

DENMARK

ECEC Workforce Profile

Country report author

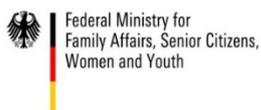
Jytte Juul Jensen

Formerly: VIA University College Paedagoguddannelsen, Aarhus

Citation suggestion:

Jensen, J.J. 2017. "Denmark – ECEC Workforce Profile." In *Workforce Profiles in Systems of Early Childhood Education and Care in Europe*, edited by P. Oberhuemer and I. Schreyer. www.seeepro.eu/English/Country_Reports.htm

Funded by:



Contents

- 1. ECEC governance 3
- 2. Who belongs to the early years workforce? 3
 - 2.1 Regular contact staff in ECEC provision..... 3
 - 2.2 Structural composition of ECEC workforce: qualifications, gender, ethnicity 4
- 3. Initial professional studies (IPS) 5
 - 3.1 Initial qualifying routes..... 5
 - 3.2 Competencies and curricula in IPS programmes..... 7
 - 3.3 Alternative entry and qualification routes, system permeability 9
- 4. Workplace-based learning in the IPS of core practitioners..... 11
- 5. Continuing professional development (CPD) 13
- 6. Recent policy reforms and initiatives relating to ECEC staffing 16
- 7. Recent country-specific research relating to ECEC professionalisation and staffing issues 17
- 8. General workforce issues 19
 - 8.1 Remuneration..... 19
 - 8.2 Full-time and part-time employment..... 19
 - 8.3 Staff support measures in the workplace 19
 - 8.4 Non-contact time 20
 - 8.5 Staff shortages and recruitment strategies..... 20
- 9. Workforce challenges – country expert assessment 21
- 10. References..... 22



1. ECEC governance

Denmark has a unitary system of early childhood education and care for children up to age 6 which includes family day care. ECEC provision at the national level, since the end of 2016, comes under the responsibility of the Ministry for Children and Social Affairs (*Børne- og Socialministeriet*). This decision followed two brief periods under the Ministry of Education, whereas traditionally, ECEC services have been consistently located within the social welfare system rather than within the education system. The Ministry of Children and Social Affairs provides the overall curricular requirements and general regulations. The funding and organisation of ECEC provision as well as details of regulatory practices are the responsibility of the 98 local municipal authorities.

2. Who belongs to the early years workforce?

2.1 Regular contact staff in ECEC provision

Pedagogues (*pædagoger*) are the core practitioners in Danish centre-based ECEC provision and account for almost 60% of the staff. The remaining staff are mainly Pedagogue Co-helpers, for which no formal qualification is required. Most of these co-workers are young people between 19 to 25 years with an upper secondary leaving certificate who want to spend a year or two in a workplace before they begin to study. The job is quite popular and it is not unusual to have between 200 to 300 applicants for one Co-helper job, even in small cities and rural areas (EPOS and EVA 2013, 28). The reasons among other things for the popularity of the job are that it is a well-paid and responsible job which offers the opportunity to work with children. Some of the Pedagogue Co-helpers go on to take the Pedagogue education/study route.

Table 1 shows ECEC staff working in direct contact with children in centre-based settings and also categorises the core practitioners (i.e. staff with group or centre responsibility) according to one of five ECEC professional profiles adapted from the original SEEPRO study (see Box 1 at end of this section).

Table 1
Denmark: ECEC staff in centre-based settings

Job title	Main ECEC workplace settings and age-range	Main position/s	Main age-range focus of IPS	Minimum qualification requirement and ECTS points/EQF level/ISCED ¹ level
<i>Pædagog</i> Pedagogue (Social Educator)	<i>Aldersintegrerede institutioner</i> Age-integrated centres 0 to 6 years	Core practitioner with group responsibility	0 to 6 years	Bachelor's degree 3½ years university college, specialising in Social Education
<i>Profile:</i> Early Childhood Pedagogy Professional	<i>Børnehaver</i> Kindergartens 3 to 6 years	Pedagogical leader	Age-group specialisation takes place after first year of studies	ECTS points: 210 EQF level: 6 ISCED 2013-F: 1102 ISCED 2011: 6
<i>Up to 2014:</i> Social and Childhood Pedagogy Professional	<i>Vuggestuer</i> Infant-toddler centres	Centre leader		

¹ UNESCO Institute for Statistics 2012, 2014.

Job title	Main ECEC workplace settings and age-range	Main position/s	Main age-range focus of IPS	Minimum qualification requirement and ECTS points/EQF level/ISCED ¹ level
	0 to 3 years			
<i>PAU – pædagogisk assistent uddannelse</i> Pedagogical Assistant/ Education	see above	Qualified co-worker	Broad-based pedagogical approach 0 to 10 years and beyond including family day care	2 years post-secondary vocational education ECTS points: n/a ² EQF level: 4 ISCED 2013-F: 0922 ISCED 2011: 3
<i>Pædagog-medhjælper</i> Pedagogue Co-helper	see above	Non-qualified co-worker	n/a	n/a

Box 1

SEEPRO professional profile categories (adapted from Oberhuemer, P., I. Schreyer, and M.J. Neuman 2010)

- *Early Childhood Pedagogy Professional* (specialist focus, 0–6/7 years)
- *Pre-primary Education Professional* (exclusive pre-primary focus 3/4–6 years)
- *Pre-primary and Primary Education School Professional* (focus on pre-primary *and* primary education 3/4–10/11 years)
- *Social and Childhood Pedagogy Professional* (mainly broad focus, including ECEC, usually 0–12 years, but sometimes including adults)
- *Social Care/Health Care Professional* (sometimes early childhood focus, sometimes broad focus, including adults)

2.2 Structural composition of ECEC workforce: qualifications, gender, ethnicity

As *Table 2* shows, Pedagogues are the main staff category in ECEC in Denmark, making up nearly 60% of the workforce. The proportion varies according to the type of provision. In infant-toddler centres (*vuggestuer*), Pedagogues represent only 55% of the total number of staff, whereas in kindergartens and age-integrated centres, the proportion is nearer the average for the whole workforce (58%). The majority of the remaining staff are non-qualified Pedagogue Co-helpers (40%) and only 2% of all staff are the Pedagogical Assistants with an upper secondary vocational qualification.

Table 2 also shows the percentage of male staff in different types of centres, proportions that compare favourably with the situation in other countries. The lowest percentage (9%) is in infant-toddler centres (*vuggestuer*), whereas in kindergartens and age-integrated centres, 13% of all staff are male workers. Most male workers in infant-toddler centres are unqualified staff; only 2.3% are qualified Pedagogues. In kindergartens and age-integrated centres, half of the male staff are Pedagogues and half are unqualified.

² n/a = not applicable

Table 2

Denmark: Structural composition of ECEC workforce in Denmark: qualifications, gender, ethnicity

Staff categories	Year / Proportion of workforce
Staff with specialist higher education degree (Pedagogues)	2013 All centres:* • <i>Vuggestuer</i> (0–3 years): 58% • <i>Børnehaver</i> (3–6 years): 52% • <i>Aldersintegrerede institutioner</i> (0–6 years): 59%
Staff with specialist post-secondary vocational qualification (Pedagogical Assistants)	2013** 2%
Staff with no formal IPS (Pedagogue Co-helpers)	2013* 40%
Specialist support staff (e.g. Pedagogical Consultants, Speech Therapists, Psychologists)	Mostly off-site
Male staff	2013 Proportion among all staff in * • <i>Vuggestuer</i> (0–3 years): 9% • <i>Børnehaver</i> (3–6 years): 13% • <i>Aldersintegrerede institutioner</i> (0–6 years): 13% Proportion of all pedagogues in ECEC who are members of BUPL *** • <i>Vuggestuer</i> (0–3 years): 2.3% • <i>Børnehaver</i> (3–6 years): 6.3% • <i>Aldersintegrerede institutioner</i> (0–6 years): 6.9%
Staff with a background of migration	No systematically compiled national data

* Danmarks Statistik 2014

** EPOS and EVA 2013; Danmarks Statistik 2014

*** BUPL³ 2014a

3. Initial professional studies (IPS)

3.1 Initial qualifying routes

Pedagogue/Social Educator (*Pædagog*)

Applicants for this study route are admitted to a specialist university college according to a quota system. Quota 1 comprises candidates with the highest grades in the upper secondary examination; Quota 2 comprises those admitted following an assessment of competences and qualifications. There is a third possibility for applicants who do not fulfil the demands of either Quota 1 or 2. They can undergo a competence assessment related to prior experiences and competencies. This competence assessment of the applicants' suitability, merits and prior experience may include: general personal qualifications and experience, e.g. work experience, vocational training, work abroad; special qualifications and experiences relevant to the pedagogue training, e.g. work in social services for children, young people and adults, work in leisure time facilities, in civil society organisations etc.; relevant professional qualifications, e.g. single subject at a higher level exam; local authority, trade union or evening courses.

Furthermore, each university college may weight other qualifications if there are too many applicants for the number of study places available, which is currently the case.

The Pedagogue study courses are free of charge. During study time at the colleges as well as during their first and fourth practicum the students received in 2017 a national student grant of 6,019 DDK (808€) per month and can take out a loan of 3,078 DDK (414€) per month. Most students also work some hours per week, for example as substitute staff in pedagogical set-

³ BUPL is the Danish Union of Early Childhood and Youth Educators

tings, in order to have a reasonable standard of living. During the second and third practicum, each lasting six months, the students receive a practicum salary of around 10,500 DDK (1,410€) per month.

Table 3

Denmark: Pedagogue / Social Educator

Job title in Danish: <i>Pædagog</i> Profile: 1992-2014: Social and Childhood Pedagogy Professional Currently: Early Childhood Pedagogy Professional
<p>Entry requirements:</p> <p><i>Quota 1</i></p> <p>Minimum age of entry: 18 years; one of the following upper secondary leaving certificates:</p> <ul style="list-style-type: none"> - <i>Studentereksamen</i> (STX) (12 years of upper secondary school) - <i>Højere forberedelseksamen</i> (HF) (examination award of equivalent institution) - <i>Højere handelseksamen</i> (HHX) (higher vocational) - <i>Højere teknisk eksamen</i> (HTX) (higher technical) - <i>Særligt hf-forløb for fremmedsprogede</i> (GIF) (special course for foreign language people) - <i>Gymnasial eksamen fra Duborg skolen i Flensborg</i> (upper secondary from Duborg school in Flensburg, Germany) - <i>Gymnasial erhvervsuddannelse</i> (EUX) (upper secondary vocational) <p><i>Quota 2</i></p> <p>A variety of entry routes:</p> <ul style="list-style-type: none"> - for those with one of the above upper secondary leaving certificates but do not have the entry grade in Quota 1 - Social and Health Assistant with specific levels in some upper secondary subjects - Pedagogical Assistant with specific levels in some upper secondary subjects - examination award in four upper secondary subjects (Danish, English, social studies and an optional subject) with specific levels - leaving certificate from a preparing course for immigrants and refugees (FIF) based at some university colleges - an approved upper secondary examination of another country and adequate language skills - an IB-Diploma (International Baccalaureate) and adequate language skills <p>Professional studies: Higher education, 3½ years at a specialist university college</p> <p>Award: (since 2001) Bachelor's degree in Social Education</p> <p>ECTS points: 210</p> <p>EQF level: 6</p> <p>ISCED 2013-F: 0112</p> <p>ISCED 2011: 6</p> <p>Main ECEC workplaces: Age-integrated centres (<i>Aldersintegrerede institutioner</i>), 0 to 6 years; Kindergartens (<i>Børnehaver</i>), 3 to 6 years; Infant/toddler centres (<i>Vuggestuer</i>), 0 to 3 years; other pedagogical fields of work</p>

Pedagogical Assistant (*Pædagogisk Assistent*)

The qualifying courses take place either at a vocational school or a university college. Candidates can either be school leavers, or may take the course as an adult if they are over 25. Before starting the qualifying course, an applicant must have a training agreement with their employer, which may be a local authority, a region or a private pedagogical centre. For the duration of the course, the students receive a monthly salary from their employer of 8,000-10,000 DDK (1,100– 1,300€); the relevant salary as an adult learner is around 20,000 DDK (2,700€) per month. The studies are free of charge.

Table 4

Denmark: Pedagogical Assistant

Job title in Danish: <i>Pædagogisk Assistent</i>
<p>Entry requirements: 10 years of compulsory schooling; also available as adult education for persons over 25 years</p> <p>Professional studies: Post-secondary/vocational; <i>Foundation course:</i> ½ to 1 year dependent on if the applicant</p>

Job title in Danish: *Pædagogisk Assistent*

has more schooling or/and relevant employment; *Main course*: usually 2 years and 1½ months full time, but if the applicant has 2 years of relevant employment and is over 25 years of age, s/he can omit the foundation course and the practicum periods in the main course.

Award: Education Certificate

ECTS points: n/a

EQF level: 4

ISCED 2013-F: 0922

ISCED 2011: 3

Main ECEC workplace: age-integrated centres (*Aldersintegrerede institutioner*), 0 to 6 years; kindergartens (*Børnehaver*), 3 to 6 years; infant-toddler centres (*Vuggestuer*), 0 to 3 years; other pedagogical fields of work

3.2 Competencies and curricula in IPS programmes

Pedagogue/Social Educator (*Pædagog*)

Course structure, competence specifications and didactic approaches

The 2014 ministerial decree (Bekendtgørelse 2014) on the study programme for the award of the Bachelor's degree in Social Education regulates the qualification of Pedagogues in Denmark and is supplemented by each university college's specific course syllabus. The decree specifies the purpose, duration, exams, syllabus, the merit education as Pedagogue⁴ and the competence goals for the different areas of the programme.

The study programme consists of two parts: a common part focusing on basic professional competences (70 ECTS points, including one practicum period) and a specialisation part (140 ECTS points). There are three specialisations: (1) early childhood pedagogy, (2) school and leisure pedagogy, (3) social and special pedagogy.

The specialisation course also consists of an inter-professional course, an optional subject area, a bachelor project and three practicum periods.

The generic competences of all three specialisation areas are linked to the Danish welfare state institutions, the aims of which are laid down in different acts. As in §1 in the ministerial decree of the Pedagogue study programme it addresses the whole pedagogical field of work and not only early childhood:

The purpose of the education is that the student acquires relevant professional competences, knowledge and skills, to be able to manage, develop and convey development, learning and care assignments in a social perspective, both independently and in collaboration with others (Bekendtgørelse 2014).

The Bachelor's degree is on a par with other professional Bachelor programmes, such as those for school teachers, social workers and nurses.

The decree states for all education elements the areas and the competence goals, as well as the knowledge and skills goals. The 2014 decree, for the first time, formulates competence goals which describe what the students must know and be able to do. The decree does not prescribe curricular areas. Pedagogues specialised in early childhood pedagogy:

...have particular competences to create and develop pedagogical environments and activities, in which optimal conditions are created on the basis of a professional, pedagogical foundation for a stimulating and safe life for children (Bekendtgørelse 2014, Appendix 2).

The designated areas of competence are:

⁴ The Merit Education/qualification route is a specific study route for experienced Pedagogue Co-helpers and Pedagogical Assistants wishing to work towards gaining a full qualification as Pedagogue, i.e. a Bachelor's degree.

1. Childhood, culture and learning
2. Profession and organisation
3. Professional relations and communications – 2nd practicum period
4. Cooperation and development – 3rd practicum period

However, beyond specific academic knowledge, learning to be a ‘competent Pedagogue’ is also based on personal qualities. “These include own life experiences, engagement and corporeality, feelings and own values and morals” (Jensen 2016, 24). Personal education formation (*Dannelse* in Danish, *Bildung* in German) takes place throughout the whole study programme; for example, through aesthetic expressions and participating in pedagogical practice (not only through observing) where the students “must dare to invest their own personality” (Jensen 2016, 24).

Understanding pedagogical practice is built on learning to make judgements in a specific situation by drawing simultaneously on multiple sources of knowledge and skills. This needs to be reflected in the didactic approaches used in the Pedagogue education: class teaching, lectures for larger groups of students combined with discussions with students and group work, teaching themes, project work based on students’ own selection of subjects and themes with supervision, and so on. Since pedagogical practice is relational, it is important that this is reflected in the didactics.

The alternation between practicum periods and university college periods as two learning places is used didactically. Here it is important to underline that the practicum is not only ‘practice’ but also ‘theory’. Likewise, learning in the college environment also comprises both elements. For example: Students need to practise skills in aesthetical forms of expression in pedagogical activities and this happens not only during the practicum periods but also at the university colleges.

“This is a different type of learning process than the cognitive one. The student must achieve skills in, for example, playing an instrument, telling a story, balancing a ball, playing in a sandbox, lighting a bonfire, climbing a tree and so on” (Jensen 2016, 23).

Pedagogical Assistants (*Pædagogisk Assistent*)

Competency specifications

The ministerial decree (Bekendtgørelse 2015) which specifies details about the Pedagogical Assistant Education (*Pædagogisk assistentuddannelse* - PAU) states the objectives, duration, as well as competency specifications for different stages of the study programme. The course award is a Certificate as Pedagogical Assistant.

During the study programme students gradually acquire the skills required of a Pedagogical Assistant, such as initiating and moderating activities. Through teaching at the IPS institution and work placement periods, students acquire knowledge, skills and competencies to carry out pedagogical care and relational work at an Assistant level. They acquire knowledge about the pedagogical sector and learn about the context for the practical pedagogical work.

Curricular areas/pedagogic didactic approaches

The study programme lasts for 2 years and 1½ months full time, with 47 weeks spent in the IPS institution and 52 weeks in different workplace settings.

Practicum periods: Students experience at least two different working places. At the practicum centre, students are allocated a practicum supervisor who ensures that he/she works according to the required goals and tasks stated in the training programme.

School periods: The main course comprises both basic subjects such as Danish, community, English (optional) and specific subjects such as pedagogy, nature and out-door life, digital culture, movement and sport, health in the pedagogical practice, cultural and aesthetic expres-

sions and activities, pedagogical psychology, communication in the group, work environment and ergonomics. The study programme also has different optional studies.

A mix of pedagogic-didactic approaches are utilised, such as lectures, group work, teaching themes, projects, role play, practical subjects. The course alternates between practicum and schools periods.

3.3 Alternative entry and qualification routes, system permeability

Below three types of inclusive approaches for becoming a Pedagogue or Pedagogical Assistant are presented: (1) the Merit qualification route as Pedagogue, (2) the Pedagogical Assistant training (PAU), and (3) the preparatory course for immigrants and refugees (FIF).

Merit qualification route for experienced Pedagogue Co-helpers

The Merit qualification route as Pedagogue is a special study programme for experienced Pedagogue Co-helpers and Pedagogical Assistants, leading to the award of the Bachelor's degree in Social Education. The Merit route is described in chapter 6 of the 2014 ministerial decree (Bekendtgørelse 2014) and follows the same course regulation as the ordinary study route.

The entry requirements are twofold: first, applicants must fulfil the same admissions criteria as for the regular Pedagogue IPS programme; second, they must have worked for at least five years full time as Co-helpers in the pedagogic field, including ECEC centres. If they do not meet these requirements, they can ask for a 'real competence assessment' to see if a dispensation can be given.

The Merit qualification route takes into account the students' previous practical experience in pedagogical settings in the form of credits. They do not have to participate in the two six-month placements which are required for the regular study route. This means that they study for 2½ years at a university college, but only one year needs to be full time. In general, the study route takes three years to complete, including part-time and full-time studies. This IPS programme is organised under the Open Education Act (Lov om åben uddannelse 2016). Students pay a fee of around 45,000 DDK (6,000€) for the full course, which can also be covered by the employer. During the first year of full-time study the student may receive a student adult grant (SVU) which may be supplemented by a loan. During the remaining time needed to complete their studies, they often work and may be given (some) time off for studies by their employer.

Pedagogical Assistant Education (PAU) route for school leavers and adults

Most students starting the Pedagogue study programme have been Pedagogue Co-helpers. The job is in this way an important recruitment base for future pedagogue students.

The Pedagogical Assistant Education (PAU) is a *direct admission criterion* for the Pedagogue study route. As a study route for young people, it is mostly attended by school leavers. As an adult further education course for people over 25 years, it comprises three different groups: former Pedagogue Co-helpers, Family Day Carers (the largest group) and people not in regular employment.

The foremost rationale behind this study programme was to attract non-qualified people and in this way raise the general educational level in society. Another aim set forward by FOA, the trade union for Pedagogical Assistants and Pedagogue Co-helpers, is that it is a way of raising the qualification level of the Pedagogue Co-helpers. There is a political interest in the field against the background of the government's aim that 95% of a youth cohort must have a qualifying education.

The demand in ECEC centres for people with a Pedagogical Assistant qualification has not been high so they constitute overall only a small percentage of staff (see *Table 2*). The employment of staff is devolved to the individual ECEC centres, and the current pedagogical culture priori-

tises young male persons with an upper secondary examination (they are around 19 years or older). On the whole, ECEC centres tend to prefer a short-term contract for Pedagogue Co-helpers of one or two years.

The salary of a Pedagogical Assistant is higher than that of the untrained Pedagogue Co-helpers and their terminal salary is the same as the starting salary of a Pedagogue. This means that the ECEC centres prefer either a qualified Pedagogue or a young, cheaper, non-qualified (male) Pedagogue Co-helper.

Preparatory course for immigrants and refugees (FIF)

The preparatory course for immigrants and refugees, called FIF, is available for a wide range of qualification routes. The first course addressing the Pedagogue study programme started in 1991 and was called the 'building bridges course'.

The entry requirement is an upper secondary leaving certificate. The course runs for 12 months at a university college. For the duration of the course, the students receive a national student grant which may be supplemented by a loan. The aim of the course is to qualify the participants for admittance to the initial professional study route for Pedagogues. Around 80% of the students go on to take further studies, with a majority choosing the Pedagogue route. To be admitted to the Pedagogue study programme they have to complete a 'real competence assessment'. If they are accepted, the graduation rate is just as high among bilingual students as among other Pedagogue students.

The course is for people with a minority ethnic background, "... who because of their language, culture and so on are not qualified or ready to seek entrance to the pedagogue education by way of the formal route" (Jørgensen 2010, 203). The course is based on preparing this diverse group of students for learning about Danish educational culture and introducing them to Danish pedagogy.

Students come from a variety of countries across the world and thus have different cultural backgrounds, nationalities and native languages. Some are refugees with a professional qualification. Some families are reunited and plan to settle in Denmark. Others are children of immigrants who dropped out of school. Some are women who have lived isolated lives in Denmark and want to explore the society in which they must bring up their children so that they can manage better. And some are men who have acknowledged the necessity of getting involved in pedagogical work with, for example, young people from their own culture. Jørgensen (2010, 204) points out that many ethnic minority students do not have the same notion of the pedagogue occupation as a female occupation, which could be explained on the one hand through the fact that pedagogy generally speaking is not seen as an occupation in many of their countries of origin, and on the other hand through the fact that many students see an obvious need for male pedagogues with an ethnic background.

Right from the start, the course has been constantly redesigned both in form and content and in terms of its positioning in the context of current integration efforts and debate. The course has two main objectives. One relates to personal and social aspects, helping the students to become aware of and describe their own identity and integration process and to view themselves as active participants in the current Danish environment. The second objective is to learn about the educational culture at a Danish Pedagogue university college. Thus, the individual students need to be introduced to methods and study techniques that are applied in these colleges. Moreover, students should have an understanding of the past and current views of children and childhood that characterise Danish pedagogy.

4. Workplace-based learning in the IPS of core practitioners

Regulations for the practicum (*praktik*) during the Pedagogue study programme are stipulated in the relevant ministerial decree (Bekendtgørelse 2014) and implemented by the university colleges and individual ECEC centres.

According to the decree, the practicum consists of four periods totalling 75 ECTS points, meaning that it takes up more than one third of the total course duration. The first practicum takes place in the second semester during the common course attended by all students and comprises 32 working days of six hours per day on average (10 ECTS points). The second and third placements take place during the third and sixth semesters, each for six months (30 ECTS points each). The students work on average 32½ hours per week. The fourth practicum takes place in the seventh semester in connection with the student's bachelor thesis and consists of 16 working days of six hours (5 ECTS points). The decree also stipulates three study days during the first practicum and ten study days during each of the second and third practica. Study days are organised by the university colleges. The decree says that the "purpose of the study days at the university college is to support the student's acquisition of the competence goals" (Bekendtgørelse 2014, § 8). The decree also states the possibility for students to take their second or third practicum abroad.

The ministerial decree has two detailed paragraphs (one on the role of the hosting ECEC centre and another on the role of university colleges) quoted in full below.

Role of the ECEC centre:

The practicum centre devises a practicum description, which must contain the following elements:

- 1) Description of the centre, incl. purpose, user group description and standard methods*
- 2) Education plan for the practicum periods. The plan must comply with the competence goals for the relevant practicum period, incl. suggestions for relevant literature, organisation of practicum guidance and collaboration with the university college. The education plan is devised in joint cooperation with the university college.*

Sec.2. The practicum centre is responsible for the student receiving supervision during the practicum in accordance with the competence goals for the practicum period.

Sec.3. No later than upon 2/3 completion of the first, second and third practicum periods, the practicum centre must conduct a meeting with the university college and the student, after which the centre must make a statement declaring how the student may fulfil the competence goals for the practicum period in question (Bekendtgørelse 2014, § 9).

Role of the university colleges:

Prior to each practicum period, the university college must prepare the students for the upcoming practicum period, including methods of study and relevant competence goals.

Sec. 2. During the study days of the practicum period, the student receives formal training and supervision at the university college...

Sec.3. After completing the practicum period, the university college must continually include the students' practicum experiences in the education. Furthermore, the university college must include the statement from the practicum centre in the student's further supervision process (Bekendtgørelse 2014, § 10).

The university colleges appoint a supervisor who provides information for the student about the choice of practicum, the competence goals, the relevant literature, etc.

The students' skills and competencies

The decree states the competence goals of each practicum as well as the knowledge and skills specifications. For example, the following are the competence goals for the 2nd and 3rd practicum within the specialisation in early childhood studies (see also *section 3.2*):

Competence Area 3: Professional relations and communication – 2nd practicum period

This area focuses on relational work, interaction and communication in pedagogical practice with 0- to 5-year old children, including the significance of children's diverse life conditions with respect to well-being, relations and communication.

Competence goals: The student knows how to create relations with individual children and with the whole group, can support the children when they interact with each other, can support the development of children's communicative competences, master professional communication and reflect on their own abilities to communicate and to initiate and sustain relations.

Competence Area 4: Cooperation and development – 3rd practicum period

Here the focus is on systematic and knowledge-based reflection and contributing towards development and innovation within pedagogical practice.

Competence goals: The student is able to plan, implement, document and evaluate activities and learning processes in a focused way that supports the child's well-being, learning, intellectual growth and development. In the context, the student must be able to challenge existing practice in professional terms, to look for and assess alternative options and to contribute to the development of pedagogical practice (Bekendtgørelse 2014).

Forms of students' self-evaluation and external evaluation

The forms of students' self-evaluation vary. Unlike the 2007 decree, the 2014 decree does not specify details of the students' self-evaluation during their practicum. Each university college includes practicum regulations in their syllabus and in a written practicum booklet which describes in detail the decree, regulations, practicalities and so on.

Before the practicum, the students write down their own competence goals and the knowledge and skills they wish to achieve during the practicum period. The goals are discussed with and approved by both the supervisor teacher at college and the practicum supervisor/mentor. During the practicum period the student keeps a daily diary or portfolio, and uses this at the practicum supervisor meetings during the study days and also later on in their studies.

The aim of the fourth practicum, added in the 2014 reform, is to do fieldwork research and produce data from their work in the ECEC centres for use in their bachelor thesis. Here students are encouraged to use different research methods.

The three other practicum periods end with an examination. For the first and second, the examination is conducted internally by the practicum supervisor and the practicum supervisor from the university college; at the third practicum an external examiner is also required (Bekendtgørelse 2014).

The **supervising staff at the ECEC centres** are qualified Pedagogues. The competencies required for this position are not nationally regulated. The supervisors receive a practicum bonus based on collective agreements between trade unions and local municipalities: in 2014 this amounted to roughly 550€ for a six-month practicum. It is possible, but not mandatory, to attend relevant short-term courses, a higher education diploma course or a Master's degree course in Pedagogical Supervision. Field experts estimate that many attend the short courses but few take a diploma and even fewer a Master's degree (Jensen 2015a).

A practicum supervisor who works directly with the children, i.e. is a regular member of staff, is appointed by the Centre Head. It is estimated that planned meetings between the supervisor and the student take place (during regular working hours) for an average of one hour per week. Supervision is also part of the daily work and other Pedagogues can give supervision in a more situated and informal way than in a planned meeting (Jensen 2015a).

Reforms, trends and debates

There is an ongoing debate about the specific roles of learning in the workplace (practicum) and learning at the university college and about the cooperation strategies between the two learning places. There are two prevailing major discourses: a learning discourse (focusing on

learning in the workplace) and an academic discourse (focusing on the learning at the university college) and there is an ongoing effort to integrate the two (see Jensen 2015a for different understandings of practicum).

The 2014 decree reform places more responsibility on the practicum centres regarding student evaluation, which can be seen as a strengthening of the learning discourse. The ECEC practicum centres play an important role as a learning space and there is an ongoing debate about whether they have enough resources and competencies to fulfil that role - not only concerning student evaluation but in general.

The decree added a fourth practicum where the students are required to produce data during their work in the centre and analyse and integrate these into their bachelor thesis. This can be seen as a step towards integrating the tasks of practicum centres and university colleges and as a strengthening of the academic discourse.

An earlier recurrent theme of debate was about whether students should receive payment during their practicum. Currently, students receive a practicum salary paid by the employer during the two six-month practicum periods (i.e. the second and third). The paid practicum was introduced following the generalist reform in 1992. "For the students this means a double role: on the one hand being a student, on the other hand an employee and a regular member of staff" (Jensen 2015a, 160). Some argue that the students are not allowed to be students; fewer argue that they really learn the conditions of work. For the first and fourth practicum periods, students receive student grants.

5. Continuing professional development (CPD)

A national framework exists in terms of recognised courses and awards relating to the continuing professional development of ECEC staff, but not in terms of a general CPD entitlement or of an annual allocation in terms of the number of days to be spent on CPD activities. Nevertheless, some CPD activities may be obligatory, e.g. those for the centre team as a whole or some courses provided by municipalities regarding current reform initiatives.

In terms of career development, a profession is dependent on both vertical and horizontal possibilities of mobility. Formal strategies of further training/professional development for Pedagogues have a relatively short history. This has something to do with the traditional 'flat structure' (non-hierarchical) in the ECEC centres and the presence of a large number of non-qualified staff. An informal estimate from a BUPL expert interviewed in 2010 was that around 25% of Pedagogues participate in formal CPD activities, whereas the remaining 75% get through their career with only a few days of competence development per year.

One of the reforms initiating more further training from the early 1990s onwards was the Open Education Act (*Lov om åben uddannelse* 2016). The Merit qualification route to become a Pedagogue as well as the Diploma studies and Master's degrees (see below) are provided for under this Act. The Act aims to help adults combine work with further related studies. Students are granted a degree or an education certificate and have to pay a fee for the study programme.

Before the early 1990s, CPD tended to be initiated by the ECEC Centre Leader or staff. Today, many initiatives come from central and local authorities and - as budgets are low - do not leave much space for centres' or individual staff's needs or wishes for CPD. Field experts talk about a centralisation and standardisation of CPD and not all Pedagogues find that they benefit from some of the courses on offer (Ahrenkiel et al. 2012).

Overall the leader of a centre is responsible for the staff's professional development. CPD can be discussed during the obligatory annual appraisal reviews (*MUS-samtaler*). The Centre Leader, in collaboration with the team in the setting, may also compile a competence plan for all

staff. Furthermore, local authorities sometimes provide professional development courses for the complete staff team in an ECEC centre, for part of the team, or for individual staff members who need to strengthen competencies in specific areas, e.g. language or inclusion.

CPD for Pedagogues/Social Educators

The main providers of CPD are university colleges (*professionshøjskoler*) and the municipalities, but may also be vocational schools and private firms/organisations (Hjorth-Weber 2012).

A distinction can be made between (1) short-term courses of between one to seven weeks' duration and (2) a long-term study route over a period of two or three years. They include various diploma studies as well as Master's degrees.

Short-term courses

Short term courses primarily serve as an improvement strategy for the work in pedagogical settings. The competencies in focus are linked to everyday work routines. BUPL, the trade union for early childhood staff, argues that both the course fee and the time needed to attend the course must be covered by the employer. The trade union recommends two weeks of CPD per year for all Pedagogues.

Course topics are diverse: outdoor life, music, storytelling, movement and language, environmental assessment by children, etc. The main providers of such short-term courses are university colleges, local authorities, and private organisations. No formal academic credits are given for short-term courses. If a Pedagogue participates in more than six weeks of full-time studies over a period of two years, s/he has the possibility of having a 'real competence assessment' in order to apply for Merit points for enrolment in a diploma study course (see the following paragraph for details of Diploma studies).

Long-term further studies

Long-term further studies have a double purpose: both to enhance the pedagogical work in general and to give the Pedagogue in question new career opportunities.

Diploma study programmes

Diploma studies are for adults with a short-cycle or further higher education degree and are primarily an additional qualification for a specialised area of work in pedagogical settings (e.g. Diploma in Public Management) (Hjorth-Weber 2012). Typically, Pedagogues choose one of the available pedagogical diploma (PD) qualifying courses which have in common:

- a duration of one year full-time study (60 ECTS points) which can also be taken part time;
- admission criteria is a relevant qualification and at least two years of work experience;
- a course fee ranging between 42,000–65,000 DDK (5,600–8,700€) in 2015.

Diploma students often combine their studies with employment. The fee may be covered by the employer and they may get (some) time off from work to study.

Around 30 different pedagogical diploma study courses exist in different subjects or subject areas relevant to the pedagogical working field. Diploma studies are also followed by other Bachelor-level professionals such as school teachers and social workers. The providers of these professional development courses are university colleges and universities.

Centre Leaders

A trend, also pushed forward by a tendency to have one leader for several centres, is that Centre Leaders are more likely to study for a diploma or take courses for other types of competence development. There are no national/general requirements for leaders of ECEC centres. Most leaders are experienced Pedagogues. During recent years, however, national initiatives including the national government, municipal authorities and trade unions, have funded di-

ploma study programmes in leadership for the whole public sector in order to raise the quality of the welfare institutions.

Two diploma courses exist for leaders in welfare institutions: Diploma in leadership (DIL) and the public diploma in leadership education (DOL). The difference between these two is that the first is provided by university colleges; the second by both university colleges and private providers. Both diplomas are awarded with 60 ECTS points and consist of different modules.

Master's degree/PhD

In Denmark there are two types of Master degrees: Continuing Higher Education and Ordinary Higher Education (EQF Level 7).

Most pedagogues take a Master degree as Continuing Higher Education. Entry requirements are a Bachelor's degree and at least two years of relevant job experience. A Master's degree is one year full-time study (60 ECTS points) and is followed on a part-time basis, since the students are working at the same time. The students have to pay a fee. The Master's study programme has to be completed within six years. Studies are research-based but also include the students' experiences from their daily work. Fees are sometimes covered by the employer, either partly or fully, and students may be given time off for studying. The main provider is DPU – the Danish School of Education, University of Aarhus, which offers a range of Master's degrees in the field of pedagogy and education. DPU is also a research centre in education and pedagogy in Denmark. Other universities also provide relevant Master's courses for pedagogues.

The other type of a Master's Degree, a Candidate degree in Ordinary Higher Education (120 ECTS points), takes two years and is often taken just after the Bachelor's degree. DPU and other universities provide a range of Master's degrees relevant for Pedagogues. The admission criteria are a Bachelor's degree and very good grades. Many Pedagogues apply for a candidate degree course, but there are few places.

Master's studies can be followed by a PhD course.

CPD for Pedagogue Co-helpers (*Pædagogmedhjælper*)

The non-qualified Pedagogue Co-helpers have various CPD possibilities. The initiative to participate may come from the Pedagogue Co-helper, the Centre Leader or from the local authority as part of a competence drive among all non-qualified employees. They can apply for the following options:

- The IPS for prospective Pedagogues;
- If they have more than five years of work experience: the Merit qualification as Pedagogue;
- Pedagogical Assistant qualification;
- Short-term AMU-courses. AMU (Danish Adult Vocational Training Programmes) is the vocational education system that provides many different courses: a pedagogical basic course (three weeks), children and nature (five days), play and learning with digital media in early year's centres (five days), parent cooperation (five days) and so on. Here the non-qualified can acquire skills to be used directly in pedagogical work. A certificate is provided. The providers of the courses are vocational schools and university colleges. The studies are free of charge. The leader must approve participation. The Pedagogue Co-helpers take the course during their working time and often continue to draw their regular salary. The centre may apply for economic compensation to be used for a substitute worker (FOA and KL 2014).

Research projects on CPD

Two large-scale research projects on CDP have been carried out recently, one focusing on Pedagogues (presented in *section 7*), and the other on the Pedagogue Co-helpers (EPOS and EVA 2013).

The latter project was commissioned by EPOS, the Standing Committee for the pedagogical/social and health field, and carried out by the Danish Evaluation Institute (EVA). The analyses reveal the development in job functions and changing competence demands for Pedagogue Co-helpers, Pedagogical Assistants and Family Day Carers, among others.

The aim of the research was to find out if the existing courses on offer meet the need for CPD; if there is a need for new structures; and to see where there is a need for revision or new development of existing qualification pathways. The report mentions the following changes in ECEC, leading to increased competency demands for Pedagogue Co-helpers and Pedagogical Assistants:

- Increased focus on pedagogic work especially with the pedagogic learning plans introduced in 2004;
- Inclusion of all ;
- Parents' increasing demands;
- IT and digital media;
- Language assessment and stimulation;
- Organisational changes;
- Increase in ECEC centres with a special content profile, for example, nature, body and movement or music.

Research findings indicate that the Pedagogue Co-helpers interviewed did not express an immediate need for competence development; on the other hand they would like to have more skills for activities with children and more competence in relation to parents and other members of staff. Many Pedagogue Co-helpers are employed because of their personal qualities and their skills in music, sports, etc. The Co-helpers who have participated in CPD or study courses find them exciting and relevant and feel that it gives them something extra in their work.

Some local authorities can see a need for competence development in this area. In one example given, all the Pedagogue Co-helpers and all Pedagogical Assistants in the municipality attend a two-month course.

The Co-helpers also learn informally from the Pedagogues they work with. Some also participate in local authority CPD activities (theme days, lectures and so on) together with the Pedagogues. Results show a difference between experienced and non-experienced Co-helpers; experienced ones do almost the same tasks as the Pedagogues.

6. Recent policy reforms and initiatives relating to ECEC staffing

Significant reforms took place in 2001 (introduction of the Bachelor's degree), in 2004 (national pedagogical learning plans), in 2007 (Pedagogue IPS reform) and more recently the 2014 reform which will be described in more detail below. A revision of the pedagogic learning plans is on the agenda in 2017. A challenge at all levels and for all stakeholders in the ECEC field has been to implement the learning plans and develop the areas and tasks demanded. Additional steering initiatives at the national, but mostly at the local level have also been changing the tasks and ways of working for the staff in ECEC.

2014 reform of Pedagogue Education/IPS

The history of the Danish Pedagogue education reaches back over more than 130 years (see Jensen 2016 for a short description) and many reforms have been carried out during this period, the most recent being in 2014. Over the years, the initial professional studies of Pedagogues have been transformed from several specialist routes for work in a broad spectrum of pedagogical settings to a generalist education as from 1992, and now, as from 2014, to a mixed concept comprising a common part of basic professional competencies (70 ECTS points) and a specialisation part (140 ECTS points). The specialisation areas are:

1. *Early childhood pedagogy*, aimed at pedagogical work with children between 0 and 6 years.
2. *School and leisure time pedagogy*, aimed at pedagogical work with school children and young people aged between 6 and 18 years.
3. *Social and special pedagogy*, aimed at pedagogical work with children and young people with special needs and people with physical and mental disabilities or social problems (Bekendtgørelse 2014).

7. Recent country-specific research relating to ECEC professionalisation and staffing issues

An increase in research in ECEC has taken place during the last 20 years or so. Research takes place at universities, at university colleges, or in various research centres. ECEC stakeholders commission research.

A new Centre for ECEC Research (*Center for Daginstitutionsforskning*) based at Roskilde University opened in 2015. It collaborates with the Institute for Psychology and Education Research (Roskilde University), DPU (Aarhus University) and six university colleges. The centre is supported financially by BUPL's research fund.

Many research projects relating to ECEC professionalisation and staffing issues have been conducted over the past five years and the three presented are selected examples.

Pedagogues' participation in further education

Source: Ahrenkiel, A., J.T. Frederiksen, S. Helms, and J. Krab. 2012 (see *References*).

Background: The research was funded by Roskilde University and BUPL's research fund. A large part of the Pedagogue workforce does not participate in competence-related courses (defined as those awarding ECTS points and held by approved providers) throughout their working life.

Aims: The aim of the study was to explain why this is so (especially in the case of Diploma studies), and what types of further training are experienced as contributing to the development of their pedagogical work. The project analyses the possibilities for further education by examining the structural, cultural and subjective interest in Pedagogues' participation and also the barriers preventing it.

Procedure: Following an exploratory pilot study, a survey was conducted among 20 local authorities and qualitative interviews were held with Centre Leaders and Pedagogues (one half had followed a Diploma course and the other half had not).

Findings: The main barriers to participation are a busy everyday life, economic constraints in the ECEC centres, and a lack of solid and reliable frameworks and resources for substituting staff attending CPD courses. The Pedagogues' participation in further education is mostly bound to local municipalities' priorities and not to their centres' and their own needs in terms of competence development. The Pedagogues are loyal to the centre and their colleagues, and they think in a collective perspective rather than about their own career. Consequently, some

Pedagogues do not participate in CPD courses because they do not want to leave their colleagues behind with a poor staff/child ratio. The Centre Leaders play a central role in creating an 'education/learning culture' at the individual centre, to promote coherence between education and practice (before and after such course attendance), to make sure that all staff are offered further education and to motivate them to participate.

Furthermore, the supply of CPD courses varies greatly across regions and municipalities.

Pedagogical quality in large and small centres

Source: Kragh-Møller, G. and C. Ringsmose. 2015 (see *References*).

Background: The research was funded by DPU and BUPL's research fund. Currently the tendency is to build larger early childhood centres, and a number of small centres are being closed or joined up into larger units, especially in the cities.

Aims: The study investigated the influence of the size of centres on the pedagogical quality and consequently on children's learning and development.

Procedure: Qualitative studies in 12 ECEC settings, both large (over 100 children enrolled) and small (under 50 children enrolled), including interviews with leaders, focus group interviews with two to seven Pedagogues; 60 children were also either interviewed in focus groups or individually. Also, an assessment of the quality in the centres was carried out using a systematic observation method. Questionnaires were sent to almost 500 Centre Leaders and almost 400 Pedagogues working directly with children.

Findings: The main conclusion is that there are a range of challenges for the ECEC staff in larger centres regarding quality issues and in giving the children good opportunities for wellbeing, learning and development. The authors conclude that the provision of large early childhood centres with more than 100 children cannot be recommended.

Pedagogues' understandings of Danish ECEC practice

Sources: Jensen, J.J. 2015b, 2015c (see *References*).

Aims: The research was funded through BUPL's research fund and VIA University College. The author wanted to find out about Pedagogues' understandings of core values in their daily work through the lens of observing films of practice from other countries and to make visible the special Danish contribution to the ECEC field, the pedagogical work and professional understanding viewed in an international perspective.

Procedure: One part is a qualitative study where focus groups of Pedagogues and others involved in pedagogical work are shown half-hour films of everyday life and practice in early childhood centres in England, Hungary and Denmark. Another part comprises an analysis of the context of ECEC in the three countries, using relevant literature studies.

Findings: When viewing the videos of daily practice in England, Hungary and Denmark, Danish Pedagogues see three different images of the child – described as the 'head body', the 'china doll' and the 'mud child'. In the English film's practice they see the view of the child as a learning child (the head is in focus) and in the Hungarian film they see images of the 'fragile child' (the china doll). By way of contrast, they have an ideal of the Danish ECEC child as an active co-participant, freely moving and as a 'natural child' who can best unfold in outdoor environments (the mud-child).

The three films reflect different approaches to ECEC. The neo-liberal welfare model is dominant in England, built on a private childcare market. An eastern European welfare model prevails in Hungary within a divided system for children under and over three years of age. Places for children under three years are rare. Classical family values exist, supported by three years of maternity leave, under the assumption that it is best for the child to be with his/her mother. The Nordic welfare model is the dominant model in Denmark with its coherent and universal

ECEC system for the whole range of early childhood ages (0 to 6 years) with much public involvement and a high level of professionalised staff.

8. General workforce issues

8.1 Remuneration

Nearly all Pedagogues are members of BUPL, the Danish Union of Early Childhood and Youth Educators, and many Pedagogical Assistants and Pedagogue Co-helpers are members of FOA. Benefits include six weeks of annual holiday leave, one year paid maternity and parental leave, and all staff groups pay for an obligatory occupational pension.

Average monthly salaries for full-time staff in different job positions in early childhood centres are as follows (BUPL 2014b):

- non-qualified staff: 24,000 DDK (3,200€);
- pedagogues: 28,000 DDK (3,800€);
- department leader / deputy leader: 31,000 DDK (4,200€); and
- leaders: 37,000 DDK (5,000€).

Posts of responsibility such as the Centre Leader, Deputy Leader, or Pedagogical Leader of a smaller unit receive a higher salary based on the collective agreements. The practicum supervisor receives a bonus.

A qualified Pedagogue earns only minimally less than a school teacher. The salary increases with seniority. It is possible to live on this salary without additional support, e.g. living as a single parent with one child in a major city, but the living standard very much depends on the cost of housing.

8.2 Full-time and part-time employment

According to collective agreements, full-time staff work 37 hours per week. In 2013, the average weekly working hours of staff in *vuggestue* (0-3 years) were 30.7 hours, in *børnehave* (3-6 years) 29.7 hours and in *aldersintegreret institution* (0-6 years) 30.2 hours (Danmarks Statistik 2014).

In 2012, the majority of local municipalities (85%) employed 50% more part-time Pedagogues than full-time; but the majority of part-time jobs are for 30 hours or more per week, so the difference between a full-time and part-time job is not so big. The reasons for working part-time can be private (personal choice) or institutional (staffing situation in the centre) (Deloitte et al. 2012).

8.3 Staff support measures in the workplace

The 98 local municipalities, the funders and providers of ECEC have an organised system that supports the staff to improve and monitor the quality of their work. This may take place through on-site mentoring, meetings, and consultancy as well as through off-site experts, for example speech therapists, language experts and psychologists. Municipalities employ Pedagogic Consultants who are mostly experienced Pedagogues with additional training. They are used by the centres when staff conflicts arise, to support children with special needs and other difficulties, and much more.

8.4 Non-contact time

Staff working directly with children were asked to estimate how much time they spent on tasks other than being together with the children, in Denmark often called 'other work'. The results are found in *Table 5*.

Table 5

Denmark: Staff reports on average weekly time spent on 'other work' in ECEC centres

Activities	Pedagogues	Pedagogical Assistants	Pedagogue Co-helpers
Documentation, learning plans, internal meetings, contact to municipality etc.	2 hours 40 min.	1 hour 30 min.	1 hour 29 min.
Random interruptions, 'wardrobe talk' with parents	1 hour 43 min.	1 hour 15 min.	1 hour 25 min.
Cleaning up/cleaning without children	1 hour 48 min.	1 hour 14 min.	1 hour 37 min.
Other tasks where staff are not with the children	11 min.	6 min.	17 min.
In total	6 hours 22 min.	4 hours 5 min.	4 hours 48 min.

Source: FOA and Bureau 2000, 2015, 62

The table does not include the lunch break, typically ½ hour per day or 2½ hours per week. An estimate is that the Pedagogue typically will use around nine hours per week on 'other work', including the lunch break, where the Pedagogical Assistants and Pedagogue Co-helpers use between 6½-7 hours per week (FOA and Bureau 2000, 2015, 62).

8.5 Staff shortages and recruitment strategies

The Pedagogue study route is the most popular study programme in Denmark: With 7,200 applicants in 2016, it is far ahead in terms of numbers of those for prospective school teachers, nurses or social workers. 5,300 students are fully enrolled (2016), making it the study programme with the largest number of students in Denmark. The full coverage in early childhood services has resulted in a steady intake of Pedagogues and Pedagogue Co-helpers when staff leave. Reductions in the number of staff over many years led to a smaller workforce overall, and there is an unemployment rate for Pedagogues of around 5%. The birth rate has been relatively stable but in 2016 it increased, which may mean that more staff have to be employed in ECEC.

The Pedagogue study programme has been able to attract a relatively large number of male students, 22% of the total intake currently (in 2016), declining from 29% in 2015. In 2000, the relative share was 17%. However, as shown in *Table 2*, the share of them working in early childhood centres is not that high; mostly they prefer to work in other kinds of pedagogical settings.

The recruitment of male Pedagogues for ECEC centres has been on the agenda for many years and related strategies have been carried out. Currently, the 2014 Pedagogue education reform has put gender on the agenda and all students must learn about gender issues.

A recent recruitment initiative has been taking place in five local municipalities, each of which has been engaged in different ways in attracting male Pedagogues to the early childhood field and also retaining them. The experiences are gathered in a handbook for inspiration for other municipalities (Wohlgemuth and Hviid 2016). The five projects and the handbook were commissioned and funded by the former Ministry of Children, Education and Gender Equality. In 2016 the ministry launched a campaign for recruiting more male Pedagogues into early childhood centres. One part was a video named *Pedagogues for the youngest make a difference in life* (Ministeriet for Børn, Undervisning og Ligestilling 2016) that was widely shared on Facebook, and another initiative was the provision of conferences (free of charge) at several university colleges on the theme: *More Men in ECEC*.

9. Workforce challenges – country expert assessment

Increasing challenges for ECEC personnel

Over recent years, staff in early childhood centres have been required to take on more and more tasks, arising from the realisation of the national government's policies, such as learning plans, and the resulting implementation policies in the municipalities. According to ECEC staff, parents also tend to demand more. A paradox is that the child/staff ratio has declined as well as the proportion of qualified Pedagogues among staff. Both are key factors for quality in early childhood centres and key factors to be able to live up to the required policies.

Many of the new tasks demand highly educated staff. One example (from the 2004 Act) is the expectation that a goal of early years services is to address the social problems of children with a difficult family background. Experts in the field document that this demands many and highly qualified staff.

The pedagogical learning plan requires among others much documentation. Language assessment and stimulation are high on the agenda. Collaboration with parents has always had a high priority, and parents demand it even more. New organisational changes and the required assessment of the physical, intellectual and aesthetic environment by children (a requirement in the learning plans), listening to children, etc. - all these require time and a high professionalism among the staff.

Staff-child ratios

Between 2009 and 2014, the staff/child ratio in early childhood centres declined by approximately 10%. Whereas in 2009 there were 3.2 children (0 to 3 years) per full-time staff member working directly with children, in 2014 the ratio was 3.5 children. For children aged 3 to 6 years there were 6.2 children in 2009 per full-time member of staff compared to 6.8 children in 2014.

BUPL calculated that if the numbers would be the same as they were in 2009 (1,600 for 0- to 2-year olds, 2,800 for 3- to 6-year olds), a total of 4,400 additional staff members would be needed (BUPL 2014c).

Dalsgaard, Jordan, and Petersen (2016) analysed the 2014 staff/child ratios in the 98 local municipalities. Their study shows huge differences between municipalities: in one municipality among those with the highest ratios, the ratio was 1:3 for children under 3 years of age and 1:5.2 for children aged 3 to 6 years; in another among those with the lowest ratios, the ratios were 1:5.4 (0-3 years) and 1:9.4 (3-6 years).

Another example can be found in a recent survey based on a representative sample on everyday life in early childhood centres. Nearly 30% of almost 800 Centre Leaders report that only three adults are present at the same time for 3 to 3½ hours per day either in a *vuggestue* (0 to 3 years) group of ten, or in a *børnehave* (3 to 6 years) group of 20 children. Staff are also alone with the group during certain times of the day (FOA and Bureau 2000, 2015). The same report states that the Centre Leaders estimate that, since 2011, the ECEC centres have lost on average 6.6 staff hours per week (no change in the number of children); leadership and administrative tasks have increased by 4.5 hours per centre; and documentation tasks have increased by 1.5 hour per staff member. This means that a centre with ten staff members has then lost around 26 hours per week that must be deducted from being together with the children.

The declining staff/child ratio has raised a discussion on national minimum standards. BUPL recommends at the most 2.5 children per staff member for 0- to 3-year olds and 6 children per staff member for 3- to 6-year olds. Some political parties have also suggested national minimum standards.

A further paradox can be seen in *Table 6*. Over a period of ten years, the proportion of Pedagogues has declined in *børnehaver* and mixed-age centres. Research shows that highly quali-

fied staff are of uttermost importance for the quality in early childhood centres. Reduced numbers of staff means more tasks per person and less time for the individual child.

Table 6

Denmark: Development in the proportion of Pedagogues in different forms of ECEC centre, 2004-2014

	Vuggestuer, 0 to 3 years	Børnehaver, 3 to 6 years	Aldersintegrerede institutioner, 0 to 6 years
2004	55%	65%	61%
2014	55%	59%	58%

Source: BUPL 2016.

University colleges are also experiencing economic constraints. This has resulted in first year students only having on average ten hours' lessons per week (supplemented by project work and independent studies) declining to fewer hours' lessons later on in their study period (Omfanget 2016). The Pedagogue study programme is one of the professional Bachelor programmes which receives the least money per student from central government; for example, twice as much is invested in the study programme for those wishing to become a medical nurse.

10. References

- Ahrenkiel, A., J.T. Frederiksen, S. Helms, and J. Krab. 2012. *Pædagogers deltagelse i efteruddannelse* [Pedagogues' Participation in Continuing Professional Development]. http://www.bupl.dk/uddannelse/undersogelse_af_paedagogers_efteruddannelse?opendocument
- Bekendtgørelse om den pædagogiske assistentuddannelse* [Ministerial Decree on the Study Programme for the Pedagogical Assistants]. 2015. BEK nr. 1638 af 15/12/2015. København: Ministeriet for Børn, Undervisning og Ligestilling.
- Bekendtgørelse om uddannelsen til professionsbachelor som pædagog* [Ministerial Decree on the Study Programme for Bachelor in Social Education]. 2014. BEK nr. 211 af 06/03/2014. København: Uddannelses- og Forskningsministeriet.
- BUPL. 2014a. *BUPL'S medlemmer fordelt på køn og type arbejdsplads* [BUPL's Members divided in Gender and Type of Workplace]. *Forskning. Børn & Unge* 24: 17. [http://www.bupl.dk/iwfile/BALG-9PFCZA/\\$file/BogU_forskning_24_2014_WEB.pdf](http://www.bupl.dk/iwfile/BALG-9PFCZA/$file/BogU_forskning_24_2014_WEB.pdf)
- BUPL. 2014b. *Lønstatistik – Rapport. Statistik over pædagogernes løn, august 2014* [Salary Statistics – Report. Statistics on Pedagogues' Salary. August 2014]. [http://www.bupl.dk/iwfile/BALG-A9VGYZ/\\$file/Loenstatistik_Rapport_2014.pdf](http://www.bupl.dk/iwfile/BALG-A9VGYZ/$file/Loenstatistik_Rapport_2014.pdf)
- BUPL. 2014c. *Faktaark: Normeringer i 0-5 års daginstitutioner* [Fact Sheet: Staff/Child Ratio in ECEC Centres for 0-5 years]. [http://www.bupl.dk/iwfile/BALG-9X7DV3/\\$file/Faktaark-Normeringer%202014.pdf](http://www.bupl.dk/iwfile/BALG-9X7DV3/$file/Faktaark-Normeringer%202014.pdf)
- BUPL. 2016. *Pressemeddelelse: Flere pædagogiske krav og færre uddannede pædagoger* [Press Release: More Pedagogical Requirements and Fewer Trained Pedagogues]. http://www.bupl.dk/presse/pressemeddelelser/flere_paedagogiske_krav_og_faerre_uddannede_paedagoger?opendocument
- Dagtilbudsloven* [Ministerial Decree on ECEC]. 2016. LBK nr.748 af 20/06/2016. København: Ministeriet for Børn, Undervisning og Ligestilling.
- Dalsgaard, C.T., A.L.T. Jordan, and J.S. Petersen. 2016. *Dagtilbudsområdet – kortlægning af kommunernes personaleforbrug og strukturelle vilkår* [The ECEC Area - Mapping of Municipal Staff Requirements and structural Conditions]. København: KORA. http://www.kora.dk/media/5431511/11123_dagtilbudsomraadet-kortlaegning-af-kommunernes-personaleforbrug-og-strukturelle-vilkaar.pdf
- Danmarks Statistik. 2014. *Børnepasning mv. efteråret 2013* [Childcare etc. Autumn 2013]. *Statistiske Efterretninger* 2014:2. København: Danmarks Statistik.

- Deloitte, FOA, Socialpædagogerne, BUPL, and KL. 2012. *Fuldtid eller deltid blandt pædagoger på dag- og døgnområdet. Analyse af forklaringer på etablering af fuldtidsstillinger versus deltidsstillinger* [Full- or Part Time among Pedagogues in ECEC and Residential Care. Analysis of Explanations for the Establishment of Full-Time Positions versus Part-Time Positions]. http://vpt.dk/sites/default/files/Deltid_fuldtid%20paa%20paedagogomraadet_Rapport_230812_final_0.pdf
- EPOS and EVA. 2013. *Udvikling i jobfunktioner og opgaver på dagtilbudsområdet* [Development in Job Functions and Tasks in the ECEC Field]. <http://www.epos-amu.dk/Renderers/ShowMedia.ashx?id=7986D3C9-95B5-4ADA-925C-13CC76EE1030>
- FOA and Bureau 2000. 2015. *Daginstitutionernes hverdag 2015* [The Everyday Life of ECEC Centres 2015]. http://pressemeldelse.info/e10/parker/pm/4a0f11b728c9ecda/mc87370/download/d142a7_Daginstitutionernes_hverdag_2015.pdf
- FOA and KL. 2014. *Bliv bedre til arbejdet med børn og unge* [Improve the Work with Children and Young People]. København: FOA. http://www.kl.dk/ImageVaultFiles/id_69358/cf_202/Bliv_bedre_til_arbejdet_med_b-rn_og_unge_-2014-_KL.PDF
- Hjorth-Weber, C. 2012. „Denmark“, in *Fort- und Weiterbildung frühpädagogischer Fachkräfte im europäischen Vergleich* [Continuing Professional Development of Early Years Educators in Europe: A Cross-national Study] compiled by P. Oberhuemer, with D. Hevey, C. Hjorth-Weber, A. Lazzari, M. Karlsson Lohmander, M. Korintus, and T. Vonta. München: Deutsches Jugendinstitut (WIFF Studien, Band 17).
- Jensen, J. J. 2015a. “Placement Supervision of Pedagogue Students in Denmark: the Role of University Colleges and Early Childhood Centres.” *Early Years* 35:154-67. <http://dx.doi.org/10.1080/09575146.2015.1024616>
- Jensen, J. J. 2015b. *Hovedkroppe, porcelænsdukker og mudderbørn. Pædagogers forståelse af dansk daginstitutionsspraksis* [Head-Bodies, China Dolls, and Mud Children. Pedagogues’ Understandings of Danish Practice in ECEC Centres]. [http://www.bupl.dk/iwfile/BALG-9RHFJ4/\\$file/Jytte_Juuls_rapport.pdf](http://www.bupl.dk/iwfile/BALG-9RHFJ4/$file/Jytte_Juuls_rapport.pdf)
- Jensen, J. J. 2015c. *Hovedkroppe, porcelænsdukker og mudderbørn. En diskussion af pædagogers forståelse af dansk daginstitutionsspraksis* [Head-Bodies, China Dolls, and Mud Children. A Discussion of Pedagogues’ Understandings of Danish Practice in ECEC Centres]. [http://www.bupl.dk/iwfile/BALG-9RQD36/\\$file/JytteJuul_Hovedkroppe_dukker_mudder_4korr.pdf](http://www.bupl.dk/iwfile/BALG-9RQD36/$file/JytteJuul_Hovedkroppe_dukker_mudder_4korr.pdf)
- Jensen, J. J. 2016. “The Danish Pedagogue Education.” In *Pathways to Professionalism in Early Childhood Education and Care*, edited by M. Vandenbroeck, M. Urban, and J. Peeters, 15-28. Hampshire: Routledge.
- Jørgensen, H. H. 2010. “Brobygning i pædagoguddannelsen – integration og inklusion af minoritetsstuderende i uddannelse.” [Building-Bridge in the Pedagogue Study Programme – Integration and Inclusion of Ethnic Minority Students in the Study Programme]. In *Kultur og etnicitet på arbejde* [Culture and Ethnicity at Work], edited by B. Day and J. Steensen. Århus: VIA Systeme.
- Kragh-Møller, G., and C. Ringsmose. 2015. *Pædagogisk kvalitet i store og små institutioner. En rapport om børns trivsel, læring og udvikling i store og små daginstitutioner* [Pedagogical Quality in small and large ECEC Centres. A Report on Children’s Well-being, Learning, and Development in Small and Large ECEC Centres]. Aarhus: Institut for Uddannelse og Pædagogik (DPU), Aarhus Universitet. <http://www.dr.dk/NR/ronlyres/0FADD9BF-CF30-447D-9B12-2DD3AC7DCD86/6076891/DPU.pdf>
- Lov om åben uddannelse (erhvervsrettet voksenuddannelse) mv.* [Ministerial Decree on Open Study Programme (Vocational Adult Study Programme) etc.] 2016. LBK nr. 777 af 23/06/2016. København: Ministeriet for Børn, Undervisning og Ligestilling.
- Ministeriet for Børn, Undervisning og Ligestilling 2016. *Pædagoger for de yngste gør en forskel for livet.* [Pedagogues for the Youngest make a Difference in Life] <https://www.facebook.com/paedagogergoerenforskelforlivet/videos>
- Oberhuemer, P., I. Schreyer, and M.J. Neuman. 2010. *Professionals in Early Childhood Education and Care Systems: European Profiles and Perspectives*. Opladen and Farmington Hills, MI: Barbara Budrich.
- Uddannelses- og forskningsministeriet. 2016. *Omfanget af planlagt undervisning og vejledning på de videregående uddannelser* [The Extent of Planned Teaching and Supervision in Higher Education]. 2016. Notat. Uddannelses- og forskningsministeriet.

<http://ufm.dk/aktuelt/pressemeddelelser/2016/filer/omfanget-af-planlagt-undervisning-og-vejledning-pa-de-videregaende-uddannelser.pdf>

UNESCO Institute for Statistics. 2012. *International Standard Classification of Education 2011*.
<http://www.uis.unesco.org/Education/Documents/isced-2011-en.pdf>

UNESCO Institute for Statistics. 2014. *ISCED Fields of Education and Training 2013 (ISCED-F 2013). Manual to accompany ISCED 2011*. <http://uis.unesco.org/sites/default/files/documents/isced-fields-of-education-and-training-2013-en.pdf>

Wohlgemuth, U. G., and M. K. Hviid. 2016. *Mangfoldighed og mænd. Inspiration til arbejdet med mangfoldighed og ligestilling i dagtilbud* [Diversity and Men. Inspiration for the Work with Diversity and Equal Opportunities in ECEC].

https://www.ucsyd.dk/fileadmin/user_upload/160613_Mangfoldigheds_og_m%C3%A6nd_final.pdf

