



Shifting the responsibility for leadership from a positional to a distributed endeavour

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ABSTRACT

This chapter presents the main findings from a Finnish doctoral dissertation on leadership in early childhood education. This study explored the conceptualisation of leadership as perceived by the early childhood education stakeholders and presents implications for practice. These implications included more efficient distribution of leadership responsibilities between the stakeholders and creating interdependences between the micro and macro level leadership enactments by enhancing shared consciousness of the vision and strategies. It also shows insights about distributing responsibilities for pedagogical leadership, distributing and clarifying power relationships between the stakeholders, distributing the enactment of pedagogical improvement within centres and developing a strategy for distributed pedagogical leadership within Finnish municipalities.

Keywords: Early childhood education, distributed leadership, pedagogical leadership

TIIVISTELMÄ

Artikkeli perustuu väitöstutkimukseen, jossa tutkittiin miten toimijat kuntien varhaiskasvatuksen eri johtajuusrooleissa näkevät johtajuuden toteutumisen. Tutkimus osoitti, että johtajuuden toimivuus edellyttää johtajuusvastuiden tehokkaampaa jakamista toimijoiden kesken sekä mikro ja makro tasojen johtajuustoiminnan kytkemistä tiiviimmin toisiinsa. Nämä voidaan toteuttaa varhaiskasvatuksen organisaatioissa lisäämällä jaettua tietoisuutta visioista ja strategioista, jakamalla vastuuta pedagogisesta johtajuudesta, selkiyttämällä ja tasapainottamalla toimijoiden välisiä valtasuhteita, jakamalla pedagogiikan kehittämistyötä yksiköissä ja rakentamalla jaetun pedagogisen johtajuuden strategia kuntien varhaiskasvatuksessa.

ABSTRAKT

Dette kapitlet presenterer hovedfunnene fra en Finsk doktoravhandling om ledelse i barnehagen. Denne studien utforsket konseptualisering av ledelse slik det oppfattes av barnehagens interessenter og presenterer konsekvenser for praksis. Disse konsekvensene inkluderte mer effektiv distribusjon av lederansvar mellom interessentene og skaper avhengighetsforhold i lovfesting av ledelse på mikro- og makronivå ved å styrke felles bevissthet om visjon og strategier. Studien viser også innsikt om distribusjon av ansvar for pedagogisk ledelse, distribusjon og avklaring av maktforhold mellom interessentene, distribusjon av lovfesting av pedagogisk forbedring innen barnehagene og utvikling av en strategi for distribuert pedagogisk ledelse i Finske kommuner.



INTRODUCTION

This chapter summarises the main findings of a study by Heikka (2014) on early childhood education (ECE) leadership undertaken in 10 Finnish municipalities. The chapter presents the main conceptualisations about ECE leadership as perceived by the key leadership stakeholders in these municipalities. The perceptions of these stakeholders were collected from focus group discussions and the data were analysed using the theoretical framework of distributed pedagogical leadership. The theory of distributed pedagogical leadership is adopted in the study because, in Finnish municipalities, ECE leadership is distributed among various stakeholders, such as municipal committees, ECE leaders, centre directors and ECE teachers.

Distributed pedagogical leadership in this chapter is understood as an interdependent concept, involving the micro and macro level leadership enactment. In ECE organisations, distributed pedagogical leadership focuses on curriculum work and pedagogical improvement, which is enacted by ECE stakeholders working at the micro level as teachers and centre directors in ECE centres, and at the macro level of municipal organisations as ECE leaders and municipal committees (Heikka, 2014).

The conceptualisation of distributed pedagogical leadership in the contexts of ECE was based on the synthesis of the key concepts of *distributed leadership* and *pedagogical leadership*. The core understanding of the concept of *distributed leadership* is best understood as a practice “distributed over leaders, followers, and the school’s situation or contexts” (Spillane, Halverson & Diamond, 2004, p. 11). Spillane et al. (2004, p. 9) discuss distributed leadership practice as being “stretched over” the whole school, social, and community contexts. In these contexts, leadership involves multiple personnel, consisting of those who hold either formal leadership positions and/or informal leadership

responsibilities. Interdependence between people and their enactments of leadership is a core element of implementing distributed leadership. They also refer to leaders who work towards a shared goal through “separate, but interdependent work” (Spillane, Halverson & Diamond, 2001, p. 25). Likewise, Harris (2009) connects two properties, “interdependence” and “emergence”, with distributed leadership. The practice of distributed leadership is a developmental process. Much of the current research on distributed leadership focuses on describing different degrees of distributed leadership. Developed forms seem to be connected with planning of leadership practices and dependent on the active development made by leaders (Harris, 2008; MacBeath, 2005; Mascall, Leithwood, Strauss & Sacks, 2008; Muijs & Harris, 2007).

Interdependence in the leadership enactments is identified as a core element of distributed pedagogical leadership (Heikka, 2014). Interdependence exists when the enactment of leadership functions, tasks and responsibilities by various leadership stakeholders are coordinated and focussed on achieving the shared goals of an ECEC organisation. Distributed pedagogical leadership involves multiple persons enacting leadership, particularly in relation to pedagogy, and in interdependent ways throughout a municipality.

According to Rodd (2013), leadership in early childhood education is fundamental to the creation of high quality services. Responding to quality issues requires participation and garnering stakeholders’ leadership capabilities for pedagogical development and quality improvement of ECEC services. Highly efficient leadership occurs in communities where stakeholders experience being valued as members of an expert team and can contribute to the decision-making (Ebbeck & Waniganayake, 2003; Rodd, 2013). This is an essential point when considering the meaning of ECE teachers’ participation in distributed pedagogical leadership and sharing leadership responsibilities with teachers in ECEC organisations.

The body of this chapter focuses on presenting the five factors through which leaders can develop leadership strategies towards shared and interdependent ways of enacting leadership tasks, functions and responsibilities by diverse set of leadership stakeholders. The findings presented here may assist leaders in ECEC centres to understand how leadership enactment is perceived by key ECE leadership stakeholders. In turn, this work may support the development of leadership structures, tools and enactments that can enhance efficiency in pedagogical leadership, promote participation in pedagogical improvement and promote the development of abilities to influence both ECEC policy and

practice. All of this can support the development of leadership functions in Finnish municipalities when leading and maintaining the quality of pedagogy presented within ECEC organisations.

METHODOLOGY

This article was formulated by synthesising the results of the three research articles completed for the PhD dissertation by Heikka (2014). The data collection was completed between the years 2006–2008 by focus group discussions among ECE stakeholders working at different levels in 10 municipalities in Finland. In each municipality, focus groups were organised for four ECE stakeholder groups: members of municipal committees, ECE leaders, ECE centre directors, and ECE teachers. Two main themes were formulated to stimulate the focus group discussions: “The core purpose of ECE” and “Leadership of ECE”.

The analysis comprised of two main processes: the substantive inquiry of the content of the discussions among each stakeholder group and the cross-group examination of the substantive content of the discussions. Similar methods and processes were applied during the data analysis of the three research articles. The inquiry of the substantive content of the discussions among each stakeholder group was performed through the application of qualitative content analysis (Tuomi & Sarajärvi, 2009). In the second phase of the analysis, after analysing the content of the discussions of respective stakeholder groups, a cross-group examination of the substantive content of the discussions of the stakeholders was made. This included identification of the interconnected content between the stakeholders’ discussions. This article summarises the main results of the three research articles pressing and refreshing the practical implications the study results suggested for leadership development in Finnish municipalities.

RESULTS

The findings by Heikka (2014) regarding the key conceptualisations of leadership according to key ECE leadership stakeholders illustrate the diversity of leadership conceptualisations that are reflected by the study’s participants. The four main conceptualisations relate to each other and were articulated in each of the group discussions.

1. Pedagogical leadership as the main leadership responsibility
2. Leadership as taking responsibility for influencing the goal-oriented work of others

3. Disconnected enactment of pedagogical leadership between the ECE stakeholders
4. Emerging conceptualisations of leadership enactment as a distributed and inter-dependent activity

Pedagogical leadership is perceived to be the most important leadership responsibility by all of the study's focus groups. The focal purpose of pedagogical leadership is considered to be pedagogical improvement of early childhood education practice through the implementation of the Finnish National Curriculum (STAKES, 2003). However, the findings reiterated concerns raised in earlier studies, in particular, concern and debate about directors having too little impact on the educational development of young children because most of their time is spent on managerial tasks (Halttunen, 2009; Hujala, Heikka & Fonsén, 2009; Nivala, 1999; Karila, 2004).

Responsibility for influencing the goal-oriented work of others was highlighted as the core understanding of leadership enactment. This common understanding reflected a leader-centred conceptualisation of leadership where the responsibility for influencing the work of others is seen to be essential. The discussions about leadership focused mainly on the work of ECE centre directors by all the groups. In addition, understanding about leadership was not associated with the ECE teachers' professional roles by any of the stakeholder groups. This could be interpreted as a major concern because multi-professional team members in Finland do not have the same level of pedagogical expertise as the university-qualified ECE teachers, who have a minimum of three years of early childhood education training that informs their pedagogy when working with young children.

The enactment of pedagogical leadership is perceived by the participants to be connected with the employment positions of different professional groups who are not interdependently connected to each other. The notion of disconnection between leadership enactments was similar among all of the groups. Disconnection is interpreted to be due to how multi-level municipal organisations function, traditional ways of understanding and enacting leadership within municipal contexts, and limited resources available for the early childhood education sector. Macro-level leaders, that is, the members of the municipal committees and ECE leaders, are perceived by ECE teachers and centre directors to be remote from the daily practice. In addition, centre directors and ECE teachers report that they do not have enough time for pedagogical discussion. Such a lack of connection is thought to inhibit efficiency in working towards and realizing the common vision. The municipal system also fails to construct a common strategy for leadership development work.

The following diagram illuminates the interdependence and relationship between the key conceptualisations of ECE leadership (Heikka, 2014).

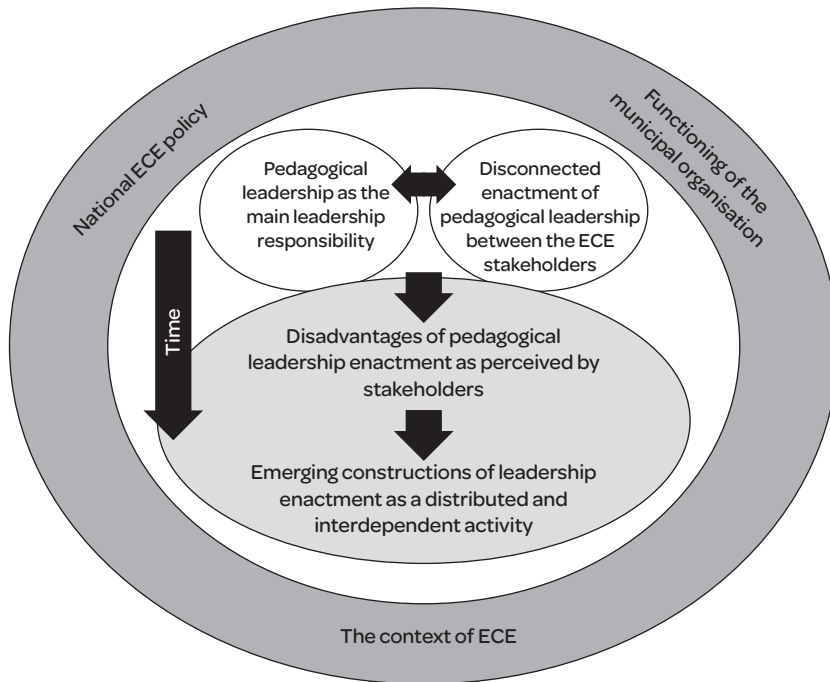


Figure 1: Main conceptualisations of early childhood education leadership (Heikka, 2014, p. 62)

Figure 1 illustrates the intertwined relations between the main conceptualisations of leadership enactments by various ECE stakeholders. The main conceptualisations of leadership were related to each other, as there was tension created between the goals set for pedagogical leadership and the lack of connection in the way leadership was enacted in everyday practice. The lack of connection between the diverse stakeholders enacting pedagogical leadership inhibit the efficiency of pedagogical leadership as it was perceived that the stakeholders were too remote from each other for creating shared visions and strategies for efficient pedagogical improvement. This tension fuelled emerging conceptualisations of leadership as a response to renew leadership styles and enactment in ECEC organisations. In the emerging conceptualisations of leadership enactment as a distributed and interdependent activity, leadership was connected to the participative processes in curriculum work between the stakeholders. The varying conceptualisations of leadership reflect the influence of different facets of the contexts of ECE on the perceptions of the stakeholders as new knowledge coming from ECE research, including the

impact of national ECEC policies and the functioning of municipal organisations in Finland.

The main conceptualisations of ECE leadership presented in previously are interpreted within the theoretical framework of distributed pedagogical leadership (Heikka, 2014). Based on this analysis, the main results of the study suggest that:

- ◆ Leadership responsibilities should be shared between the key ECE leadership stakeholders within Finnish municipalities
- ◆ In ECEC organisations, greater attention should be paid to interdependence between distributed leadership enactments

In the distribution of leadership responsibilities, functions, and tasks, as well as in implementing strategies to create a zone of interdependence between the distributed leadership enactments, leaders should ensure that the implementation of leadership fulfil the next five factors.

1. Enhancing shared consciousness of visions and strategies between the stakeholders
2. Distributing responsibilities for pedagogical leadership
3. Distributing and clarifying power relationships between the stakeholders
4. Distributing the enactment of pedagogical improvement within centres
5. Developing strategy for distributed pedagogical leadership

The discussion that follows, examines these five factors in more depth.

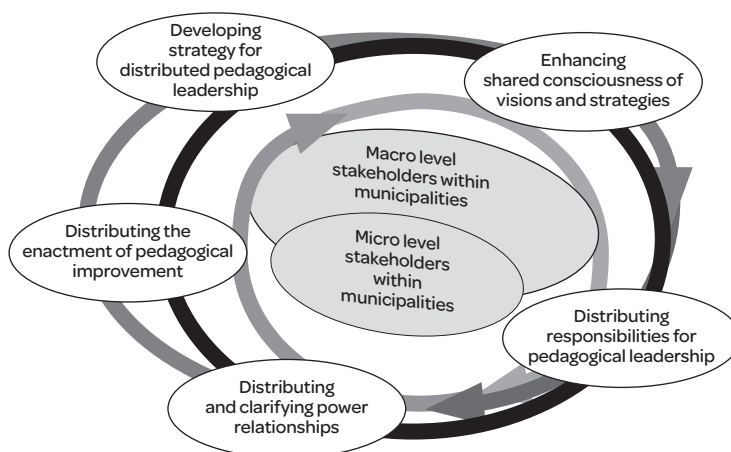


Figure 2. Interdependence in the enactment of distributed pedagogical leadership (Heikka, 2014, p. 82)

DISCUSSION AND IMPLICATIONS FOR DEVELOPING DISTRIBUTED LEADERSHIP IN ECE

1) Enhancing shared consciousness of visions and strategies between the stakeholders

Focusing on the enhancement of shared consciousness between micro and macro level stakeholders about visions and strategies may help promote participation in leadership. Pedagogical improvement is a dynamic process which involves stakeholders in a shared conceptualisation of and understanding about visions and strategies that are conducive to enhancing interdependence. This could be achieved by sharing and combining information from diverse perspectives.

A crucial starting point in enhancing shared consciousness about the goals and strategies for pedagogical development is the development of a quality strategy which can form the basis for shared discussions, decision-making, and the systematic development of early childhood education. This notion also sheds light on the finding that municipalities lack evaluation systems to assist in setting goals and directions for pedagogical improvement (Heikka, 2014). Due to the insufficient evaluation, the pedagogical development work was perceived to be inconsistent. According to the ECE teachers, long term plans for pedagogical improvement, systemic evaluation of pedagogy and evaluation based decisions about developmental proceedings were not always evident. Enhancing evaluation-based conceptualisation of visions and strategies through shared discussions of all early childhood education stakeholders is essential for developing interdependence. In addition, lack of opportunity and time for pedagogical discussion within centres could be overcome by reorganising leaders' work, for example, by allocating the resources needed for systematic development and curriculum work. The development of tools and structures which allow for discussions between the centre directors and teachers are crucial to foster pedagogical improvement within centres. A zone of interdependence connects micro and macro level leadership enactments within municipalities as presented in Figure 2.

2) Distributing responsibilities for pedagogical leadership

Because responsibilities for pedagogical leadership are attributed to the centre directors' position by all of the study's groups, it is suggested that leadership may be developed by distributing this responsibility among more staff. When the responsibility for pedagogical leadership rests solely on the centre

director, it may not be conducive to systematic long-term pedagogical development within early childhood education centres.

The distribution of responsibilities for pedagogical leadership involves providing support for centre directors from macro level leaders of the municipality. This may help address the resource implications for enacting pedagogical leadership within centres. Furthermore, it may be useful for leaders to create structures that support the efficient enactment of pedagogical improvement in centres. Support from the macro level also could include making pedagogical leadership more visible and accountable by developing and employing evaluation tools for pedagogical improvement.

In Finland, there is a debate about whether ECE teachers have sufficient opportunities to use their pedagogical expertise within centres. The culture of teamwork has long been dominated by the idea that everybody does everything, emphasising equal responsibilities for pedagogy among the team members. However, in reality, pedagogical expertise rests mainly with the university-qualified early childhood education teachers because, in general, they make up the multi-professional teams along with the upper secondary vocational-qualified practical nurses who specialise in working with children.

Encouraging university-qualified ECE teachers' participation in pedagogical leadership is crucial because teachers' work is grounded in pedagogy and it is they who have essential knowledge about early childhood practice as well as practical experience with young children. Leadership development strategies could also include support for centre directors and suggestions about ways of sharing leadership responsibilities and authority with teachers.

3) Distributing and clarifying power relationships between the stakeholders

The findings suggest that interdependence rarely occurs in micro and macro level interactions, because centre directors and teachers are perceived to have limited opportunities to participate in decision-making made at the macro level in the municipality (Heikka, 2014). Emerging conceptualisations of ECE leadership enactment questions the traditional roles, responsibilities, and tasks of teachers and leaders in enacting pedagogical leadership. Clarifying the roles and responsibilities and defining functions and tasks of the stakeholders are fundamental tasks in leadership. However, the top-down models regarding the enactment of organisational roles and responsibilities is perceived to be inefficient because teachers' and centre directors' control over the micro level decisions within centres is insufficient for sustainable

quality improvement. The efficiency of decision-making processes about quality improvement is perceived to involve mutual interaction between micro and macro level perspectives within municipalities. What is considered crucial by the study's participants is access to a bottom-up channel for exerting influence, so that the daily development challenges in early childhood education practice could be communicated to, influence and regulate higher-level decision-making.

Both authority and decision-making power within the system appear to be held by municipal ECE leaders. However, the role of these leaders is fundamental for providing and creating structures that enable the enactment of the organisations' leadership responsibilities. Furthermore, the responsibility for pedagogical leadership is focussed on the centre directors' position by all the study's groups. However, the centre directors themselves do not feel that they have the necessary authority to lead changes for efficiently.

The relationship between centre directors' responsibilities and authority needs to be more balanced in order to achieve efficient enactment of pedagogical leadership. In this way, this study confirms earlier interpretations of distributed leadership that indicate an interplay between agential and structural dimensions of leadership (Crawford, 2012; Richie & Woods, 2007). The findings of this study strengthen the earlier findings, suggesting that the interplay between the mutual lack of awareness of agency in leadership development has resulted in a lack of capacity to initiate structural improvements.

Achieving efficiency in pedagogical leadership also demands distribution of authority between the centre directors and the teachers. The ECE leaders and centre directors could promote the teachers' role as pedagogical leaders by providing sufficient tools and commonly constructed strategies for practice development. Consequently, the authority becomes and is shared as the teachers work independently but interdependently to develop pedagogy within their centres. In this way, the centre directors develop and coordinate the distributed leadership functions of the teachers corresponding with the goals and strategies within a municipality.

4) Distributing the enactment of pedagogical improvement within centres

The study results discussed previously suggests some kind of disconnection between the various stakeholders within the municipality. The disconnection appears to work against the efficient achievement of pedagogical improvements in the ECE centres (Heikka, 2014). Distributing leadership for

pedagogical improvement within ECE centres involves identifying, designing and coordinating distributed leadership functions between centre directors and teachers. In distributed leadership, centre directors and teachers have separate but interdependent responsibilities and tasks for pedagogical leadership. Coordination is crucial for equivalent development.

The existence of designed leadership positions within a centre is an essential starting point in developing distributed leadership functions. A deficiency of interdependence is identified when there is no designated assistant director in a centre. In these cases, some teachers are inclined to adopt leadership roles. However, this activity is not coordinated with macro level decisions and development programs implemented in the municipality. This activity should be investigated to foster the development and evaluation of teachers' appointment regarding leadership responsibilities within centres, and would in turn help to maintain consistency of practices in municipalities.

Teachers' interest in assuming leadership roles is an important starting point for the development of distributed leadership. It is helpful if leaders identify which staff members in their centres have influence with other staff members, and coordinate this informal activity in parallel with the guidelines employed in a shared way. Several studies (Firestone & Martinez, 2007; Harris, 2008; Mascall, Leithwood, Strauss & Sacks 2008; Muijs & Harris, 2007) indicate that the implementation of distributed leadership by and with teachers demands expertise, ongoing development of leadership, planning, trust, and cooperation. Structures, shared vision, and support from administrative staff are also shown to be crucial.

University-qualified ECE teachers assess pedagogical practices within their teams according to plans that are jointly formulated. Based on this assessment of practices, the teacher plans evaluation-based suggestions about the practice development for the team. In this way, the teacher leads pedagogical improvement within the teams. The centre director's role is to monitor and coordinate team-level development regularly with the teacher. Robinson's (2006, 2008) studies sought empirical evidence of the impact of distributed leadership on child outcomes. She divided her findings by direct and indirect effects of leadership. Direct ways in which leadership contributes to pedagogy and children's learning include face to face interaction between staff, whereas indirect effects of leadership on child outcomes consist of creating the situational conditions which enhance the teachers thinking and acting in improved ways.

In distributed pedagogical leadership, ECE teachers share direct ways of contributing to child outcomes; however, indirect ways of leadership such as monitoring, coordinating, and developing pedagogical improvement at the team level and provision of adequate tools, resources, and structures for development by the centre director can strengthen the conditions that enable effective ECEC programs to emerge. Similarly, these indirect ways of leadership may lessen the impact of the disconnections between the ECE leadership enactments that inhibit the effect of ECE leadership on child outcomes. (Heikka, 2014)

5) Developing strategy for distributed pedagogical leadership

According to Spillane, Camburn and Pareja (2007), the leader's role in distributed leadership should not be minimised. In order for distributed leadership to succeed, it should be well-planned, goal-oriented, and continuously developed (Heikka, Waniganayake & Hujala, 2013). The involvement of all organisational levels and support from different stakeholders is also essential. Those holding leadership positions need to learn how to efficiently distribute leadership and foster participation of those in informal positions. This notion confirms the perspective that leadership and management are connected (Spillane et al., 2007). Managing cross-boundary leadership functions between the stakeholders is crucial for creating interdependence between leadership functions. The leaders' role should be clarified in terms of planning, aligning, evaluating, and developing the distributed leadership enactments. Management and leadership come together when organising, coordinating and resourcing functions and tasks in an ECEC organisation in order to create essential platforms and starting points for leadership to achieve its potential.

Development of strategies to distribute leadership is essential for efficient leadership development. Such strategies make explicit the guidelines and procedures for each stakeholder group and form the structures that describe the focal work processes on a system level. Descriptions of the procedures for the establishment of shared organisational visions and strategies are essential as well as the determination of functions, tools, and procedures for leadership evaluation and development.

CONCLUSION

The mechanisms that enhance curriculum implementation in Finnish municipalities are even more crucial today because, according to the recent legislative proposals by the Ministry of Education and Culture (2014), the National Board of Education is now responsible for drawing up an ECE curriculum. This is a significant reform and governmental development that illustrates unified and integral national-level planning, administration and steering of ECE policies and services. It is intended to produce a nationally coherent, and internationally competitive education system in Finland. The enactment of the national level curriculum will require municipalities to develop ECE leadership which has the requisite capacities, tools and structures for curriculum implementation and pedagogical change. Distributed pedagogical leadership could work as an efficient strategy for curriculum implementation in Finnish municipalities. It will be crucial to investigate ECE teachers' roles and responsibilities in relation pedagogical improvement in ECEC centres. In addition, leaders will need guidance to foster teachers' participation in pedagogical leadership and promote ECE teachers' role as pedagogical leaders in the centres.

Note: The author has drawn heavily on her PhD thesis '*Distributed Pedagogical leadership in Early Childhood Education*' (Heikka, 2014) in writing this article.



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