased by 39 percent on average while the number of teachers (full-time posts) has increased by 20 percent, and the number of pupils has increased by 15 percent during the same period. In 2012 the total costs for upper secondary school increased to just under 37,4 billion SEK, which is a reduction of 1.8 percent compared with the previous year. During the same period, the number of pupils in upper secondary school has decreased by just over 5 percent. The number of teachers, measured in full-time positions, has decreased by 3 percent.

#### ***4.4 Distribution of resources across individual schools***

265. Every municipality has its own way of allocating resources between schools, which more or less take into consideration that the schools and the pupils have differing preconditions and needs. Within the municipality this allocation can, in its turn, be more or less decentralised. In several municipalities, the different districts decide how the resources will be distributed between schools. The allocation of resources to independent schools shall, according to the Education Act, be done according to the same criteria the municipality use when allocating resources to their own schools. In other words, the independent schools shall form a part of the municipalities' resource allocation models.

266. The National Agency for Education has mapped which criteria steer the municipalities' resource allocation according to the schools preconditions (based upon the pupils' socioeconomic background) in a selection of municipalities (NAE 2013j). The majority of the 50 municipalities examined in the study allocate more money to schools with less favourable preconditions than to those where the pupils have a favourable socioeconomic background. The most common variable in these models is the parents' education level, but it is also common that foreign background is the cause of the distribution.

267. How much of the total resources are reserved for this socioeconomic compensation varies drastically between municipalities. Among the municipalities who were investigated, it varies between 1 and 9 percent of the total costs year 2012. The differences between the schools in how large a resource is allocated also vary dramatically. At the least, it is about a 100 SEK, and at the most of more than 40 000 SEK.

268. Individual schools can, in addition to compensation for the pupils' socioeconomic background, be allocated further funds via a model for allocation according to such factors. It can, for example, be directed efforts on which the municipality decides, and which are financed either by the municipality itself or via state funding. It is not unusual that small schools with a limited pupil base receive extra subsidies, for example in municipalities which are characterised by the population being spread out over a large geographic area.

269. The conditions for starting an independent school are described in 2.5. Independent compulsory schools finance their operations mainly through grants per pupil from the pupils' home municipalities, to be paid according to the same principles that the municipality uses when distributing resources for its own schools. The average grant per pupil to independent compulsory schools was 86 800 in 2012, an increase of just under 1 percent compared with 2011. The education provider has full command over the subsidy.

#### **4.5 Distribution of school facilities and materials**

##### *The school network*

270. Even if many schools in Sweden are similar, there is no typical school. The preconditions are rather steered a great deal by not only where in the country the school is located, but also by the ownership (see 2.5.) Statistics regarding pupils and schools are to be found in chapter 2.1.

271. There are different explanations to why municipalities and county councils choose to cooperate (NAE 2013c). This cooperation can, for example, bring about more efficient use of resources and administration, as well as contributing to regional development and competitive advantages. Municipalities and county councils that have entered into a cooperation agreement, decide on a cooperation area. Through coordinating the upper secondary school selection in this way, the pupils have a large number of upper secondary schools from which to choose within the cooperation area. Cooperation can also occur through the creation of a so-called municipal association which means that the municipality's exercise of public authority in a certain question is carried over to the association. A county council can also be included in a municipal association.

272. When it applies to cooperation around upper secondary school, it is usually called an upper secondary school association. The municipalities which make up the upper secondary school association agree in general terms about what is offered as well as about in which of the municipalities in this agreement the different programmes will be held. In many cases they also cooperate when it applies to enrolment and they can, for example, have a joint enrolment secretariat.

273. It is the Swedish Schools Inspectorate which evaluates and decides applications for permission to run a school. When an application comes in to the Inspectorate with regard to starting an independent school, it is sent for comment to the relevant municipality as well as to other municipalities in the area. In its evaluation, the Schools Inspectorate takes into consideration whether the education will add something new to the existing selection of education in the area, what effects the establishment of this education will have for the public school system and for the pupils in the long term, if this establishment will bring a risk that the municipality or nearby municipalities will be forced to discontinue a national programme or a national orientation. Any cooperation agreements in nearby municipalities are also taken into consideration when making a decision.

274. It is generally the home municipality which is responsible for the cost of the pupil's daily travel between their home and their upper secondary school. This applies to upper secondary school pupils who have more than six kilometres between their home and their school. The home municipality's responsibility for covering costs for the upper secondary school pupils apply irrespective of education provider as well as where the upper secondary school is situated. However, the municipality's responsibility does not extend to organising these trips.

275. The right to transport to school means that the municipality is obliged to arrange free transport to school if necessary with regard to the length of the journey, traffic conditions, the pupil's activity limitation or any other special circumstance. All these conditions will be examined individually in every single case. The right applies to pupils in compulsory school, compulsory education for pupils/children with intellectual disabilities and upper secondary school for pupils with learning disabilities with public education providers if the pupil goes to the school in which the municipality has placed them.

276. To make it easier for, for example, sparsely populated municipalities to be able to keep village schools going, there is the possibility of organising so-called distance learning. The pupils are taught in real time in different schools by a teacher by means of digital resources. This activity is not yet regulated.

277. According to the National Agency for Education there is a difficulty for municipalities when a village school is closed down to free up resources for something else and that difficulty is that the school can be resurrected as an independent school. A prerequisite for this is that the establishment of the independent school will not harm the local school system in the long run; otherwise will the organiser not be approved by the Swedish Schools Inspectorate.

278. Independent schools which are closed down, amalgamated or go bankrupt follow the principles that apply for the current corporation charter. If an independent provider is bankrupt and the schools have to shut down, the homemunicipality of each and every pupil has to accept the pupil into the municipal school. The same goes for when the municipality closes one of its own schools.

#### *School facilities and materials*

279. As with everything else in the Swedish education system, it is the education provider that decides the conditions for how the school will work, while it is the principal who decides about the internal organisation. This means that in the schools, one is free to decide working method and materials for teaching and study. There are, however, examples of independent education providers where all schools within the organisation work from the same concept. It is the Swedish Schools Inspectorate which follows up activities to ensure that the education is up to date, adequate and varied. The steering documents contain, to a small extent, method references but there are, in some subjects, for example projections that laboratory practicals are included and the school must then have the requisite equipment. During the working out of the steering documents, NAE had ongoing information to textbook publishers and their sector organisations in order to contribute to quality in the teaching materials.

280. Because education is free of charge for the pupils, there are no demands that the pupil for example must have their own computer in school. Knowledge about computers and computer programmes is not available as a separate subject in compulsory school; rather it is in the curriculum. However, according to the first part of the curricula for compulsory education, digital competence should be taught as a transversal skill. The use of IT in the classroom is still relatively low (NAE 2013g). An increase is, in itself, not a goal but rather the most important thing is continuous discussion about information technology's pedagogical possibilities and limitations. Technology in itself cannot improve pupils' learning. On the other hand there is great pedagogical potential if the teacher has IT competence and reflects how the education can be developed by the use thereof. Teachers need to increase their competence and familiarity with IT and this should happen with a longterm plan for how IT can be integrated in the pedagogical day. The Digitisation Commission (2014) has proposed a number of measures which the National Agency of Education can take within the area upon being tasked to do so by the Government (see chapter 5.6).

#### ***4.6 Distribution of teacher resources***

281. Given below is an overarching description of the teaching body in preschool, compulsory school and upper secondary school. Facts and figures in chapter 4.6 are from the official statistics for the school year 2013/2014 presented by the Swedish National Agency for Education (NAE 2014d, m-n).

## *Description of the teaching body*

### Preschool class

282. The number of employees in the preschool class recalculated to yearly workers has decreased compared with the previous school year, and was just over 6 700 in the school year 2013/14. In the preschool class, more women taught than men. Of the staff, 94 percent was women and 6 percent were men. Most teachers taught in municipal schools, 89 percent, while 11 percent taught in independent schools.

283. The number of pupils in a preschool class has increased by just under 2 300 pupils, while the number employed in preschool class recalculated to yearly workers has decreased by just over 200. This means that the number of pupils per yearly worker has increased from 15.5 the previous study year to 16.4 in 2013/14. Ten years ago the number of pupils per yearly worker was 13.5. This varies between schools and providers. The average number of pupils was higher in a municipal preschool class than in an independent, 16.5 compared to 15.0.

284. Of all yearly workers, just fewer than 84 percent had a pedagogical higher education degree, which is just less than 1 percent more than in 2012. Of these, just over 56 percent had a preschool teacher degree; just fewer than 6 percent had a leisure time pedagogue degree, and just over 21 percent a teaching degree.

285. The proportion of personnel with pedagogical higher education degrees in the preschool class has remained largely unchanged over the last nine years. The proportion with preschool teaching degrees has, however, decreased somewhat, at the same time as the proportion with a teaching degree has increased. The share of yearly workers with preschool teacher qualification varies between municipalities. For nine of ten municipalities, this varies between 44 percent and 100 percent. There are also differences between the counties.

### Compulsory school

286. In compulsory school there were just under 88 800 working teachers in the school year 2013/14, of which 76 percent were women and 24 percent were men. The average working rate is 86 percent. Recalculated to full-time posts, it corresponds to just under 76 100 teachers which is a marginal increase compared with the previous school year. Most of the teachers, 86 percent, taught in municipal schools. The remaining teachers, 14 percent, taught in independent schools.

287. The number of pupils per teacher (recalculated to full-time posts) in compulsory school was 12.1. Because both the number of teachers recalculated to full-time posts, and the number of pupils has increased, the teacher density is unchanged compared with the previous study year 2012/2013. Teacher density varies between schools and education providers.

288. The difference in teacher density between municipal and independent education providers has, however, decreased from 1.1 to 0.3 compared with the previous school year. Teacher density varies somewhat between municipalities and counties. The highest teacher density was in the northern hinterland (10.8 pupils per teacher recalculated to full-time posts), while the lowest density was in the county of Stockholm (13.5 pupils per teacher recalculated to full-time posts).

289. Of all teachers (recalculated to full-time posts), just under 87 percent had a pedagogical higher education degree, which is a marginal increase compared with the previous year. It is more common that women had a degree than men, 89 percent compared with 78 percent. Just fewer than 92 percent of the

permanently employed teachers had a pedagogical higher education degree. There are big differences between different education providers. In municipal schools, just fewer than 87 percent of teachers had a pedagogical higher education degree. The corresponding share in independent schools was just over 70 percent. The proportion of teachers with a pedagogical higher education degree also varies between municipalities. Eight of 10 municipalities had a share between 82 and 95 percent. There are also differences between counties. Educational backgrounds vary between the different teacher categories. More than 90 percent of teacher for special needs education and special needs teachers as well as senior subject teachers have a pedagogical higher education degree. Among teachers for asylumseeking pupils, the proportion with a pedagogical higher education degree was 79 percent, and for teachers in school year 7-9, the proportion is 77 percent. For all teachers in compulsory school, the share with a pedagogical higher education degree was just under 85 percent.

290. In compulsory school, a large number of teachers teach Swedish, Mathematics and English, but there is also a significant number teaching civics and nature oriented subjects. Over 90 percent of these teachers had a pedagogical higher education degree.

291. As previously mentioned, the gender distribution among teachers in compulsory school is uneven. This is especially noticeable in the lower school years, where the proportion of women was 82 percent. In school years 7-9 the gender distribution is still uneven but it varies between different educational subjects. In sport and health, music and technology the proportion of men was over 50 percent. In the remaining subjects there is a majority of female teachers.

#### *Compulsory education for pupils with intellectual disabilities*

292. Just over 4 300 teachers were employed in compulsory education for pupils/children with intellectual disabilities in the school year 2013/14. A majority of these were women. Only every fifth teacher was a man. Recalculated to full-time positions, there were just over 2 500 teachers, of which just over 2 300 had permanent employment. The number of teachers recalculated to full-time posts has declined by just under 8 percent compared with the previous school year. This affects teacher density and the number of pupils per teacher has dropped from 3.2 to 3.0 during the same period.

293. The proportion of teachers with a pedagogical higher education degree, recalculated to full-time positions is 88 percent, which means an increase of 7 percent compared with the previous school year. Schools with independent education providers had a lower proportion of teachers with a pedagogical higher education degree than schools with a municipal education provider, 58 percent compared with 90 percent. The difference between independent and municipal education providers has, however, decreased from 45 to 33 percent over the last five years.

294. The proportion of teachers with a higher education degree in special needs education was unchanged in the school-year 2013/1014 compared with the previous school year, 30 percent. Since the school year 2001/02, where 50 percent of teachers in compulsory education for pupils/children with intellectual disabilities had a special needs education, the proportion of teachers with a special needs higher education degree has steadily decreased every year. The proportion of teachers with a special needs higher education degree was lower in schools with an independent education provider than in schools with a municipal education provider, 11 compared with 32 percent.

## Special Needs School

295. In the school year 2013/14, there were 193 teachers working in special schools primarily for pupils with impaired hearing, blindness and/or with severe speech and language disabilities. Just under every sixth teacher was male. The average service grade was 78 percent and recalculated to full-time posts, there were 151 serving teachers in special needs school. The number of teachers recalculated to full-time posts has decreased by 6 percent compared with the previous school year, which in turn has affected teacher density. The number of pupils per teacher has increased from 2.9 to 3.2 pupils per teacher. The average teacher density differs marginally between regional schools and national schools. In regional schools there are 3.1 pupils per teacher and in national schools, 3.2.

296. The proportion of teachers with a pedagogical higher education degree declined in the beginning of the 2000s, only to later increase. In the school year 2013/14, 81 percent of teachers in special schools had a pedagogical higher education degree. The proportion of teachers with a special needs education higher education degree has at the same time more than halved. In the school year 2000/01, 50 percent of teachers in Special needs school had a special needs higher education degree compared with 23 percent in the school year 2013/14.

## Upper secondary school

297. The number of serving teachers in upper secondary school has continually decreased over the last five years. In the school year 2013/14 there were just under 32 900 serving teachers in upper secondary school. This is just under 7 percent fewer than the previous study year, when the number of serving teachers was 35 000. The gender distribution among teachers in upper secondary school is even. 82 percent of teachers were permanently employed. The average service grade was 83 percent. Recalculated to full-time posts, there were just under 27 200 teachers in total, which is a drop of 6 percent compared with the previous school year. Because the number of pupils in upper secondary school has also dropped by 6 percent during the same period, the number of pupils per teacher (recalculated to full-time posts) was the same as last year, 12.1. The teacher density has remained constant at between 12.1 and 12.7 since the turn of the millennium, but varies significantly between different education providers. Teacher density was lower in schools with independent education providers than in schools with municipal education providers, 13.7 as against 11.7 pupils per teacher recalculated to full-time posts. Teacher density also varies between municipalities. Eight of ten municipalities had between 6.5 and 13.7 pupils per teacher. There were also differences within the municipalities and between counties.

298. Of all teachers (recalculated to full-time posts), just under 79 percent had a pedagogical higher education degree, which is a marginal increase of 1 percent since the previous school year. It is more common that women had a pedagogical higher education degree than men, 85 percent compared to 72 percent. Among the permanently employed teachers, 85 percent had a pedagogical higher education degree which is also a slight increase of 1 percent compared to the school year before. Municipal schools had a higher proportion of teachers (recalculated to full-time posts) with pedagogical higher education degrees than independent schools, 82 percent compared with 67 percent. The percentage of teachers with pedagogical higher education degrees in independent schools has, however, increased by 3 percent since the previous school year.

299. According to the NAE, a reason for the increase in the percentage of teachers with a pedagogical higher education degree, notably in upper secondary schools with independent education providers, can be the teacher registration reform. The reform means that only registered teachers (i.e. qualified) are allowed to run education and set grades. Many teachers who earlier had completed their education but did not take their degree could have done so after the reform.

300. The proportion of teachers with a pedagogical higher education degree varies between municipalities. Eight of ten municipalities had a proportion between 64 percent and 91 percent. There are also differences between counties. The education background varies between different categories of teacher. More than 90 percent of teachers for special needs education and special needs teachers as well as subject teachers in history, social sciences, chemistry, religion, biology and Swedish had a pedagogical higher education degree. Fewer than 50 percent of teachers in operation and maintenance, vehicle and transport as well as workshop and industry engineering programmes have a pedagogical higher education degree. Among mother tongue teachers, the proportion with a pedagogical higher education degree was 43 percent. However, teachers in vocational subjects and mother tongue are not obliged to have a teacher registration. The corresponding figures for senior masters and senior subject teachers were 97 percent and 99 percent respectively.

301. In upper secondary school just over 9 000 teachers taught vocational subjects (2013/14). In Swedish, mathematics and English there are, as in compulsory school, also many teachers; between 4 100 and 5 000. In upper secondary school subjects, the gender distribution among teachers is more even than in compulsory school. Men make up the majority in the subjects philosophy, physics, history, physical education and health, mathematics, social sciences and vocational subjects. In language education it is women who dominate. Recalculated to full-time posts it is just over 7 000 teachers. Of these, a great number taught in vehicle and transport, building and installation and electrical and energy; between 13 and 14 percent per vocational category.

302. Vocational subject teachers' educational background varies between the different vocational subject categories. In total, 60 percent of vocational subject teachers had a pedagogical higher education degree. In the vocational categories children/youth, care and treatment, as well as business/administration which also had a large share of female teachers, over 70 percent of vocational subject teachers had a pedagogical higher education degree. The opposite applies to teachers in the operation/maintenance, vehicle/transport and workshop/industry engineering vocational subjects. Within these vocational categories, women were in the minority and fewer than 50 percent of the teachers had a pedagogical higher education degree.

#### Upper secondary school for pupils with learning disabilities

303. Just over 2 600 teachers were working in upper secondary school for pupils with learning disabilities in the school year 2013/14. Every third teacher was a man. Recalculated to full-time posts there were just under 1 900 teachers, of which 1 700 had permanent employment. The number of teachers recalculated to full-time posts has decreased by 10 percent compared with the previous school year. As a result of the decline in the number of pupils in upper secondary school for pupils with learning disabilities the teacher density has marginally increased since the previous school year and was this school year at 4.0 pupils per teacher (recalculated to full-time posts).

304. The share of teachers with pedagogical university education has increased by just over 4 percent compared with the previous year and is now 84 percent. The share of teachers with a degree in special needs education has, in comparison with the previous school year, increased by 2 percent to 23 percent. The share of teachers with pedagogical and special needs education degrees varies between education providers. The share of teachers who have pedagogical and special needs education degrees in schools with municipal education providers were 86 percent and 24 percent respectively. The corresponding share for county council district education providers was 65 and 5 percent respectively and for independent education providers 59 and 13 percent respectively.

### *Teacher education and recruitment*

305. Much has been done in recent years to come to rights with teacher education. A new teacher education was introduced in 2011 and institutes of higher education have had to reapply for permission to offer teacher education. The requirement for basic eligibility to teacher education is to be increased, and a pilot project involving training schools will take place during 2014-19 as a part of efforts to enhance the quality of placement. Education for teacher for special needs education has been reintroduced.

306. Universities and university colleges offer different teacher and preschool teacher educations with a number of orientations depending on their degree status. The teacher education is divided into four different teaching degrees according to different school levels. This is described in chapter 8.2.

### *Major ongoing reforms due to the teacher shortage*

307. Because there is a shortage of teachers, the Government has taken steps to attract more pupils to teacher education:

- A degree bonus is suggested which will apply for subject teachers within mathematics, physics, chemistry, biology and technology during the years 2015-2021. The bonus, which is tax-free, will be 25 000 SEK and is paid per subject of the above five in which the student qualifies. The bonus will be paid out after the teaching degree is obtained. Upper secondary school teachers usually study two subjects during their education and secondary school teachers can choose three subjects. The ceiling for the bonus is 75 000 SEK per student. This includes students-to-be as well as the subject teacher students who already are attending the new education. The bonus will also include the students who, from 1st July 2011, are already attending a shortened teacher education (KPU) and have previously completed subject studies. Those who are graduating from the special teacher education will also receive a bonus of 50 000 SEK (Government 2014d).
- More senior subject teachers will be able to be appointed through fast-tracking for researchers. An important reinforcement of mathematics, natural sciences and technology in school would be to recruit more people with a research education in these subjects. A fast-track will be introduced through a supplemental pedagogical education where the education time is shorter by a third. Those who have doctoral studies have already at least seven years of higher education. To be able to make the transition to school more attractive, the Government proposes letting these pupils take part in the so-called education subsidy (approximately 25 000 SEK per month before tax). These persons are then qualified to apply for senior subject posts in the Government's career reform for schools.
- Subject teacher education will be expanded for more mathematics and natural sciences teachers, which will double the education volume in ten years.
- The supplementary pedagogical education will be expanded by 2 600 places until the year 2020.
- A campaign which is run by NAE, *Pay it forward*, has been ongoing for four years. In addition to information about the campaign being seen in media, interested parties can go into the National Agency for Education's website and familiarise themselves with teachers who love their jobs, find out news, and also see how to apply for the education.

308. Even if it is ultimately the education provider who is responsible for the competence development of their staff, several state investment efforts to strengthen the competence of teachers and preschool teachers are being implemented. One of these efforts is, for example, the Boost for Teachers II which offers further education for teachers who teach in other subjects and years than those they are qualified for, and who need to supplement their education in order to be accredited. This campaign has not had the same success as the earlier Boost for Teachers. Some municipalities abstain from allowing teachers participate in state further education efforts for teachers. The reason given by the municipalities as to why they have not participated in the efforts are financial, lack of interest from the principals and uncertainty as to which qualification the teachers will be granted by the National Agency for Education.

309. Another national campaign is the Boost for Preschool which aims to strengthen preschool teachers and preschool management competence. An evaluation of the campaign applicable to the time period 2009-2010 shows that the number of education providers who participate in the effort has increased over time, among municipal as well as among independent education providers (NAE 2011c). The variation in participation between education providers is, however, great. There are municipal education providers who have made use of many places and some who have not participated at all. Common for education providers who have participated to a large extent is that one has, at central level, taken a decision about and allocated funds for further education as well as had central coordination around questions to do with the campaign. Another factor which has been shown to be meaningful is that there has been common opinion regarding leave of absence and compensation for the participants. Certain independent education providers report that they have worse preconditions for participation. A possible explanation given is that many independent education providers are small and it is more difficult to gain insight into the regulatory framework around Government grants and applications.

310. Being implemented from the state's side are also large competence development efforts, such as the so-called Boost within mathematics, natural sciences, technology and literacy, which in principle reach all teachers who teach these subjects. Literacy will reach all teachers, no matter which the subject is.

311. Further measures

- To counter the teacher shortage and better adapt teacher and preschool teacher education, the National Agency for Education, together with the Swedish Higher Education Authority, is planning a detailed forecast of the need for different teacher categories.
- An oneman inquiry will develop a proposal about an amended subject teacher degree which will mean that the orientation towards upper secondary school will amalgamate with the orientation towards secondary school because today, those who are qualified for upper secondary school are automatically qualified for secondary school.
- The placement studies parts (VFU) of the training within teacher and preschool teacher education have earlier been criticised and knowledge about them is poor, so how placement studies function is now therefore going to be scrutinised.
- A pilot scheme is going to be carried out with the aim of being able to carry out suitability tests for those who are accepted to teacher and preschool teacher education.
- The National Agency for Education has been tasked with reporting how education providers work to ensure that qualified teachers and preschool teachers are used for education and how the education provider, principals and preschool heads ensure that personnel receive the necessary competence development.

- NAE has been tasked with carrying out a campaign to increase the proportion of men in preschool.

#### Introduction period for new teachers

312. The introduction period will serve two purposes: to give the new teacher/preschool teacher a good introduction to the profession and to assess whether he or she is suited to the profession. During their introduction period, new teachers are to have the support and assistance of a mentor. At first, the principal was responsible for assessing whether the teacher was to be recommended for registration or not. The assessment was performed in relation to national standards developed by the Swedish National Agency of Education. This has now changed, so that the assessment is performed at the Teacher Training Education.

#### Teacher registration

313. To qualify to teach at a school a teacher will need registration with a specialisation in the type of teaching concerned. A teacher's registration clearly shows in which types of school, which subjects and which years he or she is qualified to teach. The NAE determine that a teacher is qualified on the basis of the teacher's education. Each application is reviewed and assessed based on the rules that applied when the teacher or preschool teacher took his degree, even if other requirements are applicable today. Expanded eligibility will be assessed against the provisions of *Regulation on jurisdiction and the registration of teachers and preschool teachers and appointment as senior subject teachers* (2011:326).

314. Registration will be required for a teacher to give grades independently and to be a mentor to new teachers during their induction period. Furthermore, only registered teachers will be eligible for permanent employment. Registration as a preschool teacher will be required in order to take responsibility for teaching activities in a preschool children's group. Exemptions will only be allowed if there is a shortage of qualified teachers or preschool teachers or on exceptional grounds. A decision to allow an exemption is to be taken by the school board and will be valid for at most one year at a time.

315. There are, however, many more exceptions for accreditation which have been created during the time of the reform. For example teachers who have supplemented their education over and above what is required for a degree may receive accreditation in one or several subjects under certain conditions, even if they do not fulfil today's requirements for accreditation. Leisure time pedagogues receive qualification to work as a teacher in compulsory school years 1-3 or 4-6 in a compulsory school subject, if that subject is included in the leisure time pedagogue's degree or if the degree has been supplemented to a sufficient extent. A teacher who is registered but not accredited in the subject that he or she teach can be accredited if they have taught the subject for eight years of the previous 15. If the teacher is 57 years or older, it is four years.

#### Recruitment

316. Because it is the municipality and the independent education provider who employs teachers, there is no national strategy for recruitment. Government grants for senior masters and senior subject teachers have, however, recently been increased for the marginalisation areas mentioned in the ordinance in order to direct the resources to where they are most needed. NAE and IFAU are going to follow up these efforts. The prior knowledge of the pupils affects the mobility of the teachers (IFAU 2014), most of all between schools. Teachers leave upper secondary schools which receive many pupils with low prior knowledge (measured as a grade in school year 9) and to a greater extent stay in schools where pupils started out with good prior knowledge.

#### ***4.7 Distribution of school leadership resources***

##### *Description of school leadership and school leaders*

317. During school year 2012/13 there were approximately 6 000 principals in service within Swedish schools at compulsory and upper secondary school level, of which about 4 500 were in compulsory and compulsory education for pupils/children with intellectual disabilities, and 1 500 were in upper secondary schools and upper secondary school for pupils with learning disabilities. Of these, 60.7 percent were women and 39.3 percent were men. The average age was 51 years. The proportion born in Sweden was 94.7 percent and foreign-born was 5.3 percent.

##### *Preparation of school leaders and selection*

318. All newly appointed principals must, since the new Education Act came into effect, attend the state principal programme within four years. The education should begin as soon as possible after the appointment and be completed within four years after the completion date. This education for the position is also open to preschool heads and deputy principals but is not compulsory for those groups. The education is oriented towards school legislation and exercise of public authority, goal and result control as well as school leadership. Municipalities and independent schools also sometimes have their own preparatory school leader education.

319. The principal has a central role in the implementation of the educational mission and has the responsibility of seeing that the organisation reaches the required goals and follows the applicable laws and regulations. It is, to a large extent, about leading and coaching the staff and developing the operation but also about taking responsibility for the working environment and finances of the school. The Education Act describes the roles and responsibilities of principals and preschool heads.

320. The principal is the one with the utmost responsibility for the pedagogical activities at a school and is the manager for the teachers and other staff. Depending on the size of the school, there can also be one or more deputy principals as a support function to the principal. Together with teachers, the principal/deputy principal leads and plans the work from the goals which are laid out in the various steering documents for the school, such as for example the Education Act, the curriculum and the syllabi.

321. The principal is responsible for the health of the pupils, i.e. that the pupils have access to special pedagogues, social workers and school nurses. As the person responsible for human resources, the principal will have development and salary dialogues with the staff, set salaries and see that the staff receives the competence development which is required to carry out their work. In this responsibility is included following up pupil results against the goals which are set out in the steering document and analysing how the organisation can be improved. The principal often has the responsibility for the school's working environment and the economy, as delegated by the school board.

322. The preschool head has the pedagogical leadership responsibility for a preschool and is the manager of the preschool teachers, child minders and others who work in the preschool. A preschool head can be responsible for several preschools. The preschool head leads and coordinates the pedagogical work at the preschool which is about reaching the goals formulated in the preschool curriculum. A principal can also be a preschool head at the same time.

323. Principals are recruited by the education provider. There is no national policy for how particularly gifted principals could be recruited to marginalised areas.

#### ***4.8 Distribution across specific student groups***

324. The principle about inclusion is a starting point for the Swedish school system. This means that the school shall be a school for everyone. The education shall take into consideration all the different needs of all the pupils, where they should strive to weigh up the differences in the different preconditions of the pupils. In all education the best for the child shall be the starting point. It is the task of the school to create preconditions for all pupils to develop as far as possible according to the goal of the education. This means that the school has a compensatory mission.

325. A pupil who, as a result of disability, has difficulty reaching all the competence requirements shall be given support which aims to, as far as possible, counteract the consequences of the disability. This means that the pupil shall be given support, even if he or she reaches the minimum competence required. Pupils can also, on the grounds of deafness/hearing impairment, deafness-blindness or visual impairment in combination with other disability or serious speech impediment be offered education in a Special needs school with a state education provider (see chapter 2.1). They follow a special school curriculum. There is also the possibility of the education provider organising so called hearing classes within the framework of compulsory or upper secondary school curricula. To receive state support through the national agency SPSM, such classes shall have a regional catchment area, that is that pupils outside the arranging municipality can also be accepted into the school. In this way financial support is also approved to the education provider who runs regional activities for pupils with, for example, visual impairment, activity limitations, speech and language difficulties as well as medical and neuropsychiatric disabilities.

326. Some pupils are in need of further support, over and above the guidance and stimulation which is given in the regular education, in order to develop in the direction of the learning goals in the curriculum, or to reach the minimum proficiency requirements. Sometimes a pupil can be in need of more individually oriented support efforts. These efforts can take the form of extra adaptation within the framework for the regular education, or in the form of special support

327. Extra adaptation is a support effort of less far-reaching character which is normally possible to implement for teachers and other school personnel within the framework of the regular education.

328. Special support is about efforts of a more far-reaching nature which are not normally possible to implement for teachers and other school personnel within the framework of the regular education. It is the scope or duration, or both the scope and the duration which distinguishes special support from the support which is given in the form of extra adaptation.

329. Teachers and other school personnel make an assessment of a pupil's need of extra adaptation or special support with the starting point in how the pupil is developing in the direction of the proficiency goals in the curriculum other part or towards reaching the minimum knowledge requirement. It is the education provider who sets aside resources for this work.

330. The Education Act is clear that the municipality shall provide subsidies, so-called supplementary amounts, for pupils and children in independent preschools and schools who have extensive need of special support. The supplementary amount is intended only to give the possibility of special compensation for individual pupils who have extensive need of special support. It is intended for extraordinary support measures which are not connected with the regular education, for example technical aids, the help of a personal assistant, and adaptation of school premises. The costs for the support shall be immediately connected to an individual pupil and be linked to their special needs and prerequisites to be able to complete their schooling. It requires that the pupil's support needs are clarified and assessed, for example within the framework for the investigation, and the action programme for which the principal is responsible.

331. It is possible for independent schools to directly restrict their activities towards pupils with special needs. The National Agency for Education's mapping (NAE 2014j) shows that there are 68 schools which limit their intake to pupils in need of special support in the school year 2013/14. There are 61 compulsory schools and 7 upper secondary schools. In addition to this, 20 compulsory schools and 6 upper secondary schools state that they are oriented towards pupils in need of special support, but without limiting their intake to just this group of pupils. Many of these schools are situated in the Stockholm area. Schools with restricted intake often aim towards pupils with neuropsychiatric disabilities such as ADHD and Asperger's Syndrome (Autism Spectrum Disorder). Many schools state at the same time that they also aim towards pupils with other issues. Named, among others, are pupils with social problems, or pupils with earlier school failure. Approximately half answer that the school is run in connection with a home for care, roughly translated from an HVB home, or similar.

#### **4.9 Main challenges**

##### *New distribution problems in Sweden*

332. About two years ago, the market system had the first big bankruptcy for one of the biggest nationwide independent education providers of upper secondary schools. The Municipality Act stipulates that the municipality always has the responsibility for its inhabitants, hence is the local municipal school is obliged to accept all former pupils from an independent provider that no longer exists. This time taking over of the pupils ended quit smoothly. Another nationwide independent provider could, for example, take the responsibility for many of the pupils.

333. An independent provider cannot automatically take other providers pupils, since it is necessary that they have the permission to offer the same national programme. The permission is given by the Swedish School Inspectorate. As a consequence of the Municipality Act, a municipality should always have to be prepared for the chance that an independent school may shut down. According to the National Agency for Education, this is not realistic, especially if a municipality has a large percentage of its pupils in independent schools. The agency claims that an analysis of vulnerability is needed, if for example one of the largest independent education providers, a risk capitalist company, closes its activities in one of the big cities.

## Chapter 5: Resource utilisation

### 5.1 Matching resources to individual student learning needs

334. The school systems in Sweden are comprehensive in the sense that all 15-year-old pupils follow the same programme. In Sweden the first age of selection is 16 years. Pupils can then choose between higher education preparatory programmes or vocational programmes. Acceptance occurs on the basis of grades from compulsory school. There is also the possibility to follow a vocational programme as an apprentice. For pupils who are unable to reach the entrance requirements there are five different introductory programmes, see chapter 2.1.

335. Inclusion is a steering perspective for Swedish schools. This means that ability grouping should be avoided except as temporary solutions. However, many schools use ability grouping as a way of adapting the teaching. (Swedish Schools Inspectorate 2014a). This sometimes leads to groups becoming permanent and that the pupils' knowledge development therefore risks being limited. Ability grouping in mathematics classes is less used in Sweden than in other school systems (OECD 2014b). Based on principals' reports, 9 percent of pupils in Sweden are in schools where pupils are grouped by ability in all mathematics classes, compared with 16 percent on average across OECD countries. However, ability grouping across classes is used relatively often in Sweden: 57 percent of pupils are in schools with one form of grouping used for all classes, compared with 34 percent of pupils on average across OECD countries.

336. Swedish schools also use other practices rather than ability grouping to ensure that mathematics instruction is adapted to pupils' needs. For example, more than one in two pupils in Sweden attends a school where mathematics classes offer similar content, but at different levels of difficulty, or where teachers use pedagogy suitable for pupils with heterogeneous abilities, without grouping pupils by ability.

#### *Support in remedial classes*

337. According to the steering documents for Swedish compulsory school, it is advised that special support as far as possible shall be given within the regular school work. Despite this, ability grouping is common, as is the placement of pupils in remedial classes (Giota och Emanuelsson). Approximately every fourth school for older pupils and almost as many for younger pupils use ability grouping. Almost as common are remedial classes. This despite the fact that special support, according to the Education Act should, as far as possible, be given within the regular school work. This type of grouping is significantly more common in independent schools compared with the municipal compulsory schools.

338. For pupils in school years 7-9 is most common to have remedial groups for pupils with concentration difficulties. Such groups also occur in the lower school years, but not to the same extent. It is also common to have remedial groups for pupils who have difficulties with reading, writing and mathematics. Giota and Emanuelsson also found that these are significantly more common in independent than in municipal compulsory schools in school years 7-9.

339. The principals seldom consider that the pupils' difficulties are directly connected to the school environment. In addition, there is seldom a connection made with how the usual education is run. Only one of ten principals thinks that deficiencies in teacher competence, or the fact that some classes function badly can be behind the pupils' 'remedial needs'. It is, according to Giota and Emanuelsson, a tradition and a view that pupils' need of special support is mainly perceived as dependent on the capacity of the pupil. The need is seen as tied to the pupils themselves. A medical diagnosis often has definitive significance as to whether a pupil receives extra support or not. Thus it is psychological and medical heritage which dominates in these schools. This is a conclusion which is also supported by descriptions in the action programmes when it comes to which areas will be covered by these programmes.

340. According to eight of ten principals, the most common measures for the older pupils are: adaptations of material used, particularly skills training and adaptation of the education's working forms and working method. It is almost the same for the younger pupils. The placement of pupils in a small group outside regular classroom education is a commonly suggested measure in three of ten schools for older pupils and two of ten for younger.

341. In a quarter of the schools, the estimated need of remedial support is greater than the support which is actually given. In school years 7-9 this is more common in municipal compulsory schools than in independent. It is, however the opposite for the younger pupils and the preparedness to give special support to the pupils who are in need of it is worse in independent compared with municipal schools. All the differences in replies about how the need of special support is met and dealt with in school are relatively small. This applies in comparison with principals for independent and municipal compulsory schools and in comparison between principals for younger and older pupils respectively.

342. Resources are described in chapter 4 and 6.

#### *Individualisation of the teaching*

343. The Swedish Schools Inspectorate (2010), touches on the question of the school's ability to develop pupils' ability in critical thinking, to develop pupil participation and influence, and to give extra stimulation to particularly capable pupils, in a quality scrutiny which investigates compulsory schools' adaptation of the education to pupils' different needs and the teachers' expectations of the pupils' performance. The Schools Inspectorate states that over half the schools scrutinised do not adapt the education to the pupils' individual needs to a sufficient extent. That which is intended is, among other things, whether the school offers challenges to pupils who perform at a high level. The adaptations schools make in this respect are, to a great extent, conventionalised solutions, for example to calculate more sums in the mathematics textbook. A proportion of the schools had low expectations of the pupils which was expressed in the reply that schools are satisfied with pupils reaching a passing grade. It also occurred that the schools had different expectations of different pupils. The expectations differed between low and high performing pupils, between boys and girls and between pupils with different social, economic and ethnic backgrounds.

344. The changes in the education which the National Agency of Schools has stated (NAE 2009a) can have had a negative impact upon pupils' learning - increased time for individual work and increased differentiation - these conditions in all likelihood also apply to the conditions for learning at a higher level (NAE 2012c). Even if pupils who perform at a higher level are probably the pupil group who has the most to gain by increased differentiation, for example grouping, there is also the risk that teachers in these more homogenous groups overlook how individual pupils' needs actually also vary. The picture of high performing pupils' results is not unequivocal but differs between different subject areas and over time - both significant downswings as well as largely unchanged results. The high performing pupils take a more active and positive approach, are more motivated, and persevere more compared with the average performers. High performing pupils are characterised by a higher socioeconomic status and greater cultural capital, as well as parents who are more involved in their child's learning, even before the children begin school.

#### *Education orientated to certain groups of pupils*

345. Since the autumn term of 2012, a pilot scheme with nationwide recruitment scheme cutting-edge education in school year 7-9 in compulsory school. Up until now there have been 18 cutting-edge educations approved. A final round of applications is ongoing now and after this there can be up to 28 cutting-edge educations. Cutting edge educations are nationwide recruitment schemes which mean that they can take pupils from the entire country. The education is aimed at giving pupils a special depth and

breadth within the subject or subjects the education is oriented toward. Within cutting-edge educations, the pupils can study upper secondary school courses and receive grades in that subject or the subjects which the cutting-edge education is oriented toward. As for the rest, pupils then follow the regular school education. The education can be oriented towards one or more of these subjects: mathematics and/or biology, physics and/or chemistry, or geography, history, religious studies, social studies, and/or English and/or language choice. Pupils from the entire country can apply for a cutting-edge course. To assess pupils' knowledge and proficiency in the subject or subjects towards which the cutting-edge education is oriented, tests and examinations are used for acceptance or as a basis for selection.

346. It is still too early to evaluate the activity but, up to now, The National Agency for Education has drawn the following conclusions of the 8 first cutting-edge educations (NAE 2013h).

- Pupils and parents are without exception satisfied with the cutting-edge education in compulsory school.
- The educations shall take pupils from the entire country but most of the pupils come from the vicinity.
- Three of four pupils in cutting-edge education in compulsory school have parents with tertiary education which is more than the national average.
- The principals and teachers describe the pupils as a heterogeneous group which, in several ways, looks like other pupils in the school.
- Pupils who began cutting edge education had better results in all national tests compared with the average for all pupils.
- Cutting edge education is designed in several ways. Pupils attend either an own class where they receive education in all subjects, or else they create a special group in the subject or subjects to which the cutting-edge education is oriented.
- The average number of pupils is 20-25 in school year 7.
- The evaluation indicates that the education is run with an increased tempo and depth and breadth of study.
- Six of eight education providers have reported that cutting-edge education has brought with it certain limited additional costs. This depends, among other things, on costs for changed organisational conditions, smaller groups, more education time, and that teachers have received time to coordinate and develop the cutting edge activity. Other things which make the education more expensive are educational material, that upper secondary school teachers have taken part in the cutting edge education, and the dissemination of information about cutting edge education.

347. Since autumn 2009 a pilot scheme has also been ongoing with nation wide recruitment scheme cutting edge education within upper secondary school. These are aimed at giving high performing pupils a possibility to study at a faster pace and combine upper secondary studies with university courses. The pilot scheme will run until 2024. Today there are 20 schools which offer cutting-edge education. To assess pupils

knowledge and proficiency in the subject or subjects that the cutting-edge education is oriented towards, tests and examinations are used for acceptance or as a basis for selection.

348. In connection with the upper secondary school reform in 2011, a vocational dance education for pupils with the goal of being dancers at an international level was established in upper secondary school. To have the right prerequisites to be accepted to and go through the vocational dancer education, there is a preparatory dancer education which consists of school years 4-9 in compulsory school. The purpose of a preparatory dance education is to offer pupils education and training for the technical proficiency and artistic expressive ability in dance. The pupils can be accepted from school year 4 from their acceptance tests, and there are tests thereafter in school year 7 for continued education. There is now a Governmental proposal for changes in the education (Government 2014c).

349. Finally, the Government has in August 2014 given the NAE the task to elaborate a support material for especially gifted and skilled pupils.

### *Starting over and dropping out*

350. Grade repetition is used less in Sweden than on average across OECD countries (OECD 2014a). Some 4 percent of Swedish pupils had repeated at least one grade during compulsory school compared with the OECD average of 12 percent. The use of grade repetition in Sweden has remained at the same level between 2003 and 2012.

351. There are still relatively many who do not complete upper secondary school (see chapter 2.6). The importance of previous efforts, paying attention to truancy and other absence, support from pupil health care and increased support to those newly arrived in Sweden are some of the areas which NAE emphasises as central in the work against pupils dropping out of school. The Government has given NAE an assignment about strengthened study and vocational orientation with the aim, among others, that pupils, to a greater extent, shall school chose study paths in upper secondary school which suit their interests instead of, for example, making the same choice as their friends. The workplace based learning and apprenticeship education have been strengthened (see chapter 2.1).

## **5.2 Organisation of student learning time**

### *Compulsory school*

352. A 15-year-old pupil in Sweden in a typical study programme receives 741 hours of intended instruction time per year, compared with 942 hours on average across OECD countries (OECD 2014a). Pupils in Sweden spend 182 minutes (3 hours and 2 minutes), on average, in regular mathematics lessons, less than the OECD average of 218 minutes (3 hours and 38 minutes). In Sweden, there is no statistically significant difference between the learning time offered in advantaged and disadvantaged schools.

353. The school year shall have at least 178 school days and at least 12 holiday days. Over and above school and holiday days there may also be, at the most, five study days for the staff. The school year shall begin in August and end in June. The days for the beginning of the autumn and spring terms start and finish are decided by the education providers.

354. The pupils' schoolwork shall be scheduled Monday-Friday and be as evenly distributed over these days as possible. The number of schooldays in a week may be limited to four for a pupil group in year 1 or 2 if there is special cause. The school day may be at the most eight hours or, in the two lowest school years, six hours per day. For the school year or for a shorter time there shall be a schedule for the education.

355. In compulsory school the total education time shall be at least 6785 hours over 9 years. How the hours are spent according to the subjects is shown below.

Art	230
Home and consumer studies	118
Physical education and health	500
Music	230
Crafts	330
Swedish or Swedish as a second language	1 490
English	480
Mathematics	1 020
Geography, history, religious education, social studies	885
Biology, physics, chemistry, technology	800
Modern languages	320
The pupil's choice	382
<b>Total guaranteed instruction hours</b>	<b>6 785</b>
Hence the school's choice	600

356. If the school so chooses, the number of hours in the timetable for one subject or for a group of subjects may be reduced by at the most, 20 percent. The number of education hours in Swedish, Swedish as a second language, mathematics and English may not be reduced as a result of the choice of the school.

357. The education provider is responsible for how the time for respective subjects shall be distributed over school years. The National Schools Inspectorate has criticised many compulsory schools because pupils do not receive the education time to which they have a right. The National Agency for Education has now been tasked with producing a proposal for division into levels for compulsory school, that is, a timetable which is divided into subjects in the school years 1-3, 4-6 and 7-9.

358. The Government has recently announced that it is going to propose that the number of hours of sports and health will increase by 100, i.e. 20 per cent (Government 2014a). More sports will lead to pupils moving more and this can contribute to better learning outcomes. Time is reduced accordingly for the pupil's choice, which then will correspond to 282 hours.

## Upper secondary school

359. The school year shall have at least 178 school days and at least 12 holiday days. Over and above school and holiday days there may also be, at the most, five study days for the staff. The school year shall begin in August and end in June. The days for the beginning of the autumn and spring terms start and finish are decided by the education providers.

360. The pupils' schoolwork shall be scheduled Monday-Friday and be as evenly distributed over these days as possible. School work shall be as evenly distributed over the school year as possible. When school work is located at a workplace outside the school, the working time which applies at the workplace shall be conformed to, unless the principal decides otherwise. For underage pupils who undergo education at a workplace, the stipulations which are issued by the Working Environment Authority regarding working time for minors, are applicable.

361. For the school year or for a shorter time there shall be a schedule which contains information about all lessons and teachers.

362. In upper secondary school the pupils on vocational programmes have the right to at least 2430 hours of education, and pupils on higher education preparatory programmes have the right to 2180 hours over three years. The scope of a subject or a course is given in upper secondary school credits, for example a course in Swedish covers 100 credits. It is thus not stated how many teaching hours which shall be allocated to a certain course and can vary due to adaptation to the pupil group and local needs.

363. It is the education provider that decides about the number of teaching hours for each course, each subject area, upper secondary school diploma project and upper secondary school for pupils with learning disabilities diploma project as well as how the distribution of education time over the school year shall be done. The Education provider has to follow up how the pupil has received their guaranteed education time. Both the Schools Inspectorate and the National Agency for Education's follow up shows that many pupils do not receive their guaranteed education time.

### ***5.3 Allocation of teacher resources to students***

#### *Class size and teacher-student ratios*

364. In Sweden in 2013/14, 921 000 pupils attended 5 680 compulsory schools. There are no official statistics about class size, but according to a special study by the National Agency for Education, every class had, on average, 19 pupils in that year (NAE 2014e). Looking at municipal groups, the average class size varied from at its lowest, 13 pupils to at its highest 22 pupils per class. There is also a difference in class size depending on education provider. In municipal schools there were 19 pupils per class while in independent schools there were 16 pupils per class.

365. Class size has, on average, increased by 2 pupils in compulsory school since 2008. Looking at school year 7-9, the class size is fairly unchanged over time, about 21 pupils per class, while class size has increased more in the lower school years. In school years 1-3 the class size has increased from about 15 pupils per class to 18.

366. Corresponding information does not exist for upper secondary school, where the spread is sizeable between programmes, education providers and geographic location, and where the situation in the classroom is better described through size of the education groups in the different courses than through class size.

### *Working time*

367. Normal working time for Swedish employees is approximately 2 000 hours, less holiday. The number of hours differs from year to year, depending on o which days certain holidays fall, and the length of annual holiday. Teachers have the same total working time per year as other employees. The average working time for teachers is, at present, excluding holiday, 1 767 hours. If this working time is considered localised to 194 days, a work week is on average 45.5 hours (SALAR 2010). That which can differ is how the total working time is distributed through the teacher having both regulated and unregulated working time. Unregulated working time means that the employee themselves is in command of their working time, on condition that the work is satisfactorily completed, and is also unregulated when it comes to how the time is distributed, the scope and, to some extent, the content.

368. Most municipally and many independently employed teachers have regulated working time of 1 360 hours per activity year (LR 2011). If the 1 360 hours are evenly distributed over the 194 days which teachers are in service, it is approximately seven hours per day and an average five day week encompasses thus approximately 35 hours. This is, however, only an average value and is not a contractual regulation.

### *Organisation of teachers' work*

369. The National Agency of Schools has investigated the compulsory school teachers' working day (NAE 2013i). There is no corresponding survey for teachers in upper secondary school. During an average working day, compulsory school teachers spend 9 hours and 40 minutes to work-related activities. This is the equivalent of 48 hours per week. Weekend work is not counted in this time. Most compulsory school teachers report that they work a further 1 to 2 hours over weekends.

370. After the work with carrying out teaching, 34 percent of the time, administrative and practical work-related to teaching, planning of education, assessment and documentation of pupils' development, as well as care and organisation, are the four working tasks which compulsory school teachers report are the most prominent in their professional working day. These each take up about 10 percent of the total. The remaining 20 percent of the compulsory school teachers' work goes to reflection and competence development, feedback, and recovery and revitalisation during the working day, moving around during working time as well as other work-related activities. On average, about 45 percent of compulsory school teachers' total time is used for work-related activities and for time with pupils.

371. Of the total time for work-related activities, reflection and competence development take approximately 7 percent, and time for recovery and revitalisation 5 percent. Movement takes approximately 1 percent of the time.

372. Feedback corresponds to, on average, 3 percent of compulsory school teachers' total time. One of four teachers spends time for feedback sometime during an average working day. By feedback is meant work with, among other things, development dialogues, grade dialogues, and dialogues about action plans.

373. Full-time, employed compulsory school teachers say that the most time, in total, is used for carrying out education. This reflects that to carry out teaching is the activity category which lays claim to the largest proportion of teachers' time for work-related activities. On average, about 3 hours and 20 minutes per day go to this work. But all compulsory school teachers do not teach all days. Just over nine of ten teach some time during an average working day. This activity category lays claim to about 3 hours and 30 minutes for the teachers who teach. Translated to a week this corresponds to 17 hours and 35 minutes. These results shall not be interpreted as compulsory school teachers having on average 17 hours and 35 minutes scheduled time for teaching per week, because a part of the scheduled time is used for care and organisation or practical and administrative work around the teaching.

374. The three activity categories of planning teaching, administrative and practical work around the teaching, and assessment and documentation of pupils' development take on average about 70 minutes per day each. On average just over 50 minutes of the day go to taking care of the pupils and organisation. Approximately 30 minutes a day go to reflection and competence development, other work-related activities, and recovery and revitalisation, respectively. That, for example, 38 minutes per day go to reflection and competence development does not mean that all teachers take 38 minutes for this every day, rather that it is the average teacher who spends that much time for reflection and competence development during an average working day. About a quarter of an hour a day is what full time compulsory school teachers spend on average on feedback. The least time is spent on movement, 6 minutes per day is used by compulsory school teachers on average for this. But the time for this is probably underestimated.

375. Some work tasks take significant time during the days in which they are carried out. Analysis shows that some work assignments that do not take so much time during the average working day, take up much more time during those working days in which compulsory school teachers report that they carry out just these tasks. This applies especially to the three activity categories feedback, reflection and competence development, as well as other work-related activities. During an average working day, a minority - three out of ten - full time working compulsory school teachers spend time on feedback. This work, however, lays claim to approximately one hour for just these teachers. This shall be compared with the fact that on average, 15 minutes goes to feedback during the average working day among full time working teachers. That feedback takes significantly more time than 15 minutes when development dialogues and grade dialogues etc. are carried out, often during certain periods of the term.

376. Other work-related activities clearly take more time among those who carry out this work than among all full-time working compulsory school teachers in general. Four out of ten full-time working compulsory school teachers spend time on other workrelated activities on an average working day. This activity category lays claim to about 80 minutes for these teachers. Among all full-time working teachers, other work-related tasks lay claim to about a half an hour during the average working day. This reflects the possibility that other work related activities, to a high degree, consist of different meetings (for example workplace meetings and union meeting) which teachers do not spend time doing every day but when they do it, it takes up a relatively large amount of time.

377. To receive information of how much time teachers spend on the activities together with pupils, the time for the following activities have been counted together: carrying out education without colleagues, carrying out education with colleagues, small discussions or supervision with one or more pupils about education, feedback of competence development to pupils or parents, creating working peace as well as care and creating order outside the classroom. When the time for these activities is counted together, the time with pupils then increases to 45 percent. The activity 'other work related activities' is not counted because the analysis shows that this kind of activities are mostly things which the teachers do during times when the pupils are not in school.

378. An average working day entails five of ten full-time working compulsory school teachers spending time on reflection and competence development. Among the full-time working teachers who state that they work with these, this activity lays claim to 80 minutes. This is approximately double compared with how it looks among all full-time working compulsory school teachers. This shows that this work is also concentrated to certain days. That five of ten compulsory school teachers during an average working day spend time on reflection and competence development can, in general, be considered a lot. The activity category consists, however, of three activities; partly sole reflection around the teaching and the teacher's task, partly reflection around the education and mission as a teacher with colleagues and taking part in organised competence development or continued professional development. In comparison, just 9 percent spend time participating in organised competence development and continued professional development

during an average workday, while approximately half spend time reflecting around teaching and the teacher's task. This causes the proportion of teachers who use the category reflection and competence development to be so large, when seen altogether.

379. Compulsory school teachers work alone in central parts of the exercise of their profession. This applies to both the planning and the carrying out of the education, as well as assessment and documentation (NAE 2014d). Studies show that between 20 and 40 percent of the work with assessment and documentation, planning of the teaching as well as reflection and competence development is done by the compulsory school teacher at home.

380. From the surveys which exist, it is clear that teachers experience that there has been deterioration over time when it comes to working situation and workload (SOU 2014:5). Teachers experience a very high workload today, and there has been a marked deterioration in the situation since the beginning of the 1990s. During the same period, studies indicate that teachers' influence over their own work has decreased. Causes which have been pointed out for the teachers increased working tasks over time are more work linked to documentation and to follow-up and evaluation of pupils' knowledge development. In other words, tasks which have come about mainly as a result of state initiatives and reforms.

381. Teachers especially highlight certain causes for the increased documentation requirements (SOU 2014:5). Firstly is stressed the large number of reforms which have been implemented in the school areas. Secondly, teachers consider that the control and checks over them have increased from principals and education providers as well as from the state. In the context is also named the increased demands from parents. The increased control and checks makes demands on documentation, and teachers state that they tend to document to cover their backs and not primarily to support the development of the pupils. In addition, the new Education Act's possibilities for appeal in certain respects and the Schools Inspectorate's supervision are named as contributing factors to the increased documentation requirements.

382. Swedish teachers work more hours in a week than their TALIS colleagues (NAE 2014k). They use a smaller proportion of time for teaching compared with the TALIS average and spend a relatively larger part of their time on administration.

383. The National Agency for Education considers (NAE 2013a) that a fundamental principle in the discussion about the teacher's professional working day should be that teachers should use their time for that which benefits the knowledge development of the pupils. For teachers to be able to carry out education of good quality it is required that they have time for the planning of the education and for the assessment of pupils' work. It also demands that they have time for analysis and documentation of pupils' knowledge development, as well as feedback about pupil development to the pupils and parents. There are strong indications that this is not the case. The National Agency for Education's national studies of how compulsory school teachers use their time (NAE 2013d) shows that teachers taught approximately as much as they were expected to do before the regulated teaching obligations fell away in 2000. At the same time as new tasks have come since then in the form of documentation, administration, contacts with parents, efforts for pupil health and psychosocial environment, there is nothing which indicates that earlier working tasks have disappeared or that new support functions have been established in school to any great extent.

384. The work tasks which teachers consider take time from teaching are the following (SOU 2014): written individual development plans, action plans, local pedagogical planning, work with national tests, dealing with absenteeism, leave applications, written contacts with parents, investigations of pupils, pedagogical mapping, special pupil matters, work with violation of personal integrity, incident reports, steps taken to deal with disturbances during teaching, minutes, mentor logs and drop outs and changes. According to teachers, the work earlier was mostly about teaching, while work nowadays is much more about documentation, follow-ups, meetings and instituting plans as well as giving parents written

information. The teachers especially emphasise certain causes for the increased documentation requirements. Firstly, the large number of reforms which have been implemented in the school area. Secondly, the teachers feel that the control and checks over them have increased from principals as well as education providers and the state. In the context is also mentioned the increased demands made by parents. The increased control and checks make demands for documentation, and the teachers stress that they tend to document to cover their backs and not to support the development of the pupils. In addition, the new Education Act's possibilities to appeal decisions in different respects, and the Schools Inspectorate's supervision as a contributing factor to the increased documentation requirements.

### *Professional development*

385. The responsibility for competence development lies with the education provider and the schools. In connection with TALIS (2014k), competence development was investigated among participating teachers. TALIS covers more than 30 countries. Below is a summary of the Swedish results.

- The proportion of Swedish teachers who state that they participate in competence development activities is lower than the TALIS average. In addition, the Swedish teachers who participate state that they spend fewer days than the average on these activities.
- Competence development is less common in independent schools than in municipal schools.
- Swedish teachers experience less effect from the competence development they receive, irrespective of type, compared with TALIS-countries.
- Swedish teachers state that they are in greatest need of competence development within assessment and grading or pupils within ICT (information and communication technology) as well as the teaching of pupils in need of special support.
- The causes of Swedish teachers not taking part in competence development to the extent they wish is that it clashes with the working schedule, as well as that the costs are high.
- In comparison with the TALIS-average, Swedish teachers answer to a smaller extent that they have taken part in some form of introduction or orientation at their first teaching job.
- Sweden has the worst results among TALIS countries when it comes to the proportion of principals who state that the mentor programme is accessible to all teachers at their school.

### *Career structure and compensation*

386. The career posts Senior Master and Senior Subject Teacher can make the teaching profession more attractive and ensure good teaching for the pupils. Through state financing, the monthly salary can be increased by approximately 5 000 SEK for a so called senior master, and by 10 000 SEK for a senior subject teacher. The reform is at the moment being followed up and analysed. The new reform applies to all school forms with the exception of preschool but the possibility of a career post within preschool is at the moment being investigated within the Government Offices.

387. The education providers create the career posts and decide themselves about the number of posts, how the posts look, appointment and salary. The Government's intention with these posts is that they should not be time-limited appointments and that they will include salary increases. A teacher with a career post shall chiefly work with teaching and tasks which are connected to teaching. This mainly means at

least 50 percent of the working time. In general it is the education provider who formulates the content of the post.

388. The requirements in order for the education provider to receive state funding for a senior master is that the teacher is registered and, through documentation, can show at least four years well-verified work with teaching within the framework of one or more employments within the school system. The teacher has shown an especially good ability to improve study results of the pupils and has a strong interest in developing the education. The teacher is assessed by the education provider to, in general, also be especially qualified for teaching and the tasks which accompany the teaching.

389. A senior master can, for example

- be responsible for the introduction of newly employed teachers,
- coach other teachers,
- initiate pedagogical dialogue,
- initiate and lead projects with the aim of improving the teaching,
- be responsible for diplomas at upper secondary school or within adult education,
- be responsible for student teachers being received in a good way when they are to carry out their placement studies (VFU) and
- be the responsible person for a subject.

390. A senior subject teacher is a registered teacher and has completed a degree at research level regarding subject didactics or a subject which can totally or mainly be referred to a teaching subject within the school system. The degree can also have been issued within the special need education area. A senior subject teacher has during at least four years' service as a teacher in the school system shown pedagogical skill (teachers who have taught at university or at a university college do not need to fulfil this requirement)

391. A senior subject teacher can, for example

- run interdisciplinary projects,
- run own research,
- supervise other teachers in questions connected to the specific subject,
- keep in contact with universities and university colleges and
- keep themselves updated about current research in the area and to spread the knowledge in staff meetings, and be the main responsible person for a subject.

392. For a senior master to be able to maintain and further develop their professionalism within a certain subject, it can be an advantage if they are given the opportunity within the framework of their employment to, for example, run research which benefits the teaching.

#### *Support staff in schools*

393. The Swedish school system is highly decentralised with a large degree of autonomy to municipalities or principal organisers of independent schools (see chapter 2.4). Therefore national information covering the education administration arrangements at different levels is not available (for example size, typical parts, background of staff, employment status, initiatives undertaken to develop capacities of education administrators). It is very rare that teachers have assistants.

### **5.4 Organisation of school leadership**

#### *School leadership arrangements*

394. School leadership arrangements are also described in chapter 4.7.

#### *Organisation of school leaders' work*

395. The principal's responsibility and authority has been clarified through the Education Act, which came into force in 2010. There it was made clear, among other things, that it is the principal who decides about their school's internal organisation, has responsibility for work with quality in the form of planning, follow-up and development of the activity and is directly responsible for the pupils' development towards the goals. The principal has also a big responsibility and the authority to make decisions and take measures when it comes to the pupils' security and study peace. It is clear also from the curricula for the different types of school, that the principal has responsibility for the activity's organisation, performance and results. Over and above the areas of responsibility with the pupils in focus, the principal also has a special responsibility to see that the staffs receives the competence development required for them to be able to, in a professional way, carry out their tasks. Furthermore, the principals have areas of responsibility which are allocated to the principals by the education providers but which are not regulated in the Education Act.

396. The principal's responsibility as leader of the pedagogical work at a school entails (The Swedish Association of School leaders and Directors of Education 2014a) the following.

- The principal steers the accessible resources so that they are utilised as strategically as possible with the aim of creating the best possible conditions for learning and teaching.
- The principal leads the learning through feeling responsibility for, and influencing the internal processes of the school with the aim of reaching increased goal fulfilment.
- The principal leads the organisation through clarifying the link between the daily activities in school, the pupils' results and the longterm goals in the curriculum and syllabi.

397. According to the Swedish Schools Inspectorate (2012b), 60 percent of principals wished for further support from the education provider. Most usual was that the principal would like help with administration. The principals state that the most time-intensive working tasks are the administrative tasks, and work related to pupil health. A difficulty for principals could be balancing between tasks which are steered by the state through statutes and other steering documents, and tasks which are steered from the education provider through, for example the organisational budget. Principals also requested better

working relationships, a reasonable workload in order to be able to be a pedagogical leader, a relief function, further education, leadership training and dialogue supervision, support in questions about the budget and premises, as well as relief to be able to do principal training.

398. Swedish principals do spend the most time of all countries (51 percent) on administration (NAE 2014k). Their tasks encompass work with staff matters, regulations, reports, the school budget, scheduling and class division, strategic planning, steering and leadership activities as well as answering questions from authorities on national, regional and municipal level. After administration, the principal spends, on average, 21 percent of their time on work with curricula and syllabi, as well as teaching related tasks and meetings, 11 percent on contact with parents and guardians, and 7 percent on contact with the local and regional community, companies and industry.

399. The Government has appointed a inquiry who will examine how the working situation for principals within the school system can be changed with the aim of creating conditions for improved pupil results in school (dir. 2014:58). The inquiry will map and analyse factors which influence the principal's responsibility and authority as well as the possibility to manage pedagogical leadership. Proposals as to how the principal's responsibility and authority can be strengthened and the pedagogical leadership improved shall be presented.

#### Developing leadership

400. The principal has a key position in the pedagogical development work. The pedagogical leadership must therefore be clear. This means that the principal must have knowledge and competence to interpret the task and translate that into the teaching as well as leading and steering the learning process. They must create understanding with the staff regarding the weight of making learning visible and for which links there are between the teacher's own teaching and the pupils' knowledge.

401. The school head programme is the state education for the position of principals, preschool heads and deputy principals, and shall give knowledge about the requirements in the legislation and the regulations which apply within the school and preschool. The education shall also develop and strengthen the principal's role as leader so that children and pupils receive the education to which they have a right. In their daily work they shall also be able to create conditions at both individual and operational level though initiating and leading the development process with the aim of maximising the pupils' learning and development. The principal programme is mandatory for principals employed after the 15th March 2010. The education shall be started as soon as possible after the principal has taken up the post and be completed within four years. The school leader programme is described in chapter 8.3.

402. The Head Teacher Boost is a further education with the aim of contributing to principals receiving knowledge and competence which increases the preconditions for carrying out leadership in relation to the teacher's teaching and the pupils' possibility to reach the national goals. Further education focuses therefore on pedagogical leadership within the knowledge areas steering and guidance. The target group is principals who have attended the state education for the position, or an older state school-leader education and who thereafter have worked for at least one year and been responsible for curriculum-steered activity.

403. Principals in Sweden report having completed strong leadership training, but compared with the TALIS average, they have less working experience both as principals and as teachers (NAE 2014k).

### *Career structure and compensation*

404. As with teachers' salaries, the principals' salaries are set by the education provider. The average salary for a principal is approximately 40 000 SEK per month (lönestatistik.se) The spread is, however, great between schools and across the country. Doctors and chief lawyers have salaries about 10 000 SEK higher per month. Because there is no career ladder for principals, changing workplace or going further with other working tasks at the education provider can be a way to increase the salary.

## **5.5 Teaching and learning environment within school**

### *Organisation of learning*

405. The National Agency for Education always works with different reference groups from schools. When the latest steering documents were established for the compulsory school, all municipal schools and most of the independent schools were, in principle, represented in the work in some way. The ambition for upper secondary school was to have a representative from every school there in the work, but this did not work as well. The implementation of the reforms has been perceived as very good. The National Agency for Education usually works this way even with the continued implementation of the reforms and also when the authority draws up support material and other support measures.

### *Evaluation and school development*

406. Every education provider, principal and preschool head has responsibility for systematically planning, following up and analysing the results in relation to the national goals, requirements and guidelines. These shall be the background material for investments so that the activity can develop, reach posted goals and improve results. Even that which is already successful shall be taken care of.

407. For quality work to be successful, it needs to be pursued systematically and continuously by the school leadership and staff. The work shall take place together with children, pupils and legal guardians. There must, therefore, be organisation and resources which facilitate quality work both for the education providers and at preschools and schools. The National Agency for Education therefore gives continuous support to education providers, preschools and schools to work with quality in the form of information, publications and other tools. Some of the support efforts which already exist are General Advice about Systematic Quality Work and the web based tool BRUK.

408. BRUK (Assessment, reflection, development, quality) is a tool for self-evaluation which The National Agency for Education has designed by working from the Education Act and the new curricula. BRUK is thought of as a tool for use in a working team and is a tool for collegial learning where one sees what one does, why and what it leads to, linked to the steering document. The tool can be used to start development processes or as a part in systematic quality work. BRUK is for all school forms. The tool builds directly upon the Education Act and the first overarching capital of the curricula, and is formulated as indicators and criteria to take a position on, and assess. This tool therefore, gives support in developing the education and teaching when it comes to systematic quality work, norms, values, and influence, as well as the knowledge, development and learning of the children and pupils. BRUK does not, on the other hand, handle individual subjects or subject development.

409. The education provider shall, as ultimately responsible for the carrying out of the education, have an own system which supports the operations of the preschools and schools so that a clearer and enduring development structure is created. The National Agency for Education therefore gives support in this work via the web. See further chapter 5.7.

### *Well-being and outreach to the school community*

410. The Education Act establishes that the school shall convey knowledge and values. The work with fundamental values shall be a part of the teaching. The school has the task of conveying knowledge about democracy, human rights and the equal value of all people. The school shall work further with questions about gender equality and the environment, and to work towards counteracting violation of personal integrity and discrimination. The school's fundamental values are described in the curricula. The steering document highlights the importance of working with the community and, for the upper secondary schools' part, even with universities and workplaces. In its regular supervision, the Schools Inspectorate makes an assessment as to whether the work with fundamental values corresponds to the goals and guidelines which exist in the curriculum.

411. Several surveys show that Swedish pupils are happy in school with their schoolmates as well as with their teachers (NAE 2014b). Even the sense of security, defined as not being badly treated by schoolmates, is remarkably good in Swedish schools when compared with pupils in other countries. The answer to the question about order and discipline in the schools - in terms of the absence of too much disorder - is varied and sometimes contradictory. Swedish principals and teachers give a more negative assessment compared with the international average. There are certainly some negative indications when it comes to the social school environment but many signs point to a comparatively good situation. This is something positive in itself and constitutes, insofar as it corresponds with realities, a type of 'school environment capital' to steward, even if the results of the knowledge test often do not follow indications about a good learning environment. It must, however, be mentioned that, at school level, and not least at class level, variations are, with absolute certainty, considerable.

412. The TALIS results show that Swedish teachers to a higher degree report disturbing noise in the classroom and that pupils only to a lesser degree contribute to the creation of a pleasant learning environment in the classroom. To give different assignments to pupils with different preconditions and to allow the pupils to practise similar tasks until everyone has learned can be strategies from the teacher's side to create structure for the pupils' learning in an otherwise disorderly classroom environment so that no one is left behind and so that all pupils reach further than the margin for a passing grade (NAE 2014k).

413. The NAE finds (NAE 2014k) that it is hopeful that teacher-pupil relationships are felt to be well-functioning in Swedish schools, but that order problems give an indication that schools must work actively with the intentions of the Education Act. That rules are not observed by pupils, that one as a pupil does not reflect over his or her own behaviour, for example that late arrive disturbs other pupils, can be an expression of the fact that school has become less important for the youth of today, maybe because they see many other paths to success in today's society.

### *Teacher collaboration and professional learning*

414. One of the main tracks in The National Agency for Education's work with running school development is to entrench the concept that teachers develop and improve their teaching. Teachers' knowledge, commitment, and the possibilities of good teaching are the most important success factors for a well-functioning school. The National Agency for Education shows, through different campaigns and efforts, how teachers can collaborate by solving problems and critically scrutinise each other's' work so that methods, assessment and grading is improved through the creation of systems. This is called collegial or professional learning and it is an advantage if teachers or preschool teachers can receive the support of people who do not work in the school. Professional learning has its roots in Learning Studies and Lesson Studies. The national further education efforts (so-called 'Boosts') within mathematics, natural sciences, technology, and reading and writing development, are all build on collegial learning.

415. For grading to be equivalent across the country, the school also needs to have networks where issues like grade questions can be discussed. The National Agency for Education encourages this as well as networking when it comes to the orientation period and the work of mentors.

416. Sweden places themselves lower than the TALIS average when it applies to principals' experience of whether there is a common view of teaching/learning at school, whether there is a mutual respect for colleagues' ideas and if there is a spirit of sharing successes with each other. Furthermore, Swedish teachers' pay less attention to each other's experiences compared with teachers on average in the TALIS countries. This could indicate a certain degree of resignation from the teachers' side in the face of the difficulties and lack of time they face on a daily basis in their work, especially if they lack guidance from the principal in pedagogical questions and do not feel appreciated by society (NAE 2014k).

417. The teaching profession in Sweden, to a large degree, is solitary work when it comes to planning and implementation of teaching as well as the analysis and documentation of pupils' development is worth paying attention to, both from a quality and from an equivalence perspective (NAE 2013d). Experience shows that there are great pedagogical advantages to teachers together analysing the arrangement and implementation of the teaching. The preconditions for equivalence in the school system are also influenced by teachers working together with their colleagues. Joint planning of the education from the steering documents increases the possibility of equivalence in the implementation of the education. The education providers and the principals must, therefore, prepare the possibility for the teachers to collaborate about the teaching. They must also see that teachers take part in such work.

418. On account of the above it is, naturally, important that teachers receive competence development adapted to their needs, and that the principal takes note of these needs. That which happens in the classroom is decisive for the pupils' learning. This puts focus on which conditions the teachers have to carry out their work, which strategies in the education have great potential and which development efforts on national and local level are needed to give lasting positive effects for quality in education. Education providers and schools must therefore create conditions for teachers to take responsibility for the professional content in the pedagogical exercise of a profession, through, for example, collegial learning.

419. It is, of course, important that teachers feel secure in assessing and grading, and a vital part of this is that newly graduated teachers receive the support of a mentor to which they have the right during the introduction period. Even here it is the education provider that creates preconditions.

420. But it is not just newly graduated teachers who need the possibility to discuss and reflect over individual development plans, development dialogues, assessment, grading and documentation, but the whole teaching staff. The collegial dialogue about assessment can, for example, be about the different functions of the assessment. The discussion about equivalence and rule of law can be about how the knowledge requirements are satisfied and practised, how the pupils are given the possibility to show their knowledge and abilities as well as how different backgrounds can be equivalently valued, comprehensively and objectively. It is, however, the education providers who must create preconditions for the principal to implement collegial learning

### ***5.6 Use of school facilities and materials***

421. How school premises look and are used varies from education provider to education provider. The municipal interest group, The Swedish Association of Local Authorities and Regions (SALAR), has issued a text about flexible premises which deals with the possibility of, in a simple way, changing premises so that they can be used as preschools for a number of years and later be used as a compulsory school for some years.

422. For individuals that apply to The Schools Inspectorate to be approved as education providers for independent schools, a prerequisite to be approved is that the school has suitable premises for their activity. Premises must be able to be used for schooling.

423. All pupils in compulsory school, compulsory education for pupils/children with intellectual disabilities, Special needs school, Sami school, upper secondary school and upper secondary school for pupils with learning disabilities, shall have access to a school library. In the Education Act it is explained that one usually considers the school library to be a 'common and ordered resource of media and information which is available to the pupils and teachers, and which is included in the school's pedagogical activities with the purpose of supporting pupils' learning'. This requires, according to the Swedish Schools Inspectorate, an organisational collaboration between a school and a public library in order that the requirement of access to the school library shall be considered fulfilled. It is not enough that the school and pupils visit a public library when necessary.

424. The Swedish Schools Inspectorate also assesses whether special halls such as laboratories, sports facilities and special venues for vocational training are suitable in relation to the requirements in the steering document. Similarly, equipment and teaching tools are checked regarding relevancy for the education. There are no requirements that schoolyards must exist but when municipalities build new schools, 'sufficient free space' must be allocated. Corresponding requirements about 'sufficient free space' do not exist for independent schools.

#### The Digitisation Commission 2014

425. The Digitisation Commission (2014:13) has stated the following: Access to technology is good in schools but the usage thereof is worse. It is clear that the use of IT in school in Sweden is at an average EU level in several areas. Curricula and syllabi have been clearer in the question about the significance of introducing a digital perspective and digital technology in the teaching, but corresponding formulations do not exist in the knowledge requirements.

426. Access to computers and other IT equipment has steadily improved. The National Agency for Education's mapping from 2013, which deals with the situation in 2012, shows that the number of computers has increased dramatically. Compared with 2008, when the previous measurement was done, the number of computers per pupil in compulsory school has almost doubled. There were, on average, 3.1 pupils per computer in the municipal compulsory schools, and 2.4 pupils per computer in independent compulsory schools. In the five percent of schools which had the lowest computer density in compulsory school in 2012, there were 11.5 pupils per computer compared with one computer per pupil in the five percent best equipped compulsory schools. Other surveys have shown that suburban municipalities to large cities have the best access while pupils in smaller suburbs and in rural areas have worst access to an own computer.

427. Computers are still mostly used to write, search for information and, to some extent, make presentations. Even if there is more advanced IT usage, it is still so limited that it does not show in the statistics. Just over 60 percent of the compulsory schools and 85 percent of upper secondary schools have an internetbased platform for cooperation between pupils and teachers. A large proportion of schools has, over and above digital course material and other pedagogical tools, some form of IT support for handling, planning, assessment and documentation of pupils knowledge development, pupil assignments, absence, as well as communication with pupils and parents. Teachers' state that it is very important that they have access to an IT system in order to, in an effective way, be able to carry out their work. But teachers also state that the systems need to be simplified, made more accessible and user-friendly.

428. Many teachers consider that they are in need of competence development within the IT area. About half of the teachers consider that they have a need for competence development within the areas of preventing violation of personal integrity on the internet, IT as a pedagogical tool, the handling of images, sound and film, safe use of the internet, as well as internet rights and legislation. Three of ten teachers state a need or great need of competence development in the question of basic computer skills such as opening and saving documents, dealing with files and working in different computer programmes.

429. There is, from and including autumn 2011, a common diploma goal for all teacher education which states that the student, after completed degree, shall 'show the ability to safely and critically use digital tools in the pedagogical activity and to respect the significance of the role of different media and the digital environment in this'. There is no breakdown which shows how different teacher educations at the different seats of higher learning organise their activities to reach this goal, but it is likely that possible elements such as IT didactics for teachers-to-be are referred to separate courses. The IT pedagogical or didactical competence is generally not especially big within higher education. The same seems to apply within the teacher training, even if there are variations.

430. Fewer compulsory schools had an IT plan in 2012 compared with four years earlier. In 2012, 51 percent of compulsory schools had an IT plan, while 62 percent had one in 2008. Among the compulsory schools which had an IT plan, it is most common that it contained a description of how IT should be integrated into the teaching and forms a pedagogical tool. Compared with municipal compulsory schools, independent compulsory schools included several areas in their IT plans. This applied particularly to the description of technical questions as well as how the school should work to promote internet ethics and prevent different forms of violation of personal integrity.

431. To be able to answer the question about the significance of digitisation for learning, it needs to be deepened. Digitisation can influence both directly and indirectly. With indirect influence it can happen that pupils become more motivated to work with school assignments, which turn can have a positive effect on the results. Another type of indirect influence can be that some skills, for example, reading and writing, are affected, which in its turn has positive effects in other respects and subjects. The success factor is thought to be the teacher's digital competence, the ability to lead the school work, integrate IT into the teaching and give the pupils clear but attainable challenges. Over a long time the advocates for increased IT usage in school have had difficulty in showing positive results on the pupils learning. Despite certain survey-related difficulties, a number of studies show statistically certified positive differences in the pupils' results as a result of the usage of IT in the learning process.

432. For the Swedish school's part, the following suggestions of changes have been presented:

- Revised steering documents with digital techniques.
- Digitally based national tests in compulsory and upper secondary school.
- Internet based education in compulsory and upper secondary school.
- Digital competence boost for teachers.
- Digital competence boost for school leaders.
- Clarifying the digital component in teacher training.
- Research, method development and effect measurement.
- Innovation project for future learning.

### *5.7 Organisation of education governance*

433. The Swedish school system is highly decentralised with a large degree of autonomy to the education providers (see chapter 2.4 and 2.5). Therefore national information covering the education administration arrangements at different levels is not available (for example size, typical parts, background of staff, employment status, initiatives undertaken to develop capacities of education administrators).

#### *Evaluation and assessment procedures*

434. School evaluation in Sweden has several components that were gradually developed over the past one or two decades. Feedback comes to schools from different sources, including self-evaluation activities performed by them. Both quantitative and qualitative feedback is available and it covers different aspects of school life and educational performance. The link between school evaluation and the evaluation of teachers and principals (teacher appraisal) is, however, weak partly due to the fact that the criteria for appraising teacher performance are vague and less developed both on national and sub-national level (OECD 2011).

435. School evaluation consists of four major pillars:

- Publicly available standardised data on pupil performance and other key areas based on statistics and national tests aggregated at school and municipal level (making comparison between schools and municipalities in several key areas possible).
- National and municipal school inspection (producing publicly available written reports and also direct oral feedback).
- Regular, systematic and also occasional school and municipal questionnaire-based surveys on client opinion and satisfaction (targeting mainly parents and pupils).
- Qualitative municipal and school self-evaluation and quality management processes (systematiskt kvalitetsarbete).

436. Using national inspection as a form of creating feedback for schools is a relatively new development in Sweden. This was established in 2003 as a new function of the National Agency for Education and strengthened in 2008 when the Schools Inspectorate was created as a new, separate agency. School inspection follows nationally established standards, focussing on results (norms, values and knowledge), activities (teaching, steering, management and quality work) and conditions (access to information and education, resources) in schools. These standards are still less developed than in those countries where inspection has longer traditions. Reports produced by the Inspectorate are publicly available online for each schools though the SIRIS system. Larger cities also operate school inspection, employing either full time inspectors or paying teachers or principals on a parttime basis. The feedback provided to the schools by the Inspectorate as a written report is very detailed and very specific. It contains tangible conclusions for each of the areas evaluated. That is, every school receives a number of specific evaluative messages telling them whether the “written goals and requirements are basically met” in the given examined area or whether “action is needed”. If action is needed, the school finds in the report a long and detailed written description of the specific problem found.

437. The responsibility for system evaluation rests with the National Agency for Education. The NAE has among other things the task of following up and evaluating preschools, school-age childcare, schools and adult education. The purpose of monitoring and evaluation is to make comparisons on a national and international level and thus provide the basis for decisions on actions at the national and local level. The NAE is to use national studies to increase the understanding of how the school sector develops in relation to national objectives and identify the causes of fluctuations in effectiveness between the various municipalities and schools. The NAE is also responsible for Sweden's participation in comparative international assessments of knowledge and other surveys. The purpose of the evaluation and analysis done by the NAE is to increase the understanding of how the system works in relation to the intentions and the underlying causes and relations effecting the attainment of goals. The overall aim is to uphold equity and the quality of the school system. The results of the evaluations are openly published in order to stimulate stakeholders on all levels to contribute to the improvement of the school. Results are also reported to the government in order to provide the basis for changes in governmental regulations relating to the school system. If an evaluation indicates deficiencies in one area, this might lead to the initiation of development efforts.

438. The Government has also established the Institute for Evaluation of Labour Market and Education Policy (IFAU), a research institute under the Swedish Ministry of Employment. IFAU's objective is to promote, support and carry out scientific evaluations. The assignment includes the effects of labour market policies, studies of the functioning of the labour market, the effects of education policies and the labour market effects of social insurance policies. Besides research, IFAU is disseminating knowledge of the activities of the institute through publications, seminars, courses, workshops, conferences and the IFAU website. IFAU is also influencing the collection of data and making data easily available to researchers, both in Sweden and abroad.

#### *Education administration arrangements*

439. According to the Education Act, a systematic quality management process shall be run both at education provider level and at school level (see also chapter 5.5). The purpose of this is to ensure the quality and equivalence with the starting point in the Education Act, curricula and other school statutes. The education provider shall, as ultimately responsible for the implementation of the education, also see that there are conditions in which to run quality management at school level. The taking of measures is also included in the work with the quality management process. If it is discovered that there are deficiencies in the activity, for example at follow-ups, through complaints or in another way, the education provider shall see that the necessary steps are taken

440. On the National Agency for Education website, there is an interactive tool for education providers. This is aimed at giving politicians responsible for these matters in the municipalities and boards for independent education providers, starting points, guidance and structure to shape the part of the quality management process which is to take place at education provider level. The support material presupposes that the National Agency for Education's general advice 'Quality Management Process for the School System' is accessible and that the content is known to the responsible parties at education provider level.

441. The role of qualitative self-evaluation processes is a particularly important component of the system of school evaluation in Sweden. Since the late 1990s, schools and municipalities have been obliged to produce yearly quality reports with the aim of "informing citizens and others about the performance of the municipal schools" (Swedish Ministry of Education and Research, 2010). This obligation was removed in 2010, but documented quality management remains a duty of schools and municipalities.

### *School support structures*

442. When it comes to school support structures this is less elaborate in Sweden in terms of advisory services, agencies to improve quality in education, or institutes to provide professional development to education practitioners. Their role of capacity building and technical leadership are underplayed in the education administration.

443. As can be seen above, the schools are supported partly through Swedish Schools Inspectorate follow-ups, partly through the National Agency for Education's development efforts, partly through state further education campaigns. The National Agency for Education's national school development efforts can be of different character and scope. Implementation efforts are a central part of the investment in national school development. A number of these affect several school types - for example General Advice about study and vocational guidance, Government grants for career posts or the development of education within natural sciences and technology. Other efforts are aimed towards a limited target group or a certain school form, for example the follow up of the pupils' establishment on the labour market, development of sfi, the preschool boost or assignments to develop the orientation programme vocational introduction. Further efforts can be aimed at and seen to be for certain education providers and schools which, on account of organisational or other reasons, require support - for example, guidance for teachers.

444. In addition to the above, The National Agency for Education is starting a series of seminars for education providers at the beginning of 2015. The aim of the dialogue-based meetings are that they shall contribute to strengthening the education providers in their work with following up and analysing knowledge results as well as taking steps which lead to improved knowledge results and increased equivalence in compulsory schools. The design of these meetings occurs in consultation with the Schools Inspectorate and from the point of view of selected education providers and interest groups. To begin with, the offer has gone out to 15 municipalities and 10 independent education providers to begin.

445. According to the experience of The National Agency for Education, there is a large difference between education providers as to how developed the quality management processes are. Many, mostly larger education providers, have come far in their work, while there are education providers who have maybe not even started their work yet. A recurring criticism in the Schools Inspectorate's scrutiny is that all too many education providers and principals fall short in their mapping of the strengths and weaknesses of the school. Many education providers work also under parallel expectations (NAE 2011a). On the one hand the municipality wants to steer in the form of key data in yearly goal and budget documents. On the other side the state steers with curricula and syllabi. There is a need to get these steering systems to go together.

## **5.8 Main challenges**

### *Time in the classroom needs to be better utilised*

446. A main challenge is that the time spent for education has to be use more efficiently. In order to do so, both structural changes and changes in attitude and behavior are required at all levels. The TALIS results (NAE 2014k) show that Sweden, together with Finland, is the country where, according to information from principals, late arrival and unauthorised absence among pupils occurs most often compared with the other countries in the survey. Even threats and insults among pupils is more widespread in Sweden compared with most other participant countries. Teachers report that disruptive behaviour during lessons is a problem in Sweden. Despite this, Swedish teaches do not spend more time keeping order in class than their colleagues in other countries. A possible explanation could be that Swedish teachers have a higher tolerance for differing behaviour among pupils. Another explanation could be that

teachers have resigned themselves to a situation with no peace at work, which in the end can influence pupils' possibility of good teaching.

*Teachers have too many other responsibilities besides teaching*

447. Another main concern is that teachers have too many other obligations besides teaching. For teachers to be able to carry out high quality teaching, they must have time for planning of lessons and for assessment of pupils' work. They must also have time to analyse and document pupils' knowledge development and provide feedback on pupils' development to both pupils and their parents. The agency's national study (NAE 2013a) of how compulsory school teachers use their time shows that teachers spend about as much time teaching as they were expected to before the regulated teaching load was abolished in 2000.

448. While new tasks have been added since then in the form of documentation, administration, contacts with parents, concerns for the pupils' health and psycho-social environment, there is nothing to suggest that the previous tasks have been removed, or that the school now offers new or more extensive support functions. As indicated above, Swedish teachers do not have any assistants.

*Well educated teachers are needed everywhere, and especially for the most challenging pupils*

449. Another main challenge is that the best teachers are not to be found where they are needed the most. The education providers have to ensure that the best teachers serve in the schools that need them the most. The Government has supported teachers in areas of alienation and marginalization with state funding, but it is crucial that each and every education provider takes its responsibility to provide the pupils that need extraordinary efforts with teachers that are able to meet their demands. This is especially important in times of mass immigration when the newly arrived and traumatised pupils need to become a part of the Swedish school system as quickly as possible. However, there are indications that some municipalities claims that they do not have the resources to receive more immigrants.

## **Chapter 6: Resource management**

### ***6.1 Capacity building for resource management***

450. The Swedish school system is highly decentralised with a large degree of autonomy to municipalities or school leader organisers of independent schools (for more detailed information, see chapter 2.4).

451. Due to this distribution of responsibilities there are no national formal programs or procedures, or support from regional agencies that guarantee expertise in the management of resources throughout the school system. Instead, self-evaluation by schools and municipalities is considered to be the compulsory mechanism for effective resource management.

452. The role of qualitative self-evaluation processes is understood to be an important component of the system of school evaluation in Sweden. The concept of quality management or quality development, as it is reflected in the quality model of the NAE, is embedded in a classic strategic management model focussing on four key questions: (1) “where are we?”, (2) “where do we want to go?”, (3) “how can we get there?”, (4) “how did we succeed?”. This is the complete strategic planning cycle which starts with a self-analysis and the analysis of the environment, continues with vision-making and strategic goal setting, then implementation planning and, later on, the evaluation of the results. Quality reporting is, in fact, only the last element of this process, its most important aim being to feed back into the four-stage strategic cycle. According to the NAE, the management model is well known at different levels in the education system. However, there are many education providers and schools that have difficulties with the self-analyses.

453. Furthermore, the national school leader programme has a focus on resource management (for general information about the programme see chapter 8.3). One of three main areas in the compulsory three-year school leader programme is goal and result steering and aims to give the principal/preschool head the knowledge required to lead the education in school/preschool in a goal and result-steered activity via a quality management process. Knowledge about the national goals as well as interpretation and follow-up of these is given special attention, as is the influence on pupil results and the learning process through follow-up and evaluation.

454. A recent initiative by SALAR, is a handbook for the municipalities on how to distribute and differentiate resources to schools based on their pupil composition. In part SALAR describes what one can do purely technically when one develops a socioeconomic allocation model. They also in part emphasise some things one should think about, for example to establish the model properly and to follow up what the model leads to.

### ***6.2 Monitoring of resource use***

455. Due to this distribution of responsibilities there is no regular, systematic national approach in place to monitor the use of resources at the different levels of the school system. The Government has, however, recently introduced a clarification in the Education Act that the municipality shall allocate resources within the school system according to the children's and pupils different preconditions and needs. The amendment came into force 1 July 2014 and applies preschool and school. The amended regulation can indirectly be seen as a signal to the Schools Inspectorate that it is important to scrutinise how the municipality allocates resources with focus on whether the education provider has a conscious and strategic resource allocation which takes into consideration the differences in the preconditions of the pupils.

456. The Schools Inspectorate has, in addition, received increased financing for scrutinising the financial situation of independent schools. During 2014 the Schools Inspectorate will receive 3.5 million SEK more from the state to be better able to scrutinise the economy. From and including 2015 they will receive seven million SEK more compared to 2013. The Schools Inspectorate will scrutinise the economy of independent schools, partly when someone applies to start a new school or to expand the activity in a school, and partly in connection with Schools Inspectorate doing supervision at a school.

457. In recent years, a number of national evaluations have been carried out by national agencies such as the NAE, the Swedish Agency for Public Management and the Schools Inspectorate. The National Agency for Education found in an interview study (2011) that the resource allocation from the municipal assembly to the council is standard according to the municipality's traditional prioritisation. The schools thus do not receive resources as a result of an analysis of the local preconditions and needs. For a more in-depth discussion see chapter 3.2.

### ***6.3 Transparency and reporting***

458. It is the National Agency for Education that is responsible for the statistics concerning all levels of schools. Statistics Sweden (SCB) gathers, on assignment from the NAE, statistics on preschool, leisure time centres, adult education and other pedagogical activities. The collection of information is regulated in The National Agency for Education's instruction on information-gathering from school governing bodies. This means that school governing bodies have information provider's obligation.

459. The education provider is obliged to leave information on income and costs for education, teaching materials, equipment and the school library, premises and stock, school mealtimes, pupil health care, and the sale of school places to the municipality. The information in the school statistics builds upon complete investigation with a register of schools in Sweden as a foundation. Before each new school year the register is updated via a complete collection of information. From and including school year 2012/13 the collection occurs per school unit (individual school) instead of as earlier, per school.

460. In 2013, the Government gave The National Agency for Education the task of building and administering a national information system for all schools. The system shall enable comparisons of different schools. Information shall be presented in an easily accessible format on a website as well as offering good search possibilities for the public. The system will be up and running 1 July 2015, but there is already a website where certain information is accessible, [valjaskola.se](http://valjaskola.se). The compulsory information system shall contain information from the official statistics, information from the Schools Inspectorate as well as information gathered via client surveys and reports from schools. On the other hand, there is no possibility of requesting economic information per school unit as this contradicts the allocation of responsibility between the state and the municipalities. Such provision of information is not consistent with municipal autonomy and risks undermining the Municipal Accounting Act.

461. Non-Governmental actors have recently launched a similar initiative. The website [grundskolekvalitet.se](http://grundskolekvalitet.se) is produced by SALAR, the Swedish Association of Independent Schools and the Confederation of Swedish Enterprise (Svenskt Näringsliv, see [Svenskt näringsliv in English](#)). The information shows statistics for all compulsory schools, for example, the proportion of pupils at the school that reaches the knowledge requirements in all subjects, the average merit value and pupils' performance on the national topic test. SALAR also publishes open comparisons of municipalities annually, where resources are a key indicator.

#### ***6.4 Incentives for the effective use of resources***

462. The Swedish school system has, during the 2000s, become more market-influenced, and because of this, it is market mechanisms which steer the prioritisations of the school when it comes to the use of resources. Irrespective of whether the education provider is municipal or independent, the presentation of the selection of educations has become more important. Many education providers and schools put many resources into marketing their educations. Comparisons presented in the form of ranking lists are more often used in marketing by the school. The National Agency for Education' study *Competition for pupils* (2010) shows that municipal schools today run more or less comprehensive marketing campaigns, even if the campaigns can be considered to lead to only marginal additional pupils. Good quality and satisfied pupils are perceived by principals in the study to be the most important factors for attracting more applicants. However, since 2011, the total costs for marketing upper secondary schools have decreased for two years in a row (Svd 2014).

463. According to the study, upper secondary schools invest considerable resources in marketing, even if the representatives state that they do not have high expectations that it will have an effect. Even schools who have high application pressure invest a lot in marketing. The interviews in the study mentioned above, indicate that there is a fear of losing pupils if the schools do not market themselves. At the same time they are doubtful as to the possibility of winning pupils through marketing. An important reason for schools participating in fairs, advertising and doing direct marketing is to attract pupils anyway. To get the pupils to visit the school at an open house is seen as a way of conveying a feeling for the school's more subtle values which otherwise would be difficult to get across.

#### ***6.5 Main challenges***

##### *Quality Management Process*

464. The Swedish Schools Inspectorate has, on several occasions, pointed out significant deficiencies in the schools' and education providers' quality management processes. In the Swedish Schools Inspectorate supervision 2010, 62 percent of compulsory schools and 55 percent of upper secondary schools were assessed to have deficiencies when it came to the principals' responsibility for the school results being regularly evaluated with the aim of improving the work of the school (Swedish Schools Inspectorate 2011). During 2012, half of all schools received criticism from the Schools Inspectorate for deficiencies in quality management processes. In most cases this was about a principal not following up and analysing the schools knowledge results and using the results to decide which measures need to be taken to a sufficient extent (Swedish Schools Inspectorate 2013). How can we support the education providers that do not have the capacity to build and entertain the system needed?

## Chapter 7: Quality and equity

### 7.1 Quality

#### *Performance of the education system*

465. General information and measures on the performance of the education system as a whole are presented in chapter 2.

#### *Standards*

466. Teaching methods and materials are not subject to central regulation. The individual teacher decides on the appropriate teaching methods, the selection of topics to be covered in the lessons (within the framework of the syllabus), and the choice of teaching materials. Under the terms of the Education Act and the curriculum, pupils should have an influence over the organisation of teaching and, as they get older and more mature, should be given increasing responsibility for their own work at school.

467. Teachers in Sweden report a somewhat different pattern of teaching practices than do teachers in other TALIS countries (NAE 2014k). They more seldom report checking pupils' exercise books or homework and less often refer to problems from everyday life or work to demonstrate why new knowledge is useful. On the other hand, they more often report giving different work to pupils who have difficulties learning or to those who can advance faster.

468. In Sweden, on average 44 percent of teachers make use of group work and 34 percent make use of ICT compared with TALIS countries where the percentages are 47 and 38 respectively. The teaching practice which a large proportion of Swedish teachers state that they usually compare with the average, are projects which require at least a week to complete (41 percent). The TALIS average is 27 percent. The most common in Sweden is that the teacher summarises the teaching that he or she has recently carried out, followed by the teacher allowing the pupils to practice similar tasks until all pupils have understood the subject as well as the teacher giving different tasks to different pupils according to the above.

469. According to the Education Act, compulsory school activities may encompass at the most 190 days per school year and eight hours per day or, in the two lowest school years, six hours per day. Such activities may not be scheduled on Saturdays, Sundays or other holidays. A school week is organised differently from school to school. Some schools have classes between 8am to 4pm, while other schools have shorter days. Some schools arrange their timetable so that pupils never have free periods and other schools schedule extra time during the day or after the school for study help. A number of schools schedule themed study with longer cohesive periods, for example during a morning, while most schools have 60 minute periods with many subjects every day, mostly in secondary and upper secondary school. Younger pupils have shorter days which are combined with leisure time centres.

470. Homework is not regulated in the school steering documents, but it is well-known to be common. NAE considers it important for the school to work systematically and in a well-thought out manner to develop the education in a general way, and that one must, in this systematic, quality work, take into consideration the possible ways in which one could use homework. In the Education Act it states that compulsory school activities may encompass at the most 190 days per school year and eight hours per day or, in the two lowest school years, six hours per day. Such activities may not be scheduled on Saturdays, Sundays or other holidays. In this way, the legislation enshrines the pupils' right to free time. In many schools where there has been a discussion, there are common guidelines to ensure that the amount of homework given to pupils is reasonable and it is also usual that schools follow locally decided rules not to give homework from Friday to Monday or during school holidays.

471. In the National Agency for Education's General Advice for the planning and carrying out of education, it is highlighted that teachers should coordinate the planning of the education with other teachers so that the workload for the pupils is reasonable. In this way teachers can plan so that homework, tests and assignments are evenly distributed over the term. This is often highlighted as a demand by stressed secondary and upper secondary pupils who are witness to the fact that teachers do not always have the overview required to adapt their own homework practice to the pupils' entire workload.

472. The Government has presented a new proposal so that all pupils shall have better possibilities to reach the knowledge goals (Government 2014). The Government will introduce an obligation for the school education provider to offer homework help for, above all, the pupils who risk not reaching the knowledge requirements. This should be mandatory for all school education providers. In the Budget Bill for 2014 the Government proposed time-limited investment in homework help. This campaign was in the form of a voluntary state subsidy to school education providers and a support to non-profit homework help associations with focus on pupils in school years 6-9. To this end, a total of 72 million SEK and 8 million SEK respectively were proposed for the period 2014-2017. In the Spring Fiscal Policy Bill the Government aims to notify of a proposal that 400 million SEK annually from and including 2015 shall be used for mandatory homework help in schools. The focus should be on school year 4-9 in compulsory school. The Government will look over how the obligation shall be modelled so that the school for example does not receive reduced incentive to put in special support during regular education.

473. Measures of quality and the organisation of school are described earlier in the report (chapters 2.5, 2.7, 5.2 and 5.7).

474. General information of class size etc. is presented in chapter 5.3.

475. General information on student learning objectives is described in chapter 2.3.

#### *Teaching processes and strategies*

476. The teaching process and strategies are described in chapters 4.8 and 5.

#### *Assessment*

477. The general approach to pupil assessment is that the assessment should be an ongoing process – formative assessment plays an important role in the Swedish school system. Teachers are also to continually inform the pupil about his or her progress. Thus, when the pupil receives his or her first grades, the results should not come as a surprise but as a confirmation of the ongoing dialogue between the teacher, the pupil and his or her care provider. The teacher should also have a continuous dialogue with his or her colleagues regarding the performance of the pupils. Furthermore, the teacher is supported in the task of assessment by results from the national tests. Only a registered teacher has the right to give grades.

478. Assessment of pupil results is meaningful for their future development. The assessment shall be fair and multi-faceted, and the pupil shall be involved in their own assessment (OECD 2013b). Similarly, it is important that the teacher can give formative as well as summative assessments. Teachers in Sweden feel a great need to receive competence development in assessment and grading (NAE 2014k). The TALIS survey posted questions about how often teachers use different types of assessment methods in the specific education groups. The most common assessment method over all countries was that the teacher observes the pupils when they work with a special assignment and give immediate feedback (80 percent). This method is also common in Sweden (74 percent). The next most common method of assessment in all TALIS countries including Sweden was that the teacher develops and uses their own proficiency test (68 percent and 58 percent respectively). It can be generally stated that formative assessment of pupils appears more among TALIS teachers than summative assessment but that both types are used.

### *Development dialogue and the individual development plan in compulsory school*

479. At least once per term the pupil, the pupil's legal guardian and the teacher shall have a development dialogue. The teacher will draw up a written individual development plan (IUP) once a year for the pupils who do not receive grades. The development dialogue shall regard the pupils knowledge development and social development in relation to the curriculum, syllabi and knowledge requirements.

480. The written individual development plan contains both the assessment and future planning. Written individual development plans will only be drawn up once a year in the school years which do not have grading. The future planning means that the teacher summarises and describes which efforts will be made by the school as well as what the pupil and the guardian can do for the pupil to develop as far as possible. As support for the teacher's work with the written individual development plan, there is support material which contains assessment forms such as a standard form for future planning. There is also general advice for the development dialogue and the written individual development plan.

481. Written individual development plans apply for school year 1-5 in compulsory school, compulsory education for pupils/children with intellectual disabilities, Sami school, as well as school years 1-6 in Special needs school. They shall also be drawn up once a year for pupils in school years 6-9 in compulsory education for pupils/children with intellectual disabilities in those cases where grades have not been set. The same applies for pupils in school years 7-10 in Special needs school who are studying according to the syllabi of compulsory education for pupils/children with intellectual disabilities.

### *Pupil assessment*

482. The pupil assessment in compulsory school takes place through end-of-semester reports at the conclusion of the autumn and spring semesters of years 6, 7, 8 and 9. Certificates are issued when a subject is completed or when the period of compulsory attendance expires.

483. In upper secondary school, grading occurs after every completed course and in the upper secondary school diploma project, and if the pupil has sufficient grades, the upper secondary school diploma is issued when the pupil has been graded in all the courses which are included in the education. A pupil will receive an upper secondary diploma when he or she has completed a national programme and has received grades for all courses. The pupil also must have completed the upper secondary diploma project which is included in the pupil's individual study plan. This requires that the pupil have passing grades in most of the courses as well as the diploma project.

484. The knowledge of each pupil shall be evaluated and graded from the knowledge requirement. It is not just the knowledge the pupil receives through education in school which shall be observed. The teacher shall, according to the curricula, take advantage of all accessible information about the pupil's proficiency in relation to the national knowledge requirements when setting grades, as well as make an all-round assessment of the proficiency the pupil shows.

485. Grading shall take place when teaching time ends and the course or subject has finished. In normal cases it is in the end of a term but can, in upper secondary school, happen on an ongoing basis depending on when the courses are scheduled during the school year. The decision on grades shall be noted in the grade record. The teacher or teachers who are responsible for education at the time of the grading will decide the grade. The principal is responsible for seeing that there is a teacher who can do this.

486. The teacher shall, prior to the grading, do an all-round assessment of the pupil's proficiency in relation to the knowledge requirements. It is the knowledge the pupil has at the time of grading which will be graded. The pupil can, however, not show all their proficiency just then and the teacher should therefore

continually document the pupil's proficiency and knowledge. Through this the teacher will obtain a basis for observing the abilities the pupil has previously shown.

487. In the end of term report in compulsory school, the assessment of the pupil's knowledge shall be done regarding the parts of the knowledge requirements which apply to that which the education has covered during the current term. This can mean that some parts of the knowledge requirements are not taken into the assessment in, for example, school years 7 and 8. At the end of school year 6 and 9 the pupil's knowledge is judged against the knowledge requirement in school years 6 and 9. The pupil's proficiency shall be tested against the entire grading scale at every grading opportunity. This means that the highest grade should be possible to receive even during the first term report in school year 6.

488. The knowledge requirements are intended to be used for assessment and grading at the end of the course or the term. How the teacher uses grade scales in other situations than for grading, for example for single tests and presentations, is not regulated.

489. It is important that the teacher, during the grading of a subject or a course, does not just put together the results of all the graded tests and assignments in order to obtain an average. If the teacher during grading also adds in results from previous tests, it is important to be aware that the pupil, after the test occasion could have acquired knowledge he or she did not have the pre-requisites to show earlier.

### *Grades*

490. Only registered teachers may set grades. The Education Act states that if the teacher is not registered, the decision shall be taken together with a teacher who is registered. If they cannot agree, the decision shall be taken by the registered teacher on condition that he or she is accredited to teach in the subject to which the grade relates. In other cases, the grade shall be set by the principal.

491. Grades are set using a national grading scale of six grades. Grades awarded are A, B, C, D, E and F, where A-E are passing grades and F is a fail. The grade should express to what extent the pupil has met the knowledge requirements stated for each subject and course. Knowledge requirements exist for all subjects at compulsory school and all courses at upper secondary school. The knowledge requirements outline what is necessary for acceptable knowledge, and for the different grades. Should pupil absence mean there is not enough information to assess a pupil's knowledge in one subject or course, no grade will be given in that subject or course. This will be marked with a dash (-) in the educational record. Grade F and dashes will not be used in compulsory school, and nor for upper secondary school for pupils with learning disabilities or education for adults with learning disabilities.

492. If a pupil risks failing to attain the lowest grade, E, it is the school's duty to investigate whether the pupil needs special support to attain E.

493. Pre-established national knowledge requirements exist for acceptable knowledge for year 3 in compulsory school. In the school years and courses where grades are awarded, pre-established knowledge requirements have been set for grades A, C and E. Grade D shall be awarded when a pupil has met all the pre-established requirements for grade E and the majority of pre-established knowledge requirements for grade C. Grade B shall be awarded when the pupil has met all pre-established requirements for grade C and the majority of pre-established requirements for grade A.

494. Grades B and D are established based on the pre-established knowledge requirements for the grade above and below. The grading criteria for grades B and D can be different between pupils. One pupil may meet certain pre-established knowledge requirements for the higher grade, whereas another pupil fulfils other parts. Both pupils can therefore be considered to have attained the majority of the knowledge requirements for the higher pre-established grade (i.e., C or A) and are therefore eligible for the higher

grade. As this 'majority of requirements' are different from pupil to pupil, these knowledge requirements cannot be defined on national or local level.

495. When evaluating 'the majority of requirements' the teacher carries out a comprehensive evaluation of the knowledge shown by the pupil. This is compared with the higher pre-established knowledge requirements. When doing such a comparison, the teacher should identify which parts of the pre-established knowledge requirements have been met by the pupil, and support this assessment using the aims and central content of the curriculum, to decide whether these constitute a 'majority' of the requirements.

496. A number of key terms are used in the knowledge requirements and can be found in many of the subjects. To a great extent, these words take their meaning from the context in which they are used and it is therefore not possible to provide any general definitions. The Swedish National Agency for Education has produced commentary material for the knowledge requirements for compulsory school subjects. These provide a broader, deeper understanding of how the knowledge requirements are constructed. They are based on authentic evaluations of pupil materials from active teachers and describe ways in which a teacher can identify the evaluation aspects based on the key terms.

#### *National tests*

497. National tests are aimed at supporting an equivalent assessment and grading in compulsory and upper secondary school. In compulsory school, Sami school and Special needs school, the national tests are called subject tests and in upper secondary school they are called course tests. The national tests can also contribute to giving a background for an analysis of to which extent the knowledge requirements are fulfilled at school level, at education provider level and at national level. The national tests are carried out in the subjects mentioned below in school years 3, 6 and 9 in compulsory school and courses at upper secondary school.

498. Subject test in school year 3 carried out in the subjects Swedish and Swedish as a second language as well as mathematics.

499. Subject test in school year 6 carried out in the subjects Swedish, Swedish as a second language, mathematics, English, biology, physics or chemistry, geography, history, and religious studies or social sciences.

500. The national tests in school year 9 are carried out in the subjects Swedish and Swedish as a second language, mathematics, English, biology, physics or chemistry, geography, and history, religious studies or social science.

501. National course test are carried out in the subjects English, mathematics, Swedish and Swedish as a second language at upper secondary school level. Which course tests are compulsory depends on which programme the pupil is registered for.

502. The national tests can contribute to concretising the course syllabi and subject syllabi and thereby support increased goal achievement for the pupils. The national tests are not diploma tests, but shall be a part of the teachers collected information about a pupil's proficiency. It is the Government that decides in which subjects, school years and school types the national test shall be carried out. The national tests have, above else, a summative function. This means that they shall function as a coordination point at the end of a school year or a course, and show which qualities the pupil has in their subjects/courses in which the tests have been carried out.

503. The tests can even be used as a part in the assessment of learning which is a part of the education. The test results give good information about which proficiencies show strengths and which proficiencies the pupil needs to develop further through education. In this way the tests also serve a formative function. The tests can, in addition, give a picture of how the education has functioned, which in its turn can give information about how the education can be developed.

504. The National Agency for Education works continually with developing assessment support material in for form of mapping and diagnostic material, test and individual assignments with accompanying assessment directions and discussion material. There is also general support material around assessment and grading.

505. Today, the teachers are encouraged to correct the national tests together in collaborative work. However, the Government has set up an inquiry to investigate how the national tests can be digitised and how a central correction of tests can be organised.

#### *Upper Secondary Diploma Project*

506. On all vocational programmes and higher education preparatory programmes within upper secondary school, the pupils shall carry out an upper secondary diploma project. In order for a pupil to receive an upper secondary school diploma, he or she must have studied a complete or expanded upper secondary school programme, been graded in all courses which are included in the education, received sufficiently good grades to fulfil the diploma requirements for the programme, and in addition have completed an approved upper secondary school diploma project. It is with the upper secondary school diploma project that the pupil combines their studies on the programme and shows that he or she is prepared for working life or university studies. Teachers and principals therefore need to plan and prepare the pupils for this early on in the education.

507. The upper secondary school diploma project is an assignment for 100 upper secondary school credits and is thought of as proof that the pupil is prepared for higher education studies or for work within a certain vocational area. The goal of the upper secondary school project is laid out in the diploma objectives.

508. The upper secondary school diploma project can be carried out as workplace based learning, or APL. In this case it shall take place in addition to the mandatory 15 weeks of APL which has to take place in the upper secondary school's national vocational programme. The goal for the upper secondary school diploma project differs between vocational programmes and the higher education preparatory programmes. On the vocational programmes the upper secondary school diploma project shall show that the pupil is prepared for the vocational area which applies for the chosen vocational outcome. On the higher education preparatory programmes the upper secondary school diploma project shall show that the pupil is prepared for university studies mainly in the subject area for which the programme educates.

509. On the upper secondary school diploma project, the pupil can receive a grade E or F, where E means pass and F means fail. Before the teacher can set the grade, a co-examiner with experience of the knowledge/vocational area which the project covers shall express an opinion on the work. If the project has entirely or partly been carried out as workplace based learning, the supervisor shall be the co-examiner. If the teacher is not registered the decision shall be taken together with a teacher who is registered. Teachers in vocational subjects who are employed without time limits are exempt from the registration requirement.

### *Completion and transitions*

510. The Education Act puts demands on study and vocational guidance (SYV). Pupils in all types of schools with the exception of preschool and the preschool class shall have access to staff with such competence that the pupils' need of guidance may be accommodated. SYV encompasses information, advice, guidance and career management, and shall be seen as a central part of lifelong learning. SYV is also a tool to reduce non-completion of studies and to achieve better balance between supply and demand on the labour market.

511. There is a growing need of help for people to handle transitions between different educations as well as the transition between education and the labour market. In this is included that they should be able to assimilate large amounts of information and to critically scrutinise the marketing that occurs of different educations. Guidance shall be given at personal meetings or in web or telephone based forms and can even include self-service.

512. The National Agency for Education supports schools in the work with SYV and also cooperates with the Public Employment service. The National Agency for Education has, among other things, issued general advice. General advice also helps schools to work with attendance and absence.

513. The principal should see that there are procedures in place for how reporting absence should be done. If a pupil is absent from school without proper cause, the principal shall see that the legal guardian receives information about it the same day. Depending on the pupil's age, maturity and other circumstances, the school can need to contact the legal guardian as soon as possible. The rules also apply to pupils in voluntary school forms such as upper secondary school and upper secondary school for pupils with learning disabilities.

514. The legal guardians have responsibility for the child until their school day begins. But if the child does not come to school, there can be a reason for school to act as quickly as possible. The pupil's age, maturity and other circumstances shall be taken into account in the assessment.

515. If a pupil is not at school and the legal guardian has not reported any reason for it, the school shall examine why the pupil is not there. Depending on the pupil's age, maturity and other circumstances, the school can need to contact the legal guardian as soon as possible. The purpose here is, first and foremost to see that nothing has happened to the pupil.

516. If there are special reasons for the absence, the legal guardian does not need to be informed the same day. Such cause could be that the absenteeism applies to the last lesson of the school day or if the lesson takes place somewhere else and the school does not have time to collect information about the absence.

517. The principal can give approval to a pupil for a shorter absence. If there is reasonable cause, longer absence may be approved. Circumstances which can be a basis for this are:

- the length of the absence,
- the pupil's study situation,
- the possibility to, in different ways, compensate the lost education as well as
- how important the leave time is for the pupil.

518. It is the principal who shall decide about the leave of absence. The principal may task someone else to take the decision about leave up to ten days in length.

## 7.2 Equity

519. The composition of the pupil body and reported differences in performance between certain groups of pupils are described in chapter 2.1 and chapter 2.6.

520. General information on Compulsory Education for Pupils with Intellectual Disabilities, Special School for Pupils with Impaired Hearing, Blindness and/or with Severe Speech and Language Disabilities and Upper secondary school for individuals with learning disabilities are presented in chapter 2.1. Ability grouping is described in chapter 5.1.

521. See chapter 2.7 for information on policy approaches to equity in education (programmes that are in place for specific groups of pupils and support disadvantaged schools).

522. According to the Swedish Education Act, all pupils should be provided with support and stimulation, so that they can develop to the best of their abilities, regardless of their background or the school they attend. Analyses by the NAE show significantly increasing school differences in terms of pupil performance and also in terms of pupil composition according to family background. Differences between schools are not the only important factor for equity, but the NAE believes that the increase in differences between schools constitutes a serious risk to the equity of the Swedish school system.

523. The NAE uses two data sources for analysing school differences over time. One source is census data from national registers, containing grades (from year 9) for all pupils and all schools in the country as well as information on their socioeconomic background (parental education, migrant background). The other source is the PISA-survey, examining 15 year old pupils' performance in reading, mathematics and science, and contains self-reported data on pupils' socioeconomic background. The PISA survey is, unlike the grades, designed to assess pupil performance over time. However, PISA is not optimal when it comes to reliably measuring differences between schools. This is due to the fact that PISA is based on a survey where there are about 200 schools in each cycle and there is a maximum of 30 pupils per school taking the test and answering the questionnaire. The main weakness compared to data from national registers is however that the information on parent's educational level is reported by the pupils. Therefore, analyses based on grades and background-information from national registers are more reliable when studying differences between schools over time.

524. The between-school variation, the measure used to describe how much the average performance differs between schools, has, according to grades, doubled during the years 1998-2011, from 9 percent to 18 percent. There has also been an increase in school segregation in terms of pupil composition regarding socioeconomic background and migration background and probably also an increased sorting of pupils in regard to more subtle variables such as pupils' motivation to learn as well as parental support. Research gives the same picture: differences between schools as well as school-segregation has increased and an important factor in explaining this phenomenon is most likely the introduction of increased schoolchoice (Böhlmark & Holmlund 2011; Fredriksson & Vlachos 2011; Östh, Andersson, & Malmberg 2013).

525. The PISA-survey gives mainly the same picture as data from national registers when it comes to increasing performance differences between schools. PISA 2009 showed a sharp increase in between-school variation between 2000 and 2009 in all investigated subjects. On the other hand, PISA 2012 shows no statistically significant increase in between-school variation in mathematics between 2003 and 2012. However, between-school variation in reading and science has continued to increase. The PISA-survey shows, unlike data from national registers, no significant increase in school segregation in terms of SES. One important explanation for the difference in results from PISA compared to analyses of data from national registers is the statistical uncertainty that comes with a survey, which is not the case in a study

based on all pupils and schools. This is essential to bear in mind when analysing differences in performance between schools and school segregation.

526. The PISA-survey shows that Sweden and other Nordic countries have among the smallest between school variations in performance, in comparison to other countries. But this comparison is not completely fair since Nordic 15-year olds still attend compulsory school, while 15-year olds in many other countries have already moved on to upper secondary schools and VET education which is likely to lead to larger between school variation. No accurate international comparison of differences between lower secondary schools is available. The important conclusion is that analyses of data from national registers, including all pupils and schools, show a sharp increase in differences between schools in Sweden, and that this constitutes a risk of reduced equity.

### **7.3 Main challenges**

#### *Increasing differences between schools*

527. The school should strive to compensate for the different backgrounds of various pupils, but it has not managed to give the pupils sufficient support in their development. Both the NAE (2013) and the Schools inspectorate (2013) have recurrently noted shortcomings in equity and quality differences between schools. In the NAE report *Equality in the Swedish Compulsory School?* (2012) the agency finds that the deviation in the pupils' performance has increased and there is still a strong connection between socioeconomic background and how pupils succeed in school. A related concern is to which extent the possibility to choose school contributes to segregation. The report presents that over the last two decades the differences among the average performances in various compulsory schools have doubled, while being originally small from an international perspective. Only a proportion of the increased difference in results between schools can be explained by increased school segregation with regard to the socioeconomic composition of pupils. On the other hand, the schools seem to be becoming increasingly different with respect to such qualities as pupils' motivation to study. Peer effects and teachers' expectations can be expected to increase the differences between schools, which means that it has become increasingly important which school a pupil attends. The NAE believes that the equity level has deteriorated (NAE 2013).

528. The Agency for Education sees the school choice and the school market as a true dilemma, despite to which extent the school choice has contributed to the increased differences between schools. Each individual pupil and their parents now have increased possibility to choose the school they believe is the best for the child, and there are plenty of schools to choose from. At the same time the choice of school implies an action which can negatively affect pupils whose parents do not make an active choice. As far as society is concerned, the choice of schools can contribute to the schools reviewing their operation to increase quality, but it can also weaken preconditions necessary to provide each pupil with equal education. The increased differences in performance by schools call for strong measures at national and municipal level in order to maintain equity in the school system.

529. Another equity-related challenge is the narrowing trend towards a geographical clustering of education in combination with smaller pupil cohorts in upper secondary schools brings with it increased differences in options and practical possibilities of choice for pupils. Against the background of continuing development, The Swedish National Agency for Education sees a need of stronger regional cooperation between municipal as well as independent education providers to plan and adjust a selection of educations which gives all pupils the possibility of a broad selection of programmes and orientations. In the Government's continuing work with distance learning, it is important to take into consideration the pupils'

right to equal education regardless of where in the country they live. How can we keep the school choice and at the same time increase equity between schools?

## **Chapter 8: The school work force**

### ***8.1 Main characteristics of the school workforce***

530. Profile, numbers, educational background, distribution across different levels, the working conditions are described in chapter 4.6 and the principals in chapter 4.7.

531. How principals see their work, their salaries in relation to other groups and their background, is described in chapter 5.4

### ***8.2 Teachers***

#### *Status and attractiveness of the profession*

532. In several different respects, the status of the teaching profession has fallen since the beginning of the 1990s (SOU 2014:5). The education providers and especially the municipalities (because they are the largest employer for teachers) can, according to the inquiry, be held responsible for some parts of this development, that the number of senior subject teachers has dropped, that teacher salaries have not been prioritised and that the number of unqualified teachers has increased. Even if an austere economic situation and lack of qualified teachers are legitimate reasons for the education providers' actions, the tendencies can be seen as an expression of the teacher profession being devalued both by the municipal education providers and the independent education providers. Through the worsening salary development for teachers and the resulting low attractiveness of the teaching profession, the municipalities have also contributed to the fact that the interest in applying to Teacher Training Education has declined.

533. The Government has, however, taken a number of steps to be able to develop the teaching profession:

- New teacher education, higher requirements for basic qualification to teacher education, accreditation rules for student teachers, registration of teachers, and introduction periods for new teachers. Training schools for student teachers' placement studies. Some subject teachers receive a tax-free degree bonus of 25 000 SEK per subject, with a ceiling of 75 000 SEK. The education for special needs teachers has been reintroduced and increased by 3 000 places.
- More and alternative ways to become a teacher, and further education of teachers already working, for example, the Teacher Boost.
- The establishment of career posts for teachers and the reintroduction of senior subject teachers to make the profession more attractive and ensure good teaching. Through Government grants, the monthly salary can be increased by approximately 5 000 SEK for a so-called senior master and 10 000 SEK for a senior subject teacher. The reform is now being followed up and analysed. The possibility of career posts within the preschool is now being investigated.
- Comprehensive national development efforts for teachers within mathematics, natural sciences, technology as well as reading and writing development, the so-called Boost. Teaching time in mathematics in compulsory school has been increased by 120 hours from the autumn term 2013.

- Government grants have been introduced to stimulate the schools to organise homework help and summer school, mainly for pupils in school years 6-9, and for the pupils who are at risk of not reaching the knowledge goals.
- Government grants for increased teaching time in Swedish for newly arrived pupils. The education shall strengthen pupils' abilities in the Swedish language. The National Agency for Education has been tasked with preparing mapping and assessment material of pupils' knowledge.
- Government grants for senior masters and senior subject teachers have been increased to so that exclusion areas stated in the regulation can direct a greater proportion of the resources to where they are best needed.
- To be able to counter the teacher shortage and better adapt the teacher and preschool teacher education, The National Agency for Education, together with the Swedish Higher Education Authority, shall prepare a detailed forecast of the need for different categories of teachers.
- A inquiry will draw up a proposal for an amended subject teacher degree which will mean that the two presently separate educations for school years 7-9 and upper secondary school will have a common 'entrance' to the education with several possible 'exits' depending on the choice of subject specialisation, and therefore the school form. Placement studies (VFU) within teacher and preschool teacher education have earlier been criticised, and knowledge is not good about how they work, so it will now be scrutinised.
- A pilot scheme with requirements regarding the suitability for acceptance to teacher and preschool teacher education will be ongoing 2014-2016.

#### *How Swedish teachers regard their work*

534. According to the OECD TALIS studies, only one of twenty Swedish teachers feel that the teaching profession has high status, just over half would choose to be a teacher again, and half of the teachers wonder if it would not have been better to choose another profession (NAE 2014k). Most Swedish teachers are, according to the study, satisfied with their own teaching efforts (96 percent), and like working at their present school (92 percent). A somewhat smaller proportion answer that they are satisfied with their work as a whole (85 percent). Even though 85 percent sounds relatively satisfactory, this was the second lowest figure among all the countries participating in TALIS. Of all the TALIS teachers, over 70 percent state that they would still choose to become a teacher if they were allowed to choose career from the beginning again. Sweden is one of the countries where the lowest proportion of teachers would choose to become a teacher if they could choose anew (53 percent). Another question was if one wonders if it would have been better to choose another profession. The result here reinforced that which appeared in the studies, PIRLS 2011 and TIMSS 2011, namely that Sweden is one of the countries where teachers are least satisfied with their choice of career, both when compared with the other Nordic countries and when compared with the average for EU/OECD countries.

535. Most of the Swedish teachers asked, state that they like working at their present school and are satisfied with their work as a teacher. They experience, to a high degree, that they can get pupils to feel that they can do well in their school work. The analysis shows that, in almost all countries, the likelihood that teachers experience the teaching profession as an appreciated profession will increase the greater the opportunity the teachers have to take part in decision making at the school. Sweden is an exception, i.e. Swedish teachers' experience of the status of their work does not show a link between how involved they are in decisions at the school. One explanation can be that Swedish teachers experience that they already have so much responsibility that there is no room for further working tasks in their professional day.

Another explanation could be that in, other countries, increased salary accompanies increased responsibilities to a larger extent than what was previously the case in Sweden. This may perhaps now change with the introduction of career posts.

536. Swedish teachers' self-reliance co-varies to a high degree with working life experience and feedback at work. Their self-reliance and job satisfaction is lower the larger the proportion of underachieving pupils that they need to take care of in a class. The relationship weakens with regard to the time that it takes to keep order in the classroom. Job satisfaction increases when they have been mentors have had a mentor and/or taken part in collegial observation and supervision as a part of a formal arrangement. Mentorship and collegial observation and supervision thus co-vary with self-reliance.

537. More about the results for the Swedish teachers can be found in chapter 5.3.

### *Employment status*

538. Teachers working in the public sector are salaried employees of municipalities. Pay and working conditions are governed by five-year agreements between the employers' organisation (SALAR) and the teacher unions. These stipulate minimum salaries and general working conditions. The more specific salary and working conditions of individual teachers are determined locally (i.e. at school level) in an individual-based pay system. Teachers working in independent schools are salaried employees of independent schools' organisers and have their salaries and working conditions often negotiated between the schools' organisers and teacher unions.

539. Most teachers are employed on *indefinite term contracts* which means that they can only be dismissed on grounds covered by legislation such as redundancy (i.e. due to declining enrolments). Teachers who do not have a teaching degree are usually employed under a fixed-term contract.

540. In the Education Act it is stated that only those who are registered teachers may be hired without time-limits as teachers or preschool teachers in the school system. Those who are not registered as teachers may, however, be hired without time limits, if they teach mother tongue instruction or in a vocational subject in upper secondary school, upper secondary school for pupils with learning disabilities, municipal adult education at upper secondary school, special needs education for adults at upper secondary school level, or individual courses or orientation courses in municipal adult education. This applies only if:

1. there are no applicants who are registered teachers,
2. the applicant has sufficient competence to teach in the current subject or on the current course, and
3. there are reasons to assume that the applicant is suitable for running the education.

541. Different surveys give a similar picture of teacher salary development; a picture of a fairly bad real wage development (Persson and Skult 2014). This is especially clear for older and more experienced teachers who have a secondary school teaching education, and for upper secondary school teachers. The development of teachers' relative wages in relation to certain other professional groups has also been unfavourable, something which can have made recruitment to the teaching profession more difficult. Some real wage increase has happened since 1955. Secondary school teachers' average salaries have increased by 1.19 percent per year. The real GDP growth per capita during this period was more than double that, or 2.56 percent per year. The development for teachers has, in addition, been uneven; from 1970 until the middle of the 1990s the real wage development was practically zero. The distance between the final

wage/upper quartile and average wages has shrunk. Teachers' career possibilities have thus been limited over the latest 60 years.

542. The real wage development for older and more experienced teachers has been weak and uneven. During the 1950s and 1960s, the real wage increased steadily. After 1970 it sank for two decades and did not turn upwards again before the 1990s. Totally, the real wage increased for this category by a modest 0.9 percent per year during the period 1950- 012. The real wage was more or less constant until the end of the 1990s. After that there was some increase. The average real wage development during the period 1955-2010 was 0.7 percent per year. The real wage for older and more experienced upper secondary school teachers reached a peak in 1970. It sank thereafter for just over two decades and has still not reached the level of the 1970s. The average real wage increase for the period 1950-2012 was 0.6 percent per year.

543. The relative wage for teachers in relation to industrial workers has deteriorated drastically during the last 50 years. This can be an expression of the general wage equalisation in society, and does not need to be anything negative. Compared to industrial office workers, deterioration can also be seen. Secondary school teachers as well as upper secondary school teachers have salaries which now fall under the average for office workers in the industrial sector. Vis a vis the civil engineers, secondary school teachers have improved their position. Upper secondary school teachers appear to have developed in parallel with the civil engineers. But teachers have lagged behind in relation to the university graduate group as a whole. This is clear from an investigation by RUT, The Riksdag Research Service (2007). During the period 1968-2000, teachers' work-related income sank relative to individuals with a corresponding educational level. The decrease was greatest for men: from just over 90 to 80 percent. During the 1970s, female teachers' salaries lay 5 percent over the salaries for corresponding education but sank in the beginning of the 1980s and remained at approximately the same level as this in 2000.

544. Teacher salaries have, during the period 1997-2000, developed more slowly than for a number of other professional groups which possibly compete with the teaching profession regarding recruitment of pupils: archivists, librarians, civil engineers, machine operators, teachers at universities and university colleges, business administrators, marketers, engineers and technicians (SOU 2014:5). Information indicates that teachers experience their work situation as being worse today than in the 1990s. As a result of the teaching profession becoming less attractive, it can be expected that the pupils who have the greatest opportunities to do so, choose to apply for other educations.

545. Researchers have tested sixth graders' ability to express themselves verbally and reason logically (Fredriksson and Öckert 2007). They examined which choice of profession these six grade pupils made later in life, and found that teacher education to an even greater extent has recruited people from the lower part of the result spread. A similar result exists from studies of test results at enrolment for military service and of upper secondary school grades. They show that subject teachers at secondary school level, to a greater extent, have been recruited from the lower part of the distribution of cognitive ability and leadership qualities (Grönqvist och Vlachos 2008).

546. At every level of education, only teachers' starting salaries, with minimum training, are above the OECD average in Sweden. Salaries after 10 years, 15 years and top of scale fall behind the OECD average (OECD 2014d).

#### *Initial Teacher Training Education*

547. The four new teaching degrees which were introduced in the autumn term of 2011 replaced the earlier coherent teacher educations with one teaching degree with specific orientations for different activity areas which was introduced in the autumn term of 2011. This replaced in its turn eight previous teaching degrees. The information about teaching degrees in the statistics relates so far almost exclusively to these older teaching degrees.

548. The institutes of Teacher Training Education had to, during 2010/11, begin to apply for new degree permission for the new teaching degrees. In January 2014, 28 institutes had permission to issue one or several teaching degrees with different orientations and, for subject teacher degrees, different combinations of subjects. In total there were the most first year students at Stockholm University, about 1 850, followed by Malmö University and Gothenburg University with about 1 000 each (UKÄ 2014). Each Teacher Training Education decides on its own what programmes to offer. There is no connection between supply and demand.

549. To be accepted to Teacher Training Education there are several eligibility requirements which are divided into basic and special eligibility. Basic eligibility is required for all university education. Many educations require further prior knowledge, so called special eligibility. There is also the possibility of being eligible through testing, that which is called validation of real competence. This is particularly important for vocational teachers.

550. The University and University College Council decide which area eligibilities there shall be. The institutes have the possibility to adapt the eligibility courses within the area eligibilities. If there is special cause they can decide on exemptions from one or more of the eligibility requirements. They can also increase the requirement after receiving permission from the university and university college council. One example can be given from Karlstad University. To be a teacher in school years 1-3 or 4-6 in compulsory school requires basic eligibility as well as special eligibility corresponding to area eligibility 6 b. Teaching in school years 7-9 as well as upper secondary school requires basic eligibility, special eligibility corresponding to area eligibility 6 c as well as eligibility requirements for the respective education subject.

551. There are also special eligibility requirements for vocational teacher education. It is then a question of relative vocational skills. In order that the assessments of the applicants' vocational knowledge in a teaching subject shall be equivalent, this is expressed in the form of knowledge criteria.

552. Teacher education contains subject studies, pedagogy and methodology, didactics as well as placement studies (practical training) out in schools. The first year, however, the students study a common, so-called 'education scientific core', which is general teaching knowledge:

- grading and assessment,
- development, teaching and special needs education,
- curriculum theory and didactics,
- social relations, conflict management, and leadership,
- evaluation and development work,
- history of the school system, organisation and conditions as well as
- scientific theory and research methodology.

553. After this module follows placement studies (VFU) in a school. The Government now wants to further strengthen the placement studies. Today most of the student teachers are spread out over a wide number of schools. There are deficiencies in this system, among others that supervision and follow up can suffer. The Government has therefore given notice that they wish to introduce training schools; schools which take a large number of trainee teachers and every pupil teacher will return to the same school during their entire teacher education. Through gathering many students at the same school, an organisation can be

build up with more qualified supervisors. It will also be easier for the institutes to follow up the practical period. The Government has now taken the decisions which mean that the pilot scheme can commence.

554. How each individual education looks therefore varies depending on which orientation the students later choose.

### *The Programmes*

#### Preschool programme 3.5 years

555. The first block in the education consists of two terms of study in so called education scientific core, something which all pupils on the teaching programme study during the first year (see above). Basic eligibility is required as well as English B, Natural Sciences A, and Social Sciences A (area eligibility 6 a). In the preschool teacher programme, a degree project is also included. This means planning and implementing an education scientific project which is relevant for the science within the preschool teacher profession.

556. In addition to the education scientific core and placement studies, the student may choose their subject orientation within the preschool pedagogical area. These studies lay the basis for the competence which is needed to meet the needs of preschool children. For example, students can aim for an intercultural profile. Different Teacher Training Educations offer different orientations. Over and above the main subject, the students study in the main:

- preschool pedagogy,
- aesthetic learning processes,
- children's learning within reading, writing, mathematics and nature,
- children's play, communication and language,
- games, learning and care as well as
- cooperation between preschool, leisure time centre, school and legal guardian.

557. After the studies to be a preschool teacher, one can, for example, specialise within subject studies so that one is then eligible to work with younger children in school.

#### Compulsory teacher programme 3-4 years

558. Basic eligibility as well as English B, Natural Sciences A and Social Sciences A (area eligibility 6 a) is required.

559. The compulsory teacher programme has three possible orientations. Common to all teacher educations are studies in education scientific core (see above) which is more general teaching knowledge, as well as placement studies (VFU) for 60 and 30 university credits respectively. In the compulsory teacher programme is included a depth of study programme in a subject within the education profile. This means planning and implementing an education scientific project which is relevant for the science within the compulsory teacher profession.

Compulsory Teacher Training Education within the leisure time centre, 3 years

560. Those who would like to work with children and young people in the ages 6-13 can choose the orientation Leisure Time Centre. The teachers at leisure time centres are a vital link between school and free time, and leisure time centres are intended to complement the education in the preschool class and compulsory school. The education encompasses the leisure time centre pedagogical work. After the education, the teacher works with children's learning at the leisure time centre, and can also teach in subjects such as images, sport or music in school years 1-3.

Compulsory teacher education orientation preschool class and compulsory school years 1-3, 4 years.

561. Teachers in preschool and compulsory school years 1-3 lay the foundation for the youngest pupils' continued learning. The largest part of the teaching on the teacher education is spent on reading and writing learning but the student also receives education in how to teach in mathematics, English, nature oriented subjects, social science-oriented subjects, and technology.

Compulsory teacher education orientation compulsory school years 4-6, 4 years

562. In the orientation aimed at compulsory school years 4-6, the knowledge about children's learning is deepened. The teacher can, after completed education, teach in Swedish, English, Mathematics, as well as a further eligible subject - for example, images, music, sport and health, domestic science, handicrafts, societal oriented subjects, nature oriented subjects, or technology.

Subject teacher programme 4.5 – 5.5 years

563. Acceptance requirements vary depending on orientation. There are extra requirements for degrees in Swedish, social sciences and certain practical and artistic subjects.

564. The subject teacher programme has two eligible orientations, towards teaching in school year 7-9 or in upper secondary school. In addition to orientation, students also choose two or three subjects in which to specialise. The selection of these subjects varies from university to university. Common to all teacher educations are studies in education scientific core as well as VFU (placement studies) of 1 and 0.5 years respectively.

### **Orientation towards school year 7-9, 4.5 years**

565. Education aimed towards young people in the age group 13-16 years. To be an accredited teacher one must have three subjects in the orientation the teacher will later be teaching. A degree project is done on one of the three subjects, the major subject. The selection of subjects in which to specialise varies from university to university.

### **Orientation towards upper secondary school 5-5.5 years**

566. The education for teaching in upper secondary school and adult education. To be an accredited teacher one must have two subjects in the orientation which the teacher will later be teaching. A degree project is done in one of these two subjects, the major subject. The selection of subjects in which to specialise varies from university to university.

#### Vocational teacher programme 1.5 years

567. The vocational programme consists of an educational scientific core, that is to say general teaching knowledge and placement studies. To be qualified to train as a vocational teacher, the student needs basic qualifications and qualified and relevant vocational knowledge or tertiary education in the subject in which one will be teaching. The knowledge criteria vary depending upon which vocational programme one chooses.

#### Teach for Sweden, 2 years

568. Working persons with a graduate education which corresponds to the eligibility requirements to teach in a subject, preferably mathematics, nature oriented subjects and technology, can, by distance, study the Bridging Teacher Education Programme (KPU) in combination with serving as a teacher at a school for two years. Teach for Sweden, which is a foundation, is responsible for the selection to be accepted to work at a school during the education time and also organises a place for this. The student may themselves make an application to be accepted to KPU. Teach for Sweden cooperates with a couple of universities regarding this education.

#### Other degrees and educations

569. Over and above the aforementioned degrees, there are also degrees for teachers for special needs education and special needs pedagogues. To study to become a teacher for special needs education and special needs pedagogue requires a teaching degree. Those who would like to broaden and deepen their competence can also specialise in certain subjects, study new subjects or study at master's degree level and research level.

570. Further Education of Teachers (VAL - Vidareutbildning Av Lärare) is for those who are active as a teacher in theoretical subjects but has no teaching diploma. Within this national project, the student may be admitted to a teaching program and supplement the previous studies to obtain a teaching diploma. To be accepted for the project requires that the applicant is active as a teacher and has relevant higher education and teaching experience in one of subjects so that he or she can complete the studies within the framework of 120 university credits.

571. Complementary education (The Bridging Teacher Education Programme (KPU - Kompletterande Pedagogisk Utbildning) is for those who already have studies from University in subjects that exist at schools and who need to complement these with studies in the educational and didactic area to obtain the skills one needs to become qualified to teach in the subjects. There are, among others, courses in pedagogy, didactics, rating and assessment, special education, and ethics. The courses are given both in the University and at a school. The training includes three semesters of full-time studies (90 university credits).

572. There is also complementary education for those who are active as a teacher in vocational training but have no teaching diploma. Within this national project, the student may be admitted to a teaching program for two years to obtain a teaching diploma. The teacher will be able to continue to work part time during the period.

### *Applying to teacher educations*

573. The increase of the total number of applicants to teacher and preschool teacher educations is big for all the teacher categories but above all else big when it comes to compulsory teachers, school teachers for special needs education, special needs pedagogues and supplementary pedagogical education (UKÄ 2014). The increase of applicants to the special pedagogue education is 40 percent, teachers for special needs education 30 percent, to compulsory school teacher 17 percent and to subject teacher education 11 percent. The increase in absolute figures is greatest for compulsory teacher education with 1 790 more applicants and thereafter follows subject teacher education, with 1 228 more applicants in the autumn term of 2014 than the same term in 2013.

574. The number of first choice applicants to the different categories of Teacher Training Education shows a somewhat different pattern, with an increased number of applicants to all categories with the exception of the preschool teacher education. There are increases of 51 percent when it comes to special pedagogue education, 34 percent when it comes education to be both civil engineer and teacher, as well as 10 percent when it comes to compulsory teacher education. In absolute terms, the increase is the greatest in the compulsory teacher education with 679 more first choice applicants, followed by special pedagogue education with 512 more first choice applicants which is followed by subject Teacher Training Education with 459 more first choice applicants in the autumn term of 2014 than the autumn term of 2013.

#### Application pressure to the compulsory teacher education's different orientations

575. The number of applicants has increased to all orientations of the compulsory teacher educations, from 22 percent to the orientation towards school year 4-6 to 17 percent to the orientation towards the school year F-3. In absolute terms the increase is greatest to the orientation towards year course F-3 with 1 107 more applicants in the autumn term of 2014 than the autumn term of 2013. The number of first choice applicants to the compulsory teacher education has increased within all levels, from 27 percent to the compulsory teacher education orientation to school year 4-6, to 17 percent to compulsory teacher education orientation towards school year F-3. In absolute terms, the increase is largest to compulsory teacher education orientation towards school year 4-6, with 316 more first choice applicants in the autumn term of 2014 than the autumn term of 2013.

#### Application pressure to the subject teacher education's different orientations

576. In total, the number of applicants to subject teacher educations has increased in the autumn term of 2014 compared with the autumn term of 2013 when it applies to the orientation towards upper secondary school, but decreased when it applies to the orientation towards year course 7-9. In total the number of applicants to the orientation towards school year 7-9 decreased by 5 percent and to the orientation towards upper secondary school increased by 12 percent.

### *Entry, retention and professional development*

577. The introduction period and teacher's registration are described in chapter 4.6.

578. The career structure is described in chapter 5.3.

579. From the Education Act it is clear that it is the education provider who has the ultimate responsibility for the teachers' competence development: 'The education provider shall see that the staff at preschools and schools is given the possibilities of knowledge development. The education provider shall see that the preschool teachers, teachers and other staff at schools and preschools have the necessary insight into the regulations which apply for the school system.'

580. According to the present collective agreement, 104 hours annually per full-time employed teacher must be allotted for competence development. The time is divided among staff according to need and therefore does not give all individual teachers the guaranteed right to 104 hours further education.

581. Even if teachers' competence development since the 1990s has been mainly the school education provider's responsibility, the state has also taken a number of initiatives in the area (see above and also chapter 2). In later years the state has made two big investments in teachers' further education through the Teacher Boost 1 and 2. The first teacher boost was launched in 2007 and consisted of an investment of a total of 3.6 billion SEK over four years to increase teachers' subject theoretical and subject didactical competence. The campaign was aimed primarily at qualified teachers, and after approval by their education provider, they received the possibility to study while receiving 80 percent of their salary. Through a special state subsidy, administrated by The National Agency for Education, the school education provider was compensated for the main part of the teacher's salary costs during the time when the teacher was studying. The Agency of Public Management has (2014) shown that 95 percent of municipalities were represented in this effort. The evaluation has shown that the participating teachers and their principals consider that they, in a very satisfactory way, have been able to develop both the teaching content and methods as a result of this further education.

582. The Teacher Boost 2 was introduced in 2012, and is aimed at teachers with teaching degrees but who lack accreditation in all the subjects they teach. In contrast to the first campaign, only an incentive subsidy goes to the municipality and the costs for lost income during the study time is mainly a question for the education providers and the individual teachers.

#### *Teacher appraisal*

583. In Sweden, there is a positive association between mentoring, peer observation and coaching, and teachers' sense of self-efficacy and job satisfaction (NAE 2014k). However, teachers in Sweden report lower participation than average in induction and mentoring activities. Observation of classroom teaching is the most used method for teacher feedback. This is stated by 80 percent of TALIS teachers. In Sweden, 51 percent of teachers state this. Also, a slight majority of Swedish teachers report (57 percent) never observing other teachers lessons or giving them feed-back.

584. Feedback on teachers' performance is positively related to their self- efficacy and job satisfaction. Nevertheless, nearly 32 percent of the Swedish teachers' reports that they have never received feedback on their teaching while the average for TALIS teachers is 13 percent. Most TALIS teachers receive feedback from multiple sources, which could be an indicator of teacher collaboration or distributed leadership. However, most Swedish teachers report receiving feedback from only one source, the principal, who tends to spend most of his or her working time on administrative tasks. The feedback received by Swedish teachers has little effect on their practices in the classroom. Just under half of teachers state that they changed their teaching after feedback.

#### *Working hours*

585. Teachers' working hours are described in chapter 5.3.

#### *Teacher shortages*

586. A statistical report by the (NAE 2013d) shows that about half of all teachers with pedagogical university education in compulsory school (school years 7-9) has sufficient subject education in the subjects which they teach. When applied to upper secondary school, the corresponding share is two thirds. Access to qualified teachers varies greatly between different education subjects. Teachers in Swedish,

Mathematics and English have, to the greatest extent, education in the subject. The situation is similar in both municipal and independent schools. Some regional differences exist when it applies to the proportion of teachers with sufficient education in their education subject. That teachers are teaching without having a degree oriented towards teaching in the existing school forms, school years or subjects is something that previous investigations also have shown.

587. When it comes to applicants to teacher and preschool teacher educations for autumn term 2014, the statistics show that applications to both teacher and preschool teacher educations have increased somewhat over the past three years. The increase applies to both the total number of applicants and the applicants who have teaching as their first choice (UHR 2014). Especially large is the increase in the applicants to the teacher categories compulsory teacher, subject teacher, teachers for special needs education, special needs teacher and supplemental pedagogical education. Despite the increase is the number of applicants in absolute terms still very low within certain subject teacher orientations. For example the subject teacher education in school years 7-9 with orientation chemistry has eight with the specialisation as their first choice, technology had 17 and biology had 20.

588. There is now information available about students in the new teacher education who started in the study year 2011/12 (URANK 2014), above all else information about the students who are beginning their education. A clear difference, compared with many other educations, is that the student teachers have relatively low upper secondary school grades, and of those who had done the Swedish Scholastic Aptitude Test, SweSAT, (just under half of the beginning pupils) only 10 percent have test results over the 1.0 which is average for all test participants. Least is the difference with students within the care area (most of all in nursing education) while the distance to legal and psychology studies, two of the courses which are the hardest to get into, are great.

589. Even though the share of teachers over 50 decreased from 44 percent to 39 percent between 2002 and 2012, 15 percent of teachers in Sweden were aged over 60 in 2012 at secondary level, well above the OECD average of 8 percent (OECD 2014d).

### **8.3 School leaders**

590. In the municipal school, the principal is a civil servant employed by the municipal school administration. The principal thereby receives assignments from the municipal politicians. At the same time, the principal also has a direct assignment from the state via national statutes etc. There is often an administrative director in the municipal administration who is responsible for school questions and who is the principal's immediate superior.

591. The principal is a pedagogical leader and manager for the teachers and other staff in the school. The principal has the overall responsibility for the school's internal organisation and activity, which is, as a whole, aimed at reaching the national goals and is responsible for the school's results being followed up and evaluated in relation to the national goals and knowledge requirements. The principal's tasks usually include hiring teachers, setting salaries, making schedules, doing the budget, planning competence development, working with quality management processes, leading the pedagogical work, representing the school with the education provider, being the face of the school, and taking care of parental contact and the matters of the pupils.

592. The leadership of the principal is complex for several reasons. The principal shall primarily be the guarantor for the pupils' rights being satisfied when it comes to the education. At the same time, the principal has functions vis a vis his or her employees but also towards several different commissioning bodies: the state, the education provider and the parents.

### *Status and attractiveness of the profession*

593. Both deficient resources and lack of trust is given as the reasons for principals choosing to change career and/or work place. The municipalisation was supposed to create conditions for increased professional free space for principals (SOU 2014: 5). In reality, however, it was rather the education providers than the principals who took over the role the state used to play. Investigations and audits of the school have pointed out several difficulties in the principal's mission, including unclear delegation of tasks. The relationship between the principals and the political leadership is in certain respects unclear and also marked by distrust. The principal, as well as the teachers has a high workload which seems to have increased in recent years. Surveys show that the turnover of principals is high, suggesting that the mission is difficult. Both the lack of resources and trust are stated as the reason why the principals are leaving school to find other management jobs.

594. The principals educational leadership is often neglected. The ambition to, via the principals leadership, getting teachers to collaborate more and pursue collegial development work to improve the teaching has not succeeded as planned. See also chapters 4.7 and 5.4 .

### *Education and training*

#### School Leader Programme

595. The obligation for principals which was introduced on 15 March 2010 means that municipalities, county councils and education providers for independent schools are obliged to see that newly employed principals attend a special education for the position, or an equivalent education. The education shall be begun as soon as possible after the employment has come into effect and be completed within four years after the day of taking office. Principals employed before 15 March 2010 are not covered by this obligation. The same applies to principals who have previously attended the education for the position or an older state principal education.

596. The new School Leader Programme began in the autumn term of 2009. The programme has increased the ambition level for education in several respects. Since March 2010, attendance is compulsory for newly employed principals, and the programme is run at an advanced academic level. The programme encompasses a total of one term of full-time studies but is held over six terms. On behalf of the Government, The National Agency for Education is responsible for the state education for the position with the target groups being principals, deputy principals and preschool heads who work in a curriculum-steered activity. The school leader programme is carried out by six universities on behalf of The National Agency for Education. The school leader programme is carried out in parallel with the principal's regular work and is calculated to lay claim to approximately 20 percent of the working time. In the education is included boarding periods, seminar days and self-studies at the principal's own school, as well as the study of relevant literature. Every part of the course involves examinations. The state pays for the education costs while the education provider pays the salary during the education time as well as trips, costs for boarding and course literature.

597. The goal of the education is to give principals, deputy principals and preschool heads such knowledge that they can;

- be responsible for pupils and children receiving an equivalent and just education,
- create conditions for goal attainment on individual and operational level and
- be responsible for the development of the activity as a whole.

598. The education is three years and encompasses the three knowledge areas;

- School law and exercise of public authority,
- steering of goals and results and
- school leadership.

599. Of the approximately 8 000 school leaders (principals and deputy school heads) in Sweden, approximately 60 percent have either attended the School Leader Programme or are attending the School Leader Programme (NAE 2013 e). There is no information on how many principals with 'old' school leader education who are active principals today. They do not have access to the School Leader Programme.

600. Approximately 6 percent of principals interrupt the education. The National Agency for Education is following up these cases to obtain perception on the reason for these principals not completing their education. Most state workload or that they have changed work as the main reasons for dropping out. After this follows personal reasons, and a very small number state the design and content of the course as the main reason for stopping their studies.

601. In a comparison between education providers, NAE (2013e) shows that percentually, the interruption of studies occurs more often among principals with a independent education provider. It is also within this group that a large proportion has another educational background or another job title. This can also possibly depend on the fact that several have stopped working as principals due to changes in the schools' organisation.

602. The principals' professional background is dominated by those who have been teachers and have a teaching degree. Just over 60 percent of principals who participate in the education have this background. Approximately 20 percent are preschool teachers, and just under 5 percent are leisure time pedagogues. The group 'other basic education' makes up approximately 14 percent.

603. In summary, the conditions for participating in the School Leader Programme are, according to the perception of The National Agency for Education, far from optimal (NAE 2013 e). The National Agency for Education's study shows that time is scarce for most of the participants. Four of five principals state that they have little or no time to put aside for the education. In this survey, approximately half of the participants consider that their employers do not contribute to any great extent when it comes to creating time or showing interest for the education, or indeed have knowledge about what is required to complete the education. At the same time there are more participants who give positive answers compared with the first survey, from about 40 percent to just over 50 percent.

604. The participants are significantly more satisfied with the support from the university, a high proportion of the principals' state that they, to a great or fairly great extent, receive support from the university to complete the education, even if the proportion has decreased by almost 4 percent at the time of the latest measurement.

605. A majority consider that the difficulty level of the education suits them well (84 percent). The percentage who is satisfied has also grown over time. The result indicates also that the education over time has been more adapted to different positions, and not just the principal role. When one compares participants who began the programme in the autumn of 1999 with those who began the education from

spring 2010 and forward, a consistent result is that more are satisfied in the later courses and this applies to a great extent to all aspects which appeared in the survey.

606. Of the school leaders, 97 percent are satisfied or fairly satisfied with the education. There is, however, a variation between different seats of learning when it comes to academic results and the participants' degree of satisfaction.

607. In July 2015, a new agreement will be signed with the universities for the following six year period. In connection with this, a review will be done of the goal document for the School Leader Programme.

### *Entry, retention and professional development*

#### Further education for school leaders

608. There are longer and shorter educations which equip school leaders to meet the challenges as principals or preschool heads. Further education for staff which is offered by The National Agency for Education often involves principals so that the efforts can give long term effects, for example within the Mathematics Boost. There are special educations to lead the learning of pupils newly arrived in Sweden, assessment and grading, as well as study and vocational guidance. Municipalities and independent education providers offer different educations.

#### School Leader Boost

609. The principal's way of steering and guiding has great meaning for the quality of the education and pupil results. Within the framework of the School Leader Boost, The National Agency for Education's course, 'Principal leadership and the school results', which is a state further education for principals and is oriented towards steering and leadership questions with special focus on the principals' ability to lead the work with quality, goal attainment and development work. The further education aims at deepening and developing the pedagogical leadership of the principal from the Education Act and the curricula, as well as from a scientific basis and proven experience. To promote collegial learning, principals are, during the education, given the possibility of inviting to one educational instance, three staff members who play key roles in the quality or development work of the principal's school.

610. The target group for the School Leader Boost is principals who have attended the School Leader Programme or equivalent, and have worked for at least one year as a principal. Further education exists at six university colleges and universities around the country. The further education is at an advanced academic level.

611. The principal allots approximately 15 percent of his or her work time for further education. Further education extends over a maximum of two terms, with at least 8 further education days. The state pays for the further education. The education provider pays the salary during the further education time, course literature, travel to boarding schools and seminar days, and the costs of boarding.

### *Principal shortages*

612. There is a high turnover of principals and large retirements are due in the coming years. There are no official statistics on the circa 8 000 Swedish principals, i.e. principals and deputy school heads. However, the Swedish Association of School Leaders and Directors of Education has about 7 000 members consisting of principals, deputy school heads and other persons with leading positions within the school system. The association has conducted several reviews and the results are that 23 percent of their members still working as principals are 60 years or older (Sveriges Skolledarförbund 2014b). Of those who

are turning 65 during 2014, has 25 percent already left the profession as principal (Sveriges Skolledarförbund 2014c).

#### **8.4 Support staff**

613. Teachers' administration and practical work time has increased to 13 percent (NAE 2013d). In this is included much of what support staff would be able to do for them, for example reporting pupil absence, handling leave applications, being break monitor, lunch monitor, putting venues and premises in order, fixing computers, copying material, work with marketing and substituting for others.

#### **8.5 Main challenges**

##### *Teacher shortage*

614. A big challenge is the fact that the lack of an educated workforce within the teaching profession is calculated to be significant over the coming years. The future supply of teachers and preschool teachers is threatened. This is shown through, among others, low application pressure for Teacher Training Education, large anticipated numbers of teachers retiring, as well as a proportion of teachers considering changing career. Both teachers and preschool teachers will be an important deficit profession in the future. For the country as a whole, a shortage of 44 000 educated teachers and preschool teachers has been predicted in the year 2020, and in the year 2030 the number is predicted to be 49 000 (SCB 2012). Pupils in general risk being taught by teachers without the correct qualifications.

615. The highest demand will be for preschool teachers, leisure-time pedagogues, teachers in special needs education and subject teachers, especially in Mathematics, Science and Technology. In the year 2020 there will be a shortage of 16 600 educated teachers in the city regions and in the county of Stockholm the shortage will be 4 400.

616. A particular problem is the shortage of vocational education teachers to fulfil future needs. Many of the educated vocational teachers who exist today choose to work outside the educational system. Even if vocational programmes have declined in popularity among pupils, there is a large imbalance between demand and supply of educated vocational teachers during the coming years. It is, however, hard to say which educational orientations will be affected the hardest. Other teacher categories where shortages are expected to be considerable is the shortage of teachers for special needs education and special needs teachers. When applied to compulsory school teachers, the statistics for the orientation in earlier years shows better balance when it comes to supply and demand.

617. A related challenge is that the shortage of teachers also leads to a shortage of mentors for new teachers. Active and strategic work is required to ensure that existing staff receive the competence development they need to be able to develop the education.

618. The teacher education, and most of all, the preschool teacher education, recruits many pupils from homes where parents do not have tertiary education. Even in this respect there is a large difference between teacher education and law and psychology education.

619. Both preschool teacher education and compulsory school teacher education belong to the most single gender educations at university and university colleges, particularly preschool teacher education. There is on the other hand more gender equality in the subject teacher education.

620. It is not possible to point out that the problems described above only affect a certain type of municipality, region or type of education provider. The challenges applicable to ensuring a supply of qualified teachers are considerable for most schools, even if the specific problems can look different. For some school education providers it can be about the difficulty of recruiting qualified teachers to a difficult geographic area, or to fill full-time positions when the pupil base is limited. For other education providers the challenge is about recruiting the right competence in tough competition between schools, or that the staff the school actually has for teaching does not have the correct education to a sufficient extent. That education providers, principals and preschool heads work actively to secure access to qualified and competent teachers and preschool teachers is central to guaranteeing pupils' rights when it comes to receiving a good education in a secure environment, and to receiving the possibility to go as far as possible in their competence development

*How to restore the confidence in teachers?*

621. A main challenge is to restore the confidence in teachers. For the teaching profession to function well, the surrounding world must have trust in the teachers understanding the activity in the school and that there are teachers who are suited to take the daily decisions which are included in the education.

622. There is also a risk that teachers with weaker ability and leadership qualities eventually will make up a larger part of the teaching body. This lag, sometimes of many decades, may be explained why municipalities until now have held so coldly onto the state money for career posts within the schools that the Government has recently appropriated. To dare to appoint such posts, the municipalities must be able to trust that the state's commitments will be permanent, and against the background of the fitfulness which has thus far characterised school policy it is not strange that the municipalities doubt that this will be the case. And when the posts have been established, it will be many years before gifted young people begin to trust that the teaching profession can be a career path in which to invest.

*How to encourage professional development?*

623. The structure for professional development needs to be strengthened. Peer-learning, collegial cooperation and teacher appraisal needs to be reality in every school and not just only for new teachers. How teachers regard themselves and their teaching must be elaborated and developed already in the Teacher Training Education. There cannot be any differences between how teachers interpret the national standards and syllabi; assessment and evaluation has to be the same. However, the NAE has no connection to the Teacher Training Education.

624. Sweden needs to strengthen the profile of the teaching professions through attracting the best candidates to the profession and by supporting teachers and leaders to deliver high quality teaching, deal with complex classroom realities and adopt new methods and tools. In particular, improving initial teacher education and induction, supporting teachers in dealing with diversified groups of learners (such as migrants) and to adopt collaborative and innovative practices right from the start of their careers; to strengthen leadership roles in education, for designing necessary changes and improvements at institutional level. The professional body needs to address achievement in basic skills through more effective teaching methods. The methods need to encourage multidisciplinary approaches, and methods are needed that integrate the teaching of basic skills (mathematics, science and literacy).

625. What can be done to get a more equal professional body? What can be done to arrange more career paths so that more students choose to become teachers? What can be done to ease the burden of administrative tasks so that more time can be spent on developing the teaching?

*How to strengthen educational leadership?*

626. Repeating signals indicate that the educational leadership is not given the priority which is necessary and that other tasks occupy most of the principals' time. The daily work can often be characterised as primarily administrative and filled with social leadership while the pedagogical work seems to be sidestepped. How can the principals be helped with administrative and financial work as well as emergency student and staff issues?

627. A leadership which results in the teachers being happy and receiving acknowledgement for their important work is necessary (SOU 2014:5). The school's leadership also needs to free up time for and stimulate the teachers' collegial cooperation with the aim of seeing that teachers who are a little weaker in the teaching role receive special support. The leadership should operate so that all teachers are continually being developed in their work. It is further necessary to have a leadership which makes possible the school being organised in a way that each individual pupil receives the support and the help which they need for their learning and development. Certain education providers, principals and teachers need to work more with these questions than others. How do we strengthen the school leadership?

## Chapter 9: Assessment and evaluation

628. In 2011 the OECD published the *OECD Reviews in Evaluation and Assessment in Education – Sweden report* that concluded that, while key elements of evaluation and assessment are well established at pupil, teacher, school and system levels, challenges remain in aligning the different elements to ensure consistency and complementarity. This chapter provides an update and notes new development on the evaluation and assessment arrangements since 2011.

### **9.1 Develop a strategic plan for an evaluation and assessment framework.**

629. The responsibility for system evaluation rests with the National Agency for Education (se chapter 5.7). The NAE use data from national and international studies to discover deficiencies in certain areas that might lead to new evaluations. The Government uses for example committees to evaluate areas of special interest, such as the outcomes of the municipalisation (Lewin SOU 2013:5).

630. A Swedish governmental commission official report, Evaluate for Development (SOU 2014:12), has recently been published. The commission proposes a national framework for the evaluation of the school in order to give a better overview, and steering shall be established by the government, as a proposal in the form of a written communication to the Riksdag (parliament). The background is, among other things, the large number of actors on the national arena for the evaluation of the school today, as well as that the OECD has proposed a similar framework. A long term view when it comes to the evaluation of the school is central with reference to usability and quality, as well as from a democratic perspective. Pupils and parents, teachers, school leaders, politicians, media, the general public - in other words, everyone - should be able to expect continuity with respect to information about the Swedish school. According to the commission, a national framework for evaluation of the Swedish school and preschool should clarify the overarching aim with the follow up and evaluation, as well as:

- which parts the system consists of in order to follow up, evaluate, scrutinise and research the school,
- the aim of the different parts of the system and what they are expected to give answers to,
- how these different parts are related to each other, as well as
- which actors have responsibility for the different parts and how these are expected to cooperate.

631. From the framework it should also emerge which role the evaluation has in connection with larger reforms. Such a national framework should also constitute, over time, a stable basis from which the Swedish school can be evaluated. The inquiry also proposes that the national framework should be complemented with regular plans for the evaluation of the school. From these plans the Government's overriding priorities for the evaluation for a reviewable period, for example three years, should emerge.

632. The commission of inquiry also suggests that a board for evaluation of the school should be established. The responsibility for taking strategic decisions about the evaluation of the school must lie at central political level. There is, for example, the Government which must take the responsibility of seeing that the reforms are evaluated and that this takes place with the breadth and with the different perspectives which have been sketched out above. Many actors who could have a role in the evaluation of the school and of the reforms in the school area point towards the need for strong national steering. It is proposed that the board should have the following two main tasks:

1. To continually aid the Government in evaluation questions regarding the school system. This consists of, for example:

- preparing proposals for a national framework for evaluation,
- leaving proposals for national plans for evaluation of the school system as well as
- within the framework of such a plan, being able to initiate policy-relevant research-based evaluation.

2. With bigger and more comprehensive reforms within the school system, aid the Government with

- suggestions for programmes for reform evaluation,
- when needed, initiate research-based reform evaluation,
- to coordinate evaluation work when several players are involved in reform evaluation (researchers, evaluation institutes, authorities etc.),
- to summarise the results from different players' evaluations, as well as
- to summarise identified need of further support to, or adjustments of, the current reforms.

633. The proposal means unchanged tasks for authorities in the school area. The information which the board is planned to be responsible for, and the evaluations which they could propose or initiate, are essentially not carried out today.

634. The board is proposed to be organised like a committee within the Government Offices, with a limited secretariat. The members of the board, that is to say those who have decision making powers in the board, are proposed to be researchers who represent different research disciplines. In general, the board is suggested to consist of advisers from different parts of the school community, for example the Ministry of Education, affected authorities and school education providers as well as representatives for teachers, principals and pupils. In this way a forum will be created for the strategic questions about the evaluation of the Swedish school, where those who have the greatest knowledge of the need of and conditions for evaluation are gathered together.

635. The Government has not yet taken a position on the inquiry's proposals.

### ***9.2 Further strengthen evaluation capacities at the municipal level.***

636. The National Agency for Education has compiled General Advice for quality management processes, and in connection with this, the agency also revised their self-assessment tool for the education providers (see chapter 5.5).

### ***9.3 Increase the reliability of national assessments.***

637. The Schools Inspectorate has been tasked by the government with doing a re-marking of national tests in school year 9 over three years. In the analysis, the Inspectorate has looked at the deviations for the subject tests in Swedish and English for a selection of schools. The deviations concern the results from the marking by the teacher and the re-marking by the Inspectorate. There is no obvious conclusion in the analysis of the difference between the original marking and Inspectorate's re-marking. The National

Agency for Education and the Schools Inspectorate both consider that there are many difficulties with these analyses. The analysis shows that it is more common that the re-marker sets a lower test grade than the original marker. If a teacher in Swedish sets higher test grades compared with the re-marker, the teacher's test grade tends to, to a higher degree, steer the final grade in the subject/course. The National Agency for Education considers that there is no easy answer to which is the right marking, but one explanation may be that the teacher has a more accumulated view of the pupil's knowledge compared to the re-marker who does not know the pupil.

638. The Swedish Schools Inspectorate finds large divergences in tests where the pupils should give an answer in the form of a longer presentation or essay. In the report *Equal for All? Re-marking of national tests in compulsory and upper secondary schools over three years* (2012c) the Schools Inspectorate recommends, therefore, that essays are excluded from the national tests. The National Agency for Education, on the other hand, makes another assessment than the Swedish Schools Inspectorate, and maintains that writing long texts in both Swedish and English are important parts which show complex abilities which are written in subject syllabi. It is important to have the abilities in the tests to receive a background to use as an example for qualities in the different grade levels. .

#### ***9.4 Clarify learning goals and provide tools for teachers' assessment practice.***

639. To promote equivalent assessment, The National Agency for Education has drawn up different types of support material. The agency works continually with developing assessment support material in form of mapping and diagnostic material, test and individual assignments with accompanying assessment directions and discussion material. There is also general support material around assessment and grading.

640. An inquiry commissioned by the government has recently proposed grades from school year 4 and knowledge goals in reading in school year 1. Another inquiry investigates how the national tests can be digitised and how central marking of the national tests can be organised.

641. The National Agency for Education shows, through different campaigns and efforts, how teachers can collaborate by solving problems and critically scrutinise each others' work so that methods, assessment and grading is improved through the creation of systems. This is called collegial or professional learning and it is an advantage if teachers or preschool teachers can receive the support of people who do not work in the school. Professional learning has its roots in Learning Studies and Lesson Studies, The national further education efforts (so-called 'Boosts') within mathematics, natural sciences, technology, and literacy development, all build on collegial learning. The National Agency for Education also, for the first time, provides teachers and principals with a MOOC in assessment practice, built on collegial learning.

#### ***9.5 Further build teachers' assessment capacities.***

642. See above paragraph on *Clarify learning goals and provide tools for teachers' assessment practice.*

#### ***9.6 Formalise teacher appraisal as part of a system of teacher registration.***

643. The career posts Senior Master and Senior Subject Teacher can make the teaching profession more attractive and ensure good teaching for the pupils. Through state financing, the monthly salary can be increased by approximately 5000 SEK for a so called senior master, and by 10 000 SEK for a senior subject teacher. The reform is at the moment being followed up and analysed. The new reform applies to all school forms with the exception of preschool but the possibility to a career post within preschool is at the moment being investigated within the Government Offices. See chapter 5.3.

644. When the reform for new teachers was introduced, the principal had to assess the new teacher's performance three times before the teacher could ask for registration at the NAE. The agency had developed a system for the assessment, within the areas of how the new teacher could communicate with the pupils, the teacher's leadership and ability to cooperate with colleagues, parents etc. The problem was that the education providers did not want to employ the new teacher, since it was uncertain whether he or she would pass the assessment. Today it is up to the Institutes of Higher Education to assess the teacher to be. However, the Government has taken measures to assure that the assessments carried out will improve. See chapter 4.6.

### ***9.7 Strengthen teacher appraisal for improvement and link it to professional development and school development.***

645. Feedback on teachers' performance is positively related to their self-efficacy and job satisfaction. Nevertheless, according to the TALIS study 2013 nearly 32 percent of the Swedish teachers report that they have never received feedback on their teaching while the average for TALIS teachers is 13 percent. Most Swedish teachers report that they receive feedback only from the principal. The feedback received by Swedish teachers has little effect on their practices in the classroom. Just under half of all teachers in the study stated that they changed their teaching after feedback. See chapter 8.2.

### ***9.8 Articulate school evaluation and teacher appraisal.***

646. No explicit measures have been taken in this respect. Teacher appraisal is still underdeveloped.

647. During the first implementation of the teacher registration reform, the principal was responsible for assessing whether the teacher was to be recommended being registered or not. The assessment was performed in relation to national standards developed by the Swedish National Agency for Education. This has now changed, so that the assessment is performed at the Teacher Training Education.

### ***9.9 Build on the strength of school-internal quality management approaches.***

648. The Swedish Schools Inspectorate points out significant deficiencies in the schools' and education providers' quality management processes. In the Schools Inspectorate's supervision in 2010, 62 percent of compulsory schools and 55 percent of upper secondary schools were assessed to have deficiencies when it came to school leaders' responsibility for seeing that the schools results are evaluated regularly with the aim of improving the work of the school (Swedish Schools Inspectorate 2011). During 2012, half of all supervised schools received criticism from the Schools Inspectorate for deficiencies in quality management processes. In most cases it was about the school leader not following up the schools' knowledge results and using the results to decide which steps needed to be taken. (Swedish Schools Inspectorate 2013).

### ***9.10 Further move towards risk-based and proportional approaches to inspection.***

649. The Schools Inspectorate is working with changing its supervision from 2015. The new model means that the authority prioritises the schools which have the greatest need of support. The schools which are not prioritised will no longer receive any visits but will still be the subject of investigation based upon statistics, documents and enquiries. On the other hand, supervision at education provider level, that is to say, at municipal level or with independent education providers, will happen more often than today.

650. A condition for the new model is a more developed risk and essentiality analysis which can point out which schools should be prioritised. The perception of the Schools Inspectorate is that the activity should be developed so that the authority puts its resources where they can be of the most benefit. When the supervision changes and some schools come under focus, the authorities can remain at these schools

longer to ensure that they carry out the desired changes. This also means that after the decision is made, the authority can help with aid and guidance. In addition, independent schools are going to be scrutinised more often than they are today. The Schools Inspectorate's perception is that changes occur faster there than in the municipal schools which can be a risk for the pupils. In addition, society's insight into these schools is smaller. In some cases tougher measures can be taken to show the seriousness of the situation. One such measure is the imposition of penalties if no change occurs. Measures can also be recalling the approval of an independent school or, if it is a municipal school, taking other steps.

### ***9.11 Support school leaders and strengthen their role in school evaluation***

651. There are longer and shorter educations which equip school leaders to meet the challenges as school leaders or preschool heads. Further education for staff, which is offered by The National Agency for Education, often involves school leaders so that the efforts can give long term effects, for example within the Mathematics Boost. There are special educations for the teachers' leadership regarding the teaching of pupils newly arrived in Sweden, assessment and grading, as well as study and vocational guidance. Municipalities and independent education providers also offer different educations.

### ***9.12 Explore ways to more reliably monitor education outcomes at the system level.***

652. See above paragraph on *Increase the reliability of national assessments.*

### ***9.13 Improve mobilisation of existing information within the system.***

653. There is, among others, a website where certain information about schools is accessible - valjaskola.se, which is administered by the National Agency for Education. In 2013, the Government gave The National Agency for Education the task of building up and administering a national information system for all schools. The system shall make comparisons possible between different schools. The information shall be reported in an easily accessible format on a website as well as offering good search possibilities for the public. The system should be fully operational by the 1 July 2015. The mandatory information system shall contain information from the official statistics, information from The Swedish Schools Inspectorate as well as information collected through customer surveys and reports from schools. See <http://valjaskola.se/favicon.ico>

### ***9.14 Main challenges***

#### *Teacher appraisal is still under-developed*

654. In Sweden, teacher appraisal is not regulated by law and no formal procedures exist to evaluate the performance of permanent teachers. The main form of appraisal is a regular individual development dialogue held between the principal and individual teachers. There is no guidance provided from the Government on how to appraise teacher performance. When reviewing Sweden 2011, OECD gave Sweden recommendations to develop a national framework for teacher appraisal. There is however still no framework of professional standards in place to define what constitutes accomplished teaching, and teacher appraisal has not been a central topic in the current school policy debate.

655. During the first implementation of the teacher registration reform, the principal was responsible for assessing whether the teacher was to be recommended being registered or not. The assessment was performed in relation to national standards developed by the Swedish National Agency for Education. This has now changed, so that the assessment is performed at the Teacher Training Education.

## ***Chapter 10: Strategic policy development***

### ***10.1 Goals and objectives of the education system***

656. The Education Act stipulates that education within the school system is aimed at children and pupils gathering and developing knowledge and values. It shall promote the development and learning of all children and pupils, as well as a lifelong love of learning. The education shall also convey and entrench respect for human rights and the fundamental democratic values upon which Swedish society rests. In the education, the different needs of the children and pupils shall be taken into consideration. Children and pupils shall be given support and stimulation so that they develop as far as possible. One endeavour shall be to weigh up the differences in the children's and pupils' preconditions for assimilating the education. The education is also aimed at, in cooperation with the home, promoting children's and pupils' all-round personal development into active, creative, competent and responsible individuals and citizens.

657. One very important factor in order for the Swedish pupils' results to be able to be improved is good teachers. The Government prioritises, therefore, efforts to increase the teachers' competence and the status of the teaching profession. The Government has also implemented a number of reforms of the education system with the aim of improving the pupils' study results. These reforms encompass, among other things, a strong pedagogical task in school, improved follow up of pupils' results in compulsory school, a reformed upper secondary school as well as incentives for higher quality in higher education.

658. To strengthen Sweden's possibilities to compete with knowledge, the Government proposed in autumn 2013, among other things, the following:

- State funding for more career posts.
- Efforts to increase the scope of upper secondary school apprenticeship education.
- Further education efforts within reading and writing.
- Increased education time in mathematics.

659. The Government also wishes to continue investing in research in order to improve the country's prerequisites for social development and commercial and industrial competitiveness in the long term. The investment in education and research are investments in the future, both for Sweden as a nation and for the individual.

### ***10.2 Past and present reforms and policies***

660. More recently, the Government implemented a series of additional reforms. In 2011, the New Education Act was introduced, which modernised, simplified and harmonised regulations across public and independent schools. It also established preschools as an integral part of the education system. New curricula for compulsory education were also introduced the same year, with mandatory national tests in years 3, 6 and 9 to monitor pupil performance against the curricula. In 2012, a new qualification scheme for teachers, designed to raise the status of the profession, was also introduced. The new scheme now requires teachers to be certified in order to teach, and the academic requirements for certification necessitates that teachers take a degree in education specialised in the type of school and age group they teach at.

661. For an overview of the major reforms and policy developments from the past that have shaped the Swedish school system and an overview of ongoing reforms and policy developments, see foremost chapter 2.1. The Government has also taken several steps to develop the teaching profession. The actions are mainly described in chapter 8.2.

### ***10.3 Process of policy development and implementation***

662. Until 1990, the Swedish education system was largely centralised, and seen as a component of the social democratic welfare state. The 1990s were marked by a series of reforms that profoundly changed the education landscape in Sweden. Responsibilities for compulsory, secondary and adult education were shifted to municipalities. At the same time, changes were made to encourage the establishment of independent schools. Parents and pupils received the possibility to a large extent to choose which school to attend. However, there are no private schools in Sweden.

663. Today, the Government holds the overall responsibility for schooling and is in charge of developing the curriculum, national objectives and guidelines for the education system. The Ministry of Education and Research is supported, in the area of school education, by three agencies. The Swedish National Agency for Education supports and evaluates the work of municipalities and schools. The Swedish Schools Inspectorate authorises the creation of new independent schools, and also ensures that municipalities, organisers of independent schools and the schools themselves follow the centrally set laws and regulations. The National Agency of Special Needs Education coordinates the Government's efforts regarding pupils with special educational needs.

664. The Education Act establishes municipalities as the responsible authorities for schools, in charge of implementing educational activities, organising and operating school services, allocating resources and ensuring that the national goals for education are met. Public schools are mainly directly run by municipalities, with independent schools being allocated public funds according to the same principles. Financial backing of all schools is tied to the respective number of pupils enrolled and pupils' specific needs (e.g. special needs education). Comparable to the allocation of funds by the central level, the local level mainly reallocates funds towards schools - usually on a lump sum basis to provide for salaries, buildings, material and equipment. Budget administration is then performed by the principal. Within municipalities, the general principles and objectives of schooling are decided at the Municipal Assembly level, while execution of duties is passed on to relevant committees.

665. Funding of municipal schools is decided at the municipal level. The Government redistributes financing through state grants from wealthier to poorer municipalities via a structural equalisation system across municipalities, among other things. These grants are untargeted and municipalities can allocate the funds as they see fit. Education is financed by municipal funds after redistribution.

666. For an overview of the formal and informal structures in place for decision making and education policy making and process of implementation see chapter 6.

### ***10.4 Main challenges***

667. In the Budget Bill for 2013/2014 (prop. 2013/14:1), the Government stated that for a long time there have been great challenges for the educational system. Swedish pupils' knowledge results have dropped over a long time according to many investigations. Too many of the pupils who leave compulsory or upper secondary school are missing complete grades. The education system's link to the labour market therefore needs to be strengthened in order to facilitate the transition to work. Improving the education system will take a long time and requires considerable effort and investment.

668. The educational problem is very complex since there is not one single factor that causes the problems, and there isn't one single solution that will lead to development. Below, the National Agency for Education has stated some of the major problems that have to be resolved.

*How to improve results in compulsory school?*

669. The overarching question is that general picture of performance in the Swedish compulsory school remains a cause for concern. PISA 2012 confirms and reinforces the picture which previous international surveys, PISA 2009, PIRLS 2011 and TIMSS 2011 have shown, namely that Swedish compulsory school pupils' skills in reading comprehension, mathematics and natural science has deteriorated over the past few decades. In total, Sweden is the country that has had the greatest downswing in results of all the countries which participate in PISA. Furthermore, the latest description of the proficiency standard according to PISA is that Swedish pupils are now, for the first time, performing under the OECD average in all three proficiency areas. Another great concern is how to improve the results/performance of newly arrived pupils.

*How to make teaching an attractive career?*

670. It is difficult not to connect the alarm bells concerning the number of students that want to become teachers with the negative debate about schools which has been waged over a number of years. The teacher shortage is alarming (see chapter 8.5). Negative publicity, falling results, distrust from the surroundings, a certain frustration among the staff, which is also likely to lead to greater difficulty doing a good job, seeing solutions and cooperating towards improvement. How do we stop this vicious circle?

*How to help teachers improve?*

671. A professional teaching body with the right competence is necessary to ensure education of high quality. A big challenge is, however, the fact that the lack of an educated workforce within the teaching profession is calculated to be significant over the coming years. For the country as a whole, a shortage of 44 000 educated teachers and preschool teachers has been predicted in the year 2020, and in the year 2030 the number is predicted to be 49 000. The problem is described in chapter 8.

672. In order to stimulate and motivate pupils, teachers need to develop how they educate. The collaborative learning will require time and the school-leaders need to be able to provide a good educational leadership. There must also be time for teacher training, both in subjects, methodology and didactics. It is the education providers that must ensure that such a development can take place. The shortcomings are described in chapter 5.

*How to get the best suited teachers for the most challenging pupils?*

673. The education providers also have to ensure that the best teachers serve in the schools that need them the most. The Government has supported teachers in areas of alienation and marginalisation with state funding, but it is crucial that each and every education provider takes its responsibility to provide the pupils that need extraordinary efforts with teachers that are able to meet their demands. This is especially important in times of mass-immigration when the newly arrived and traumatised pupils need to be a part of the Swedish school system as fast as possible. However, there are indications that some municipalities claims that they do not have the resources to receive more immigrants.

*How to create long term conditions to make a major change concerning capacity building?*

674. A challenge for the Governmental efforts is that the conditions are so different for the education providers. There are considerable differences in capacity, some education providers are large municipal organisations responsible for tens of thousands of pupils, and other providers are small-scale independent co-operatives with a handful of pupils. There are dual recommendations to be followed by the schools; the national requirements and the local requirements from the municipal or independent provider. (There are no private schools in Sweden.) Despite the differences, all educational providers have equal obligations in the Education Act.

675. Some providers and schools have less opportunity to participate in national activities. A recurring pattern is that small municipalities and independent providers more rarely participate. Since this pattern has existed for many years, there is a risk of growing inequalities.

676. As a result of education providers and schools having different conditions, more targeted efforts should be used. The differences are huge between large municipalities with their own schoolunits and small municipalities where two or three persons attend to all matters in the municipality. The same problem exists for other education providers. There is also a need to develop initiatives to give the providers greater opportunities to take responsibility for the school's overall mission. For that to happen, long-term and stable framework for local development work are required. This requires also that all education providers take responsibility for working systematically with quality development in the school. It also requires that all education providers assume responsibility to work systematically with developing quality within the school. The problem is described as a Main Challenge in chapter 5.8 together with the OECD's recommendations to Sweden (OECD 2014c). However, the OECD's recommendations are only meant for the municipalities. The independent education providers are not obliged to take part in any other steering than what is stipulated in the Education Act. Some of them do not want to participate in quality efforts that are offered by the NAE, some of them argue that they have better quality management than the NAE and some are so small that it is not possible for them to participate in national development. How do we develop a system that functions irrespective of the capacity of the education provider?

677. Creating long term conditions is also important to the stakeholders trust in the system and the transparency in the reforms. In Sweden, the stakeholders trust has been somewhat demolished, due to the major changes in the teachers' registration reform. The changes have made it very difficult to anticipate which changes have to be done in the education providers' teacher body. Also, a reform for the upper secondary school was shut down in 2006 despite all the education providers were ready to implementate the reform the next autumn.

*How to stop the increasing differences between schools?*

678. Analyses of data from national registers, including all pupils and schools, show a sharp increase in differences between schools in Sweden, and that this constitutes a risk of reduced equity.

679. The school should strive to compensate for the different backgrounds of various pupils, but it has not managed to give the pupils sufficient support in their development. Both the NAE (2013) and the Schools inspectorate (2013) have repeatedly noted shortcomings in equity and quality differences between schools. In the NAE report *Equality in the Swedish Compulsory School* (2012) the agency finds that the deviation in the pupils' performance has increased and there is still a strong connection between socioeconomic background and how pupils succeed in school. A related concern is to which extent the school choice contributes to segregation.

680. The report presents that over the last two decades the differences among the average performances in various compulsory schools have doubled, while being initially small from an international perspective. Only a proportion of the increased difference in results between schools can be explained by increased school segregation with regard to the socioeconomic composition of pupils. On the other hand, the schools seem to be becoming increasingly different with respect to such qualities as pupils' motivation to study. Peer effects and teachers' expectations can be expected to increase the differences between schools, which means that it has become increasingly important which school a pupil attends. The NAE believes that the equity level has deteriorated (NAE 2013).

681. The Agency for Education sees the school choice and the school market as a true dilemma, despite to what extent the school choice has contributed to the increased differences between schools. Each individual pupil and their parents now have increased possibility to choose the school they believe is the best for the child, and in some areas there are plenty of schools to choose from. At the same time the choice of school implies an action which can negatively affect pupils whose parents do not make an active choice. As far as society is concerned, the choice of schools can contribute to the schools reviewing their operation to increase quality, but it can also weaken preconditions necessary to provide each pupil with equal education. The increased differences in performance by schools call for strong measures at national and municipal level in order to maintain equity in the school system. How can we keep the school choice and at the same time increase equity between schools?

682. The problem is described mainly in chapter 7.

*How to elaborate the recommendations by the OECD?*

683. In their recommendations to Sweden, the OECD states the following when it comes to strengthening systemic strategic vision (OECD 2014c):

- Encourage the development of systemic long-term strategic thinking through discussions and workshops with multiple actors, initiated and guided by the central authorities. A special emphasis should be on appropriate use of data for strategic planning;
- Protect education funds on the municipal level by reintroducing earmarked grants as part of the general allocation budget for municipalities, keeping the output-focus aspect of the grant rather than input-specific grants;
- Provide an education-specific forum for municipalities to discuss and share best practices, including a platform for innovative initiatives, such as experimentation or cost pooling (e.g. IT systems).

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