

The Danish Production Schools – an introduction





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Introduction

This publication is a short description of the Danish production schools. This folder is intended for the production schools' international partners of collaboration and exists in Danish, German and English French. The description provides a clear introduction to the role production schools play in the Danish educational strategy, the schools' target groups and educational profile, and finally issues of financing and results. The description provides a current picture of the achievements and working conditions for the schools as well as describing some of the special aspects of this type of school.

This publication may be read in its entirety or used as a work of reference. Chapter 1 provides a brief insight into the Danish educational strategy. Chapter 2 presents different data about the production schools, i.e. relevant legislation, figures, capacity, financing and operations. The schools' target group is detailed in chapter 3 and in chapter 4 the learning environment and practical workshops particular to these schools are described.

Chapter 5 covers options and opportunities for working with the local community, including local businesses and other educational institutions. In Chapter 6 the ability to successfully direct young people into continued education or jobs is discussed and finally the complex challenges faced by production schools are put into perspective in Chapter 7. The appendix provides information about relevant legislation, and financing as well as references to other related sources of information.

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Every adolescent in education or work

In Denmark there is substantial focus on young people getting an education. Two important national strategies widely supported by the Danish parliament play a key role here.

The first of these is the goal that all young people must complete a line of general or vocational upper secondary education. This means following one of the primary educational pathways: upper secondary school or vocational education and training college ¹⁾. It is the ambitious goal of the Danish government that 90% of all young people before 2010 – and 95% before 2015 – must complete some line of general or vocational upper secondary education.

The goal to put all young people through education has been pursued by changing governments since the middle of the nineties. Many resources have been invested: an increased number of study places, educational reforms and systems of support for young people with special needs. Yet there remains a large group of young people who either do not begin or never complete an education. Indeed 20% of every youth cohort do not get started or choose to discontinue their education.

Expected total educational profile for a youth cohort

All	1990	1995	2000	2001	2002	2003
Youth education level	Pct.					
With youth education	77,0	81,5	82,8	80,6	79,5	80,3
Including:						
Upper secondary school	38,3	40,8	41,0	41,5	42,8	43,3
Vocational college	26,8	27,7	29,9	28,3	26,4	25,8
Both qualifications	11,8	13,0	12,0	10,8	10,3	11,2
Without youth education	23,0	18,5	17,1	19,4	20,6	19,8
Including:						
Primary and lower secondary school	6,7	7,0	4,1	5,0	5,5	5,2
Discontinued upper secondary school	2,8	3,0	2,7	3,1	2,7	2,4
Discontinued vocational college	13,5	8,5	10,3	11,3	12,4	12,2
Youth education level in total	100,0	100,0	100,0	100,0	100,0	100,0

The figures in the table above are based on a profile model which is a projection of the expected educational profile for a youth cohort of 14 year olds. The profile shows the educational pattern that an annual youth cohort, in for example 2003, will reach at the age of 39 - if for the next 25 years, they continue to follow the pattern equivalent to those of the 14-39 year olds in 2003.

The category "with youth education" does not include production school attendance, special basic vocational education and training, adult education or continuing education.

Source: Statistics Denmark as well as model calculations conducted by UNI-C Statistics and Analysis for the Danish Ministry of Education in 2006.

¹⁾The website www.ciriusonline.dk the link "publications" provides an English description of the Danish educational system.



Meanwhile the educational strategy must be seen in relation to another important national strategy: activating labour strategy. All unemployed youth who seek public financial support must commit to accepting a subsidised job or begin an education. In principal they can be denied financial support should they refuse to accept such an offer.

It is the responsibility of the municipality to ensure that all young people obtain youth education. In 2004 approximately 50 local counselling centres for young people were instigated (Youth Guidance Centres). These centres must seek out and guide young people who are having trouble beginning or completing a line of general or vocational upper secondary education.

It is precisely this group of young people for whom production schools may play an important role.

The Danish Production Schools

Since 1978 the Danish production schools have developed into an independent school form attaining its own legislation in early 1985. The fundamental aim of this type of school was and continues to be: to create a practical learning environment that can qualify young people to complete general and vocational upper secondary education or maintain a normal job in the labour market. The students are offered the opportunity to develop professional, social and personal skills using counselling, participation in practical work and production in different workshops ranging from metal, carpentry and textiles to media, theatre and music workshops.

Since their beginnings in 1978, production schools have experienced increasingly tighter legislative demands that their pedagogic effort be further aligned with the formal educational system. The legislative changes affecting production schools can essentially be described as a change from: Production schools being part of the effort to reduce youth unemployment by preparing and qualifying for participation in the labour market to the position where production schools are chiefly a preliminary educational offer (see more about the legislation in appendix 1) preparing the student to enter a line of youth education.

The largest challenge for production schools is to prepare and motivate “non-academic” students for the ordinary school system. This includes improving their ability to meet academic demands. The last legislative change in 2006 further focuses the aims of production schools so that at present, the most important task is to build a bridge to vocational education and training by providing relevant practical as well as academic qualifications.

In 2006 there were 99 production schools in Denmark with a total capacity to accept almost 6000 students. The student capacity at each school varies from 20-25 to over 200 at the largest school. Generally speaking the schools are quite small, with half of the schools accepting fewer than 50 students.

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The capacity of production schools 1998-2004: Annual students and total no. of students (headcount)

Year	Annual students	Total students
1998	5.671	12.031
1999	5.164	11.776
2000	5.010	11.298
2001	5.462	11.805
2002	5.550	12.087
2003	6.411	12.748
2004	6.929	14.224
2005	6.301	---
2006 *)	5.600	---

The capacity of production schools is tallied partly through annual students, partly through the number of total students (headcount).

An annual student is a technical term for the teaching provided by a production school for a participant for 30 hours per week over 40 weeks.

The term is used to calculate the state subsidy provided to the school. The 40 weeks does not indicate how many weeks the school is open during a year. In fact most production schools are open all year round.

The term annual student also covers the larger number of total students (headcount) over the course of a year. With an average school programme participation of approx. 5 months, the number of total students lands at about twice the designated annual student capacity.

The actual number of students for 2005 and 2006 is not yet known. The figure for annual students 2006 is an estimate based on the results of the first three quarters of the year.

Source: Danish Ministry of Education.

A production school is founded on the principle of local participation. It is therefore a municipality – or a group of municipalities – that must take the initiative to establish a production school. It is also the initiating municipality that, in accordance with legislation, must approve the school's regulations. Furthermore, the municipality must provide appropriate accommodation and equipment and a sensible financial solution at the school's opening. Finally the municipality must be willing to pay an annual basic subsidy to the school. When these conditions are met, the state will contribute a subsidy to finance the school's teaching, administration and buildings in accordance with a system known as taximeter-subsidies, the size of which is determined by the annual Finance Act. (see more details in appendix II on financing this school system)

The production schools are organised as independent institutions with regulations and a board that must meet the targets and demands that are described in the production school legislation. The board is normally made up of representatives from the municipality and other educational institutions. The board must also include representatives from both employer and employee organisations. These board members provide good contacts to local businesses, but they also ensure that products and services are sold by the production schools in fair price competition.

The students receive payment for their contribution to the workshops. This payment amounts to 170 EUR (2006) per week for students who are 18 years old or more, and to 70 EUR (2006) for students under 18 years. The payment is subject to taxation.



Target group

At production schools young people can test themselves in various situations by participating in production, practical work and counselling. Attending a production school is part of their attempt to select an education and qualify themselves to begin this education or to take a job.

The target group, as described in the legislation, is all people under the age of 25, who are not directly able to begin or complete a line of general or vocational upper secondary education or who have chosen to discontinue their education.

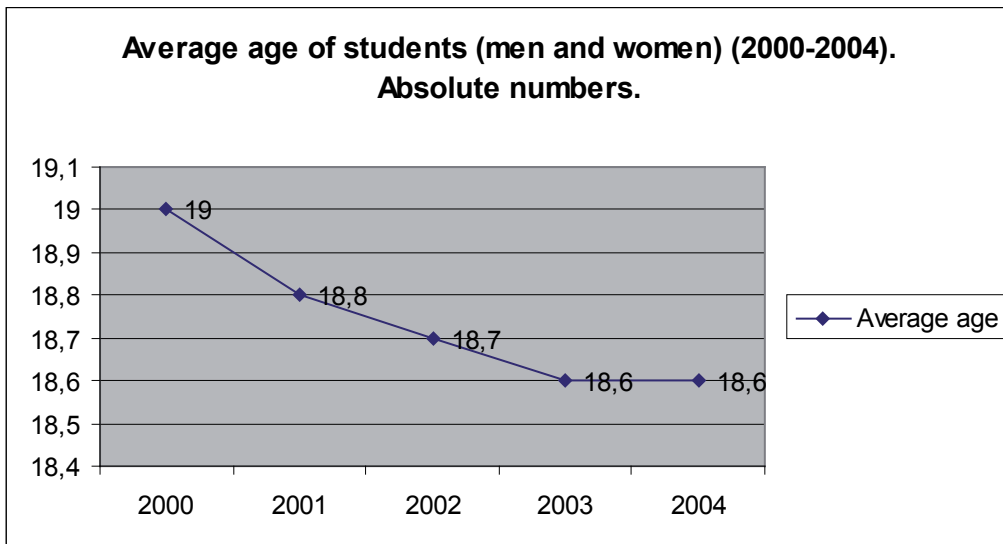
A young person seeking admission to a production school must attend an evaluation at a local Youth Guidance Centre where it is determined whether the applicant belongs to the target group. If this evaluation is positive then the person can seek admission to a production school, however, it is the school that determines whether it is able and willing to accept the student. Students are admitted all year.

But what sort of young people does one find at the production schools?

In most cases these are young people that the basic school system is tired of – or the other way round. These are young people with low self-esteem; who may be in trouble with police; who find it difficult to meet everyday at an assigned hour; who find it difficult to organise their monthly personal finances. But also young people whose only problem could be that they have been unable to get a job or who don't really know what path of education to choose. Young people who are not immediately able to make a choice about their future.

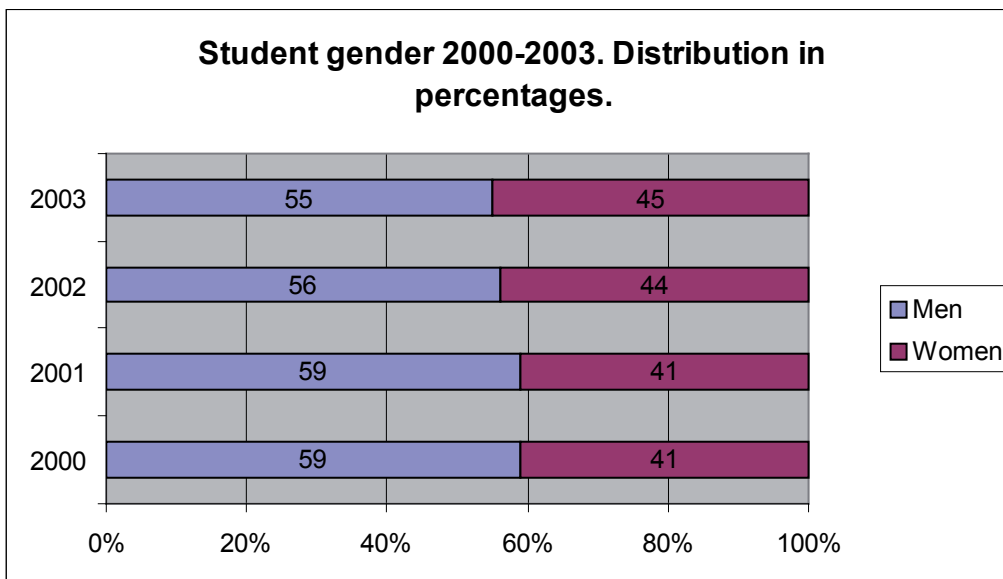
In other words, a wide selection of young people: adolescents with social problems; adolescents who did not really profit from their basic schooling, but also ordinary well-functioning young people looking to find their bearings while they determine which job or education to pursue. The production schools are mainly – but not exclusively – for vulnerable, marginalised adolescents.

The fact that production schools receive such a mix of different young people contributes to the creation of a varied learning and youth environment. This environment offers possibility of success for adolescents who have experienced failure in other schooling systems.



The differences in age distribution between men and women are so small as to be insignificant.

Source: Danish Ministry of Education and UNI-C



Source: Danish Ministry of Education and UNI-C



What sort of young people choose production schools?

It is possible to get an impression based on a larger comprehensive survey of production schools conducted in 2000. Data comparisons from the Danish Civil Registration, pertaining to a group of 12,000 adolescents who had attended a production school within a two year period, were compared with a control group of similar size. The control group matched the production school students with regard to gender, age and residential municipality.

Many in the group of production school students are similar to the adolescents in the control group, but there is also a distinct group with a different family background and a difficult adolescence.

The comparison highlights the following:

Parent background and adolescent environment

When compared with the control group's parents, the parents of production school students were generally less well-educated, held lower paid jobs and were more frequently unemployed. There was also a larger group who had received some sort of public benefit payments.

While most people in the control group (nearly 2/3) throughout their childhood grew up in a steady nuclear family (i.e. 2 adults in a family), this only applied to approx. 1/3 of the production school students.

The students have had many residential changes: 1/5 of the participants have experienced 5 residential changes or more. They have also experienced changes in their family: Nearly 1/3 of the participants have lived in 4 or more different family constellations. 1/5 of the production school students left home before they turned 18 and were either placed in foster care or went to live on their own. 1/5 of the participants have changed schools at least 3 times.

Juvenile criminal activity

The survey showed that production school students more frequently had encounters with the police than adolescents in general. About 30% of the students had received one or more convictions while this was true for about 15% of the control group. Five times as many of the production school students had been convicted to prison when compared with the control group.

School background

The production school students also distinguish themselves from the control group in that more of them had left their basic schooling before completion of the 9th grade (which is the usual final year of basic schooling). Furthermore, fewer production school students had begun any sort of youth education, and only very few had begun or completed upper secondary education. About 10% of the adolescents accepted into production schools have only completed the 8th grade.



What is a production school?

Production and practical work are pivotal to the workings of the production school. The production of goods or services that are sold on market terms is central. The workshop teacher can thus provide the student with an assignment that for the student, school and buyer has immediate value and utility. The system attempts to avoid “pretend-situations”. Production is not an end in and of itself, but if it is not perceived as a goal then it does not function as a means.

Workshop teaching is all about creating a dynamic, different teaching environment for young people who need a new perspective on what it means to have skills and knowledge. In the experience of production schools, nearly every adolescent has substantial learning ability when given the right learning conditions. There is great emphasis on avoiding any further marginalisation of students who have had trouble-filled educational histories.

The workshop offers students a chance to enter into a binding work community where they must contribute with skills to solve a workshop assignment and contribute socially to the group’s collaboration. In other words, production schools are based on the principle that learning must be seen as a social practice.

It is the didactic task of the workshop teacher – based on insights into education as well as craft skills – to exploit the opportunities that lie in the job at hand so as to ensure that each student’s professional, social and personal skills are developed.

The task must be organized to involve the student in a work community which is built on true cooperation and co-responsibility. The production school perceives practical work in the workshop as something which:

- provides shared experiences and recognition
- connects people in the striving for a common goal
- defines personal status and identity
- requires active participation
- provides the individual with a time structure

During workshop assignments a student helps plan a course of action and thus develops useful skills in realistic planning. The work can also be seen as a lever to personal development because the students’ contributions to the production process allow each of them a series of successes. Attaining real skills and social qualifications helps to increase the student’s self confidence and self esteem.

The underlying idea of production schools is to establish a learning and school environment which meets the individual student’s general qualifications. In this way the production schools reflect the way of thinking expressed in the declaration from the Lisbon European Council meeting in March 2000 – a meeting which also focused on education for living and working in the knowledge-based society – where the need for systems that are adapted to the individual and not the other way round was emphasised, the key importance of quality and results to the

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learner was highlighted, as was the “ability to learn” as a fundamental qualification because it encourages a life-long participation in learning processes.

The majority of people attending production schools experience for the first time that they are actually able to learn something by participating in the practical community of the workshop – where recognition and necessity are central concepts. Many students arrive with school histories characterized by considerable failures. The students need a large amount of social support from dedicated adults whom they can look up to and identify with. They need supportive personal relations and identification options in the learning environment. The production school must provide a caring environment where the students experience a sense of belonging. A significant prerequisite for succeeding in this area is to keep the number of students per workshop teacher fairly low. On average there is a teacher for every 8-10 students.

The teachers at the production schools have a wide scope of different educational backgrounds. Only a few of them are trained educators. Many have a past career as skilled craftspeople or in industry. These are teachers who bring to the school a strong commitment and essential self-experienced knowledge about the social value of a job. Teachers who are prepared to make an extra effort for the individual student.

Production schools are not formal qualifying upper secondary education. There are no tests or exams. A particular level of Danish, mathematics and IT skills are not required, but there are small concrete tasks incorporated in workshop assignments so that learners experience new ways of accessing these general skills. Furthermore, supplementary teaching in Danish, math and IT, equivalent to the 9th grade level, is offered.

The course work is different for each student and the student’s skills development is documented jointly by teacher and student. There is a special appraisal meeting every 3 months between the student and workshop teacher with focus on development areas. Documentation is gathered in a course plan for each student. When a student ends his or her stay at the production school, the complete documentation and appraisal is handed over in a production school certificate.

The participants receive both formally conducted educational and vocational counselling as well as counselling integrated in the teaching. All teachers are responsible for this daily guidance counselling which is part of the social and work-related processes. The daily counselling provides the foundation for more formally organised counselling sessions that ensure a continual appraisal of the individual student’s programme at the school.



Collaboration and interaction with the local community

The production schools are a nationwide locally established school system. A solid local base and interaction and cooperation with the local community are of key importance to the target group. If these schools were not local, it might well be overwhelming for some adolescents, just out of lower secondary school to have to leave his or her area and adapt to the youth environment of a larger educational institution somewhere else.

The local presence is important in many ways, for example, in relation to:

- The local buyers that the schools deliver goods to
- The companies where students serve as trainees
- The local educational institutions and guidance counsellors that the school collaborates with
- The local activities and events that the school participates in and contributes to

Many schools enter into collaboration agreements with local businesses for the production of, for example, sub-supplies or other special assignments. In this way good mutual contacts are established with businesses that also benefit the school's students when they seek traineeships.

The production schools can send their students into traineeships in private or public companies. A traineeship usually lasts up to 4 weeks and must be integrated with the student's existing course plan and vocational counselling. A traineeship can have several purposes: To test a particular professional direction, to try a real job, or to work in a business in order for the employer to assess whether the adolescent can continue in the job or apprenticeship fulltime.

After ending their stay at a production school, a large part of the students pursue some line of youth education i.e. general upper secondary education, vocational education and training, social and health care training programmes or agricultural education. By far the majority go on to vocational education and training.

As part of their preparation for further education, the students are given the opportunity to participate in so-called combination or bridge-building courses where the production school works together with another educational institution in planning a short-term course that combines elements from the various school systems.

An alternate option is an individual basic vocational education training programme (in Danish shortened to "Egu") which is a practical course directed at young people who do not have the immediate ability or determination to attempt the completion of an ordinary educational programme. The "Egu" is a vocational qualification and can be completed with a production school in the role as responsible educational institution. The programme usually lasts 2 years of which 1½ year is a traineeship which may take place in one or more companies while the remaining half



year consists of coursework at different educational institutions.

Nearly everywhere, the local production school plays an active role in the life and events of the surrounding local society. This could be during town festivities or other events where the school contributes in various ways, for example, by sewing costumes, making posters, theatre or music performances and many other things. In this way the school is able to have a local and observable positive profile.



Results

The results of the production school are measured by recording the student's situation at the time of leaving the school.

Production schools' departure results 1997-2004:

Continued activity (education, employment or other) or inactive (unemployment, etc.)

	Pct.					
	1999	2000	2001	2002	2003	2004
Ordinary education	30,0	30,7	32,8	29,0	30,2	31,4
Liberal adult education	2,0	4,2	1,7	1,8	2,0	1,9
Other education	6,4	5,8	4,6	8,2	4,6	4,1
Total education	38,4	40,7	39,1	39,0	36,8	37,4
Ordinary employment	21,6	20,2	21,0	21,5	19,0	19,9
Subsidized employment	5,4	7,9	6,6	4,5	3,6	3,0
Total employment	27,0	28,1	27,6	26,0	22,6	22,9
Other *)	11,4	10,8	11,6	9,2	9,1	8,8
Total continued activity	76,8	79,6	78,3	74,2	68,5	69,1
Total unemployment or outside of the job market	23,2	20,4	21,7	25,8	31,5	30,9
TOTAL	100,0	100,0	100,0	100,0	100,0	100,0

Source: Statistics from the Danish Ministry of Education, adapted by the Production School Association

N.B: *) The category 'Other' includes military services, maternity leave, living abroad, etc.

As can be seen from the departure statistics (see table D), about 70% of the students leave production schools to continue some sort of activity such as education, employment or other.

The remaining approx. 30% leave the school to become unemployed or are in some way excluded from the job market. Typically these are adolescents with such enormous difficulties that they are referred to the social service system, or adolescents who the school has been forced to expel due to behavioural problems, but some of these do return and are given another chance at a production school.

Surveys investigating the situation for production school students, a half or a whole year after leaving are limited. The studies that have been conducted all show the same tendency: students who left the school to pursue an active path generally remain active although it is not unusual to find that they have changed from education to work or vice versa. It is likewise noteworthy that adolescents who leave and enter into unemployment rarely continue to be unemployed. Most of them will subsequently start an education.

These surveys emphasise that choosing an educational pathway and future vocation is often a difficult and lengthy process for many young people. Many adolescents leave the production school without a completely clear picture of their future, but most of them go on to use the job market and to a large extent the educational system to test themselves in various options.



Perspectives

With the production school's objective and target group in mind, the actual task at hand seems to be to create a framework in which young people have a chance to change themselves – from failing to or only marginally participating in society to becoming young people who are confident of their own abilities to create social opportunities and a future via further education and/or work.

As mentioned earlier this challenge raises questions for all implicated parties: How can these young people change if many of them have always been marginalised, indeed been told that they possessed no relevant abilities or skills? How can production schools promote this process of change?

It is important to emphasise that the willingness to change in young people often grows slowly, making it essential not to take hasty measures that may well suppress any potential for change within the student.

The point is to create a framework and circumstances that provide students with an opportunity to attain tangible and improved work skills – skills that may change their relationship with themselves and their future, their relations to others, their future work life and different types of education.

If this is to have long term effects on vulnerable groups of youths then it is necessary with reciprocal committed collaboration between all parties: both educational institutions and guidance counselling institutions, etc must perceive their roles as one of shared responsibility – not competition – to contribute to the individual person's development – regardless of the fact that for some young people settling down in terms of education and work is a lengthy process.

In this respect, lengthier individual courses of education should be a more accessible option. This could be education tailored to the individual's special needs and conducted in frameworks other than the traditional – precisely in order to challenge the traditional ways of thinking about education and subsequent social categorisation. An educational path where the boundaries between formal and informal skills are removed and focus is shifted to actual qualifications.

In the effort to fulfil the Danish national educational strategy, one of the production school's most important contributions is to provide a different learning and youth environment. An environment that creates a pedagogical framework which holds excellent opportunities to attract, motivate and maintain young people who for many different reasons find it difficult to begin or complete a qualifying vocational education in the conventional educational system.



Appendix I

Production school legislation

Extract from Chapter 1 about school objectives and operations

§ 1. The production schools offer courses based on practical work and production. The offer is given to young people under the age of 25 years who have not yet completed a general or vocational upper secondary education and who do not have the immediate qualifications required to begin such an education or who have ended such an education before completion.

1.2. The offer must strengthen the student's personal development and improve their chances in the educational system and in the ordinary job market.

1.3. The offer is designed especially to provide the student with qualifications that will lead to the attainment of a vocational qualification.

1.4. The offer is planned as full-time coursework.

1.5. The enrolment and departure of students takes place throughout the year in order to meet the individual student's needs. Upon enrolment a programme is planned for the individual student.

1.6. A production school can only enrol students with a subsidy if the Youth Guidance Centre assesses that the young person is included in the production school target group as described in subsection 1.

§ 2. The production school offer includes practical work, production and related theoretical teaching. There must be a substantial amount of theoretical teaching and it must be to the largest extent possible integrated with the practical work.

2.2. The offer must include educational and vocational counselling.

2.3. The offer must chiefly relate to subject areas within the general and vocational upper secondary education system.

2.4. Students lacking basic skills must be offered teaching in these fields.

2.5. Furthermore, the offer may include:

2.5.1. Traineeship of shorter duration with a private or public company.

2.5.2. Excursions and exchanges programmes.

2.5.3. Special needs education and other special educational assistance.

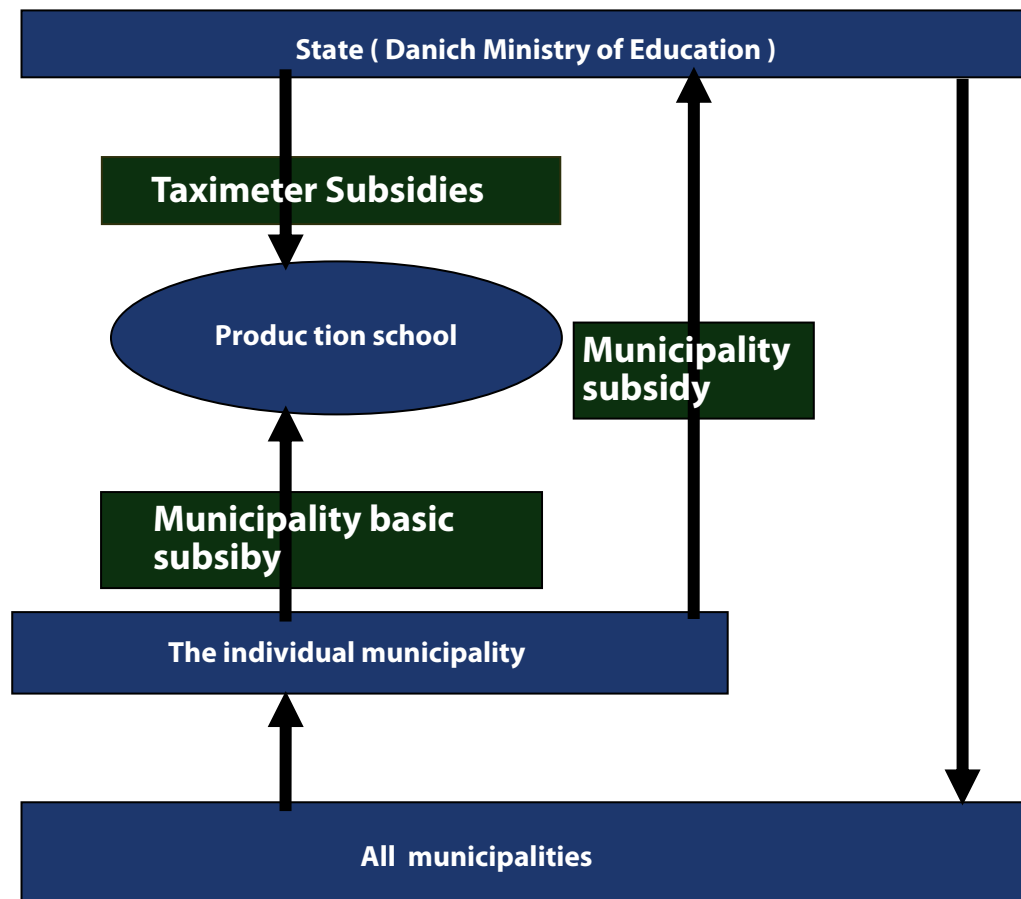
2.6. Up to 1/3 of a production school course may be utilized for teaching, training or courses that are established by/for or in pursuance of some educational legislation.

§ 3. A production school may sell its production, but not on terms that give private suppliers unfair competition. e.



Appendix II

Financing production schools



Municipality obligations

In order to start a production school, a municipality must (possibly together with another or several other municipalities) approve the school's regulations and these must be in accordance with the requirements set out in the production school legislation. The municipality must also contribute an annual basic subsidy of approx. 54.000 EUR (2007) to the school operations budget.

If these and certain other conditions are met, the state will contribute a financial subsidy through the Danish Ministry of Education. The subsidy from the state is given in the form of a taximeter subsidy per annual student (see a further explanation of this p. 6. The size of this subsidy is set out in the annual Finance Act determined by the Danish parliament.



The taximeter subsidy for teaching and buildings granted per annual student totals 11.000 EUR (2007). Additionally there is the so-called departure taximeter of approx. 1000 EUR (2007) which is released if the young person has continued with an education or been in a job for a minimum of 12 weeks within four months after stopping at the production school.

Finally the state grants a special supplementary taximeter, which is presently 3000 EUR per annual student for those who in accordance with special rules participate in combination courses that are based at a technical college with the intent to motivate the student to initiate an actual course of vocational education and training.

Furthermore, the state grants a subsidy for the student's school fee by refunding the school's expenses on this account.

Other incomes

The income generated from the schools' sale of products and services, is included in the school operations budget.

Furthermore the schools are allowed to conduct a limited amount of commercial activities such as providing coursework for people who fall outside of the target group as described in the production school legislation.

Municipal subsidies

The residential municipality must pay a subsidy based on how many annual students participate in production school courses. The subsidy is 75 EUR (2007) per annual student when the student is 18 years or more and 175 EUR (2007), when the student is under 18 years.

The aim is to lay the financial burden of a production school stay on the municipality whose young citizens actually make use of its services. The view being that the young person's residential municipality has a special responsibility for those young people who have not yet embarked on an education which will lead to qualifications and who therefore risk being marginalised.

Block grants from the state to municipalities

In order to finance some of the tasks that the state imposes on the municipality, large block grants are transferred to the municipalities. These are distributed according to a scale which takes into consideration the individual municipality's situation in certain areas.

Included in the state's block grant is an amount the size of which is nearly equivalent to the municipalities' total expenses for production schools (municipality basic subsidy and municipality contribution).

The amount is paid out to all municipalities so that everyone receives a share of the block grant according to a particular scale. To some, the expense of running a production school is greater than the share of block grant that they receive while the opposite is true for other municipalities.



Appendix III

Further information about production schools

The ministry for production schools:
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Leadership group for production schools is an interest group especially for production school principals:

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Danish Production School Teachers' Association is a trade union for employees of production schools:

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List of production schools in Denmark (2006-2007)

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