



Ministry of Education, Culture and
Science

Working in education 2012



Foreword

This 'Working in Education 2012' policy document portrays a coherent picture of the latest developments in employment in the education sector. In addition, this document also discusses the current situation regarding the government's policies for improving teacher quality and teacher training programmes. These policies are based on the following key developments:

- A shortage of teachers is expected in the years to come, especially in secondary education.
- Dutch students' learning achievements are still above average in international rankings, but fail to reach the top five in any category. Student achievement is even declining for a number of indicators.
- There are concerns about teacher quality.

These developments served as a stimulus to increase investment in teachers and the teaching profession, with the aim of ensuring sufficient numbers of properly trained teachers in the future. Additional measures were launched when the *LeerKracht van Nederland*¹ action plan was implemented.

This action plan provides schools with additional financial resources to reward teachers in higher pay scales. Also, the number of salary increments has been reduced, meaning teachers enjoy larger incremental pay rises. These measures serve to improve the career prospects for those in the teaching profession. Furthermore, the *LeerKracht* action plan also provides funding for ongoing training grants and PhD grants for teachers.

The additional investment coming from the *LeerKracht* action plan was approximately € 0.7 billion in 2011. In accordance with agreements with the trade unions and employers' organizations, this amount will be increased at regular intervals to more than € 1 billion by 2020.

Action plan: Teacher 2020 – a strong profession!

The Teacher 2020 - a strong profession! action plan was established during this government's term of office. The plan contains three action lines:

- 1 Strengthening the quality of current and future teachers and school administrators. This is done by emphasizing the further professionalization of teachers and school administrators and by introducing a register of teachers. This action line is the government's tool for improving students' learning achievements.
- 2 Encouraging schools to become highly professional organizations by introducing an ambitious, results-based culture and by stimulating professional HR policies. This means: giving teachers sufficient opportunities for professional growth, providing avenues for professionalization, showing appropriate appreciation for excellent teachers and rewarding it (e.g. through performance-related pay). This action line has been implemented because a professional school organization helps to improve teacher quality, and hence student achievement.
- 3 Improving the quality of teacher training programmes, by educating new teachers to a higher level and to more exacting standards. This will also serve to improve student achievement. The government also feels that young people coming from senior general secondary education or pre-university education will be more likely to consider enrolling in a teacher training programme if they can be assured of receiving a truly excellent teacher training programme.

Situation in 2011

It is still too early to demonstrate any significant effects for a number of policy measures, though definite progress has been made in a number of areas. Here, initial successes can be reported. The 'function mix' has given teachers more career opportunities. Also, HR policies in schools are progressing, albeit slowly. Many teachers and school administrators are actively working on continuing education and professionalization measures. Moreover, the register of teachers will soon be launched.

We may not rest on our laurels, however: much remains to be done in the years to come. A shortage of teachers is expected, especially in secondary education. The government, trade unions, employers' organizations and schools

¹ Action plan focussing on tackling teacher shortage and improving the position and quality of teachers in the Netherlands.

must face up to this challenge together and do what they can to combat the shortage and make sure classrooms are staffed by highly qualified teachers. The government will create the necessary conditions and facilitate change, but the schools themselves will have to undergo a cultural transformation. They will need to offer a solid and professional work environment, in which teachers have real career opportunities and scope to refine their skills. Schools must therefore become attractive, professional learning environments where teachers like to work.

The State Secretary of Education, Culture and Science,

A handwritten signature in blue ink, appearing to read 'Halbe Zijlstra', with a large, stylized initial 'H' and a long horizontal stroke extending to the right.

Halbe Zijlstra

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Summary

Teacher quality is one of the most important factors influencing student achievement. Scientists the world over agree on this point. In the past year renowned organisations like the OECD and McKinsey issued reports that stress the importance of good teachers for high-quality education.

When it comes to student achievement, the Netherlands continues to score well in international rankings, though the level is dropping. The Netherlands is being overtaken by other countries, and, more importantly, achievement levels are falling compared to previous years. The Dutch knowledge economy should be one of the world's most advanced knowledge economies. Therefore, student achievement in the Netherlands will need to improve in the years to come.

This government is committed to further improving the quality of education, and hence student achievement. To encourage this, the government presented a number of action plans in May 2011: for primary education (A Basis for Achievement), secondary education (Better Performance) and the action plan for teachers (Teacher 2020 – a strong profession!) In addition, the government has presented an action plan for senior secondary vocational education (Focus on professionalism) and a strategic agenda for higher education.

Many teachers engage in professionalization

The improvements as envisaged will require well trained and highly skilled teachers. The government's plans for the future call for more teachers to continue their training at the Master's level. Currently, about one in five teachers is in possession of a Master's degree. In the meantime, it is of the utmost importance that today's teaching staff continues to engage in ongoing professionalization. Currently, more than 26,000 teachers have received a grant which they can use for continuing education.

Stronger link between professionalization and competency standards for teachers

Teacher competency documents and a register of teachers are valuable instruments that can be used to help improve teacher quality. The Education Professions Act has been in force since August 2006. This legislation requires the competent authority to maintain a teacher competency document for each individual teacher. The teacher competency document details the teacher's competencies and the activities aimed at maintaining and improving these competencies.

The use of teacher competency documents is far from ubiquitous, however. In 2011, 42 percent of teachers in primary education had a teacher competency document. This figure was roughly 25 percent for teachers in secondary education and senior secondary vocational education.

Teachers do actively work on maintaining their professional competencies, but the substantive relationship with the competency standards for teachers is often merely implicit or lacking altogether.

Professional register operational late 2011

Professional registration will also give a valuable impulse to the quality of the teaching profession. It will encourage teachers to maintain and improve their professional competencies. In addition, inclusion in a professional register is also a mark of one's professional status. The professional register will be operational in late 2011 for teachers in primary education, secondary education, special education and vocational education. The Education Cooperative (formerly the Foundation for Professional Quality of Teachers) has an important role to play in these efforts.

Turning schools into professional organizations is an ambitious goal

Teachers are essential when it comes to improving the quality of education. They cannot do it alone, however. They need the support of a professional school organization and need to work in an ambitious and results-oriented environment. This will require organizations to have a clear focus on their ambitions and desired results and to act accordingly, both in terms of their teaching methods and their human resource policies.

Professional HR policies present teachers with attractive career paths, encourage them to work together and to learn from each other. Such policies recognize and reward teachers for excellent performance and provide good working conditions. This creates an ambitious learning culture for both students and teachers.

The *LeerKracht van Nederland* action plan contains measures that give teachers broader career opportunities (improving the 'function mix', i.e. qualifications and performance are to be rewarded by better career prospects, such as differentiation of responsibilities and remuneration). Teachers who are engaged in additional activities at a higher level may be moved to a higher position and receive commensurate remuneration. Schools must establish clear criteria for these kinds of promotions. It is primarily up to the schools

themselves to set these criteria, in consultation with the participation councils.

‘Function mix’ progressing steadily, but could be better

The ‘function mix’ is being steadily improved. Teachers have been promoted in recent years, primarily in secondary education. These promotions were partly based on the teachers’ commitment and their contribution to educational development. Figures published March 2011 show, despite the steady growth, that all levels of education still need to make significant inroads if they are to meet the interim targets of 1 October 2011,

Incidentally, it is expected that the number of promotions will increase in the second half of the year, especially in primary and secondary education. This is because promotions in these sectors are generally granted in August (at the start of a new school year). Promotions take place more intermittently in senior secondary vocational education and higher professional education.

‘Function mix’ has positive impact on HR policy

The ‘function mix’ has a positive impact on human resource policy in schools. All levels of education welcome the rationale for the ‘function mix’. A cultural shift has been put in motion in which excellent teachers, teachers who redouble their efforts or take additional training are rewarded for their enterprise with a promotion to a higher salary scale. Furthermore, teachers who wish to get a promotion have an extra motivation to keep their teacher competency document up-to-date.

More emphasis on competency requirements and maintenance in performance appraisals

Most schools have a regular schedule for performance appraisals. Teachers have an annual interview with their supervisor at between 50 and 60 percent of schools, while a further 10 percent of schools have biannual performance appraisals. Teachers in higher professional education generally have two interviews per year. Just 9 percent of respondents teaching in higher professional education report they have no performance appraisal, while some 30 percent of teachers in primary, secondary education and senior secondary vocational education report having no performance appraisal.

These interviews regularly focus on how teachers maintain their competency standards for teachers. Nevertheless, there is room for improvement at many schools. A substantial relationship is often lacking between the performance appraisal, the personal development plan and teachers’ continuing professional development.

Autumn 2011: launch of performance-related pay pilots

The government intends to introduce performance-related pay in education, meaning that teachers who perform well and show significant progress with their pupils or students will be suitably rewarded. This provides teachers with appropriate motivation and a healthy challenge. Moreover, a form of performance-related pay will help steer thoughts on educational quality within the school, as teachers or teams of teachers will only receive recognition for specific achievements. Performance-related pay pilots will commence in the autumn of 2011. The government selects effective forms of performance-related pay for system-wide implementation, with the goal of introducing it in all schools by 2016.

Peer review as a powerful tool

Student performance must improve. A very effective way of achieving this is when a colleague or supervisor provides constructive feedback on a teacher’s teaching methods. Appreciation and feedback have positive effects on teacher quality. Teachers feel more valued, they are happier and feel more self-assured. As a result, teachers will professionalize better and more precise.

Peer review is a method for recognizing, rewarding and improving teacher quality. In peer review, ‘peers’ (fellow teachers or school administrators) share feedback with each other with the goal of learning from one another and encouraging teacher-quality improvement. The government is urging teachers to make use of more formal and obligatory forms of peer review. This means that they will need to use more-or-less objective criteria. Learning goals must also be linked to the goals of the school or teaching staff. A school may decide to use results in its external accountability to the Inspectorate of Education. Further agreements on peer review will be made in 2011 with the sector organizations and the Education Cooperative. The Inspectorate of Education will also lend its expertise.

High job satisfaction among teachers

Generally speaking, teachers are quite satisfied both about their jobs and their schools. This is good news, of course, because satisfied teachers are more motivated and more productive than dissatisfied teachers.

At all levels of education, teachers are more satisfied with their jobs than they are with their own school. Teachers in primary education are the most satisfied with their own school, while teachers in senior secondary vocational education are the least satisfied with their own school.

Compared to other levels of education, senior secondary vocational education has scored lower in national surveys of employee satisfaction for a number of years in a row. The institutions offering senior secondary vocational education take these findings seriously. All institutions conduct regular employee satisfaction surveys and take follow-up action based on the results.

Teacher training improved

Teacher training programmes play a crucial role as the ‘supplier’ of future teachers. Much has been done to improve the quality of teacher training programmes in recent years. The language test and numeracy test have been introduced and knowledge bases are being developed. New training programmes have been developed to recruit more academics, such as an academic teacher training programme, the educational minor and the *Eerst de klas* (Teach First) project.

These measures seem to be having an effect. The share of graduates from senior secondary vocational education and senior general secondary education opting for traditional teacher training programmes for primary education has declined in recent years. The percentage of graduates from pre-university education entering a teacher training programme for primary education has increased. In addition, students are increasingly opting for a first or second-level teaching certification. This is a positive development given the expected shortage of teachers.

Teacher training programmes for primary education, and to a lesser extent second-level certification programmes, regularly score higher in student satisfaction surveys than other programmes in higher professional education. Students are reasonably satisfied with their teacher training; they feel that they are well prepared for their careers as teachers (in primary education). Students in second-level teacher training programmes feel the same, but are slightly less positive about their training.

More students in secondary education, fewer in primary education and senior secondary vocational education

The number of students in secondary education is increasing substantially, from over 900,000 in 2011 to 950,000 in 2015. This means that the number of jobs in secondary education will also increase, from 62,000 in 2011 to more than 65,000 in 2015. This represents an increase of about 5 percent.

In 2015 there will be approximately 70,000 fewer students in primary education than in 2011. In 2020 the number of students will drop with another 30,000. As a result, the

number of full-time jobs for teachers in primary education will drop from just over 100,000 in 2011 to 96,000 in 2015. This is a decrease of four percent. This trend will continue to about 94,000 full-time positions in 2020.

Student numbers in senior secondary vocational education will also fall in the coming years. There will be 610,000 students in 2011, approximately 594,000 in 2015 and approximately 566,000 in 2020. From now until 2015 the number of (full-time) jobs for teachers will drop by approximately 700. There will be a further decrease of 1,200 jobs between 2015 and 2020. Total employment will therefore decrease by about 7 percent.

Teacher shortage especially in secondary education

Student numbers will increase in secondary education in the years to come. In addition, many teachers will leave the profession. This will result in a rapidly increasing shortage of teachers in secondary education. The shortage will reach its peak in 2015 and 2016: there will be about 4,000 job vacancies on an annual basis. Thereafter the shortage will gradually become less acute, though the numbers will remain high: in 2020 there will likely be 1,500 vacancies. Only after 2020 will supply and demand reach a state of balance.

No serious short-term staffing problems are expected in primary education or in senior secondary vocational education. There is a threat of substantial teacher shortages in primary education after 2017, however.

Many teachers continue working into their sixties

On average, teachers have been retiring later in recent years. Whereas the retirement age in education was just under 61 years in 2006, by 2010 it was 62.5 years. The potential teacher shortage is currently less acute than expected because teachers are retiring later.

It is likely that the average retirement age for teachers will rise even further, in keeping with trends in other employment sectors with comparable pension schemes. As the average retirement age increases, it is logical that the number of vacancies will not rise as fast.

Terms and conditions of employment

The wages of public sector employees, excluding health care, will not be indexed in 2011. Employers will receive an allowance to cover increases in the employers’ contributions. In addition, investment as part of the *LeerKracht* action plan will be continued. This investment will result in a salary rise for certain employees in the educational sector.

Education sector is a major employer

Many people work in the education sector. More than 6 percent of all jobs in the Netherlands can be found in this sector. Primary education accounts for 40 percent of these jobs and secondary education for 26 percent. The remaining jobs are in senior secondary vocational education (14%), higher professional education (8%) and university education (12%).

Although there are many female teachers in the Netherlands, women are underrepresented in senior positions. The number of female school administrators is showing steady growth, however. In 2006 one quarter of primary school administrators was a woman. In 2010 this percentage increased to more than one in three (37 percent). The proportion of women in senior positions in other levels of education has also grown in recent years.

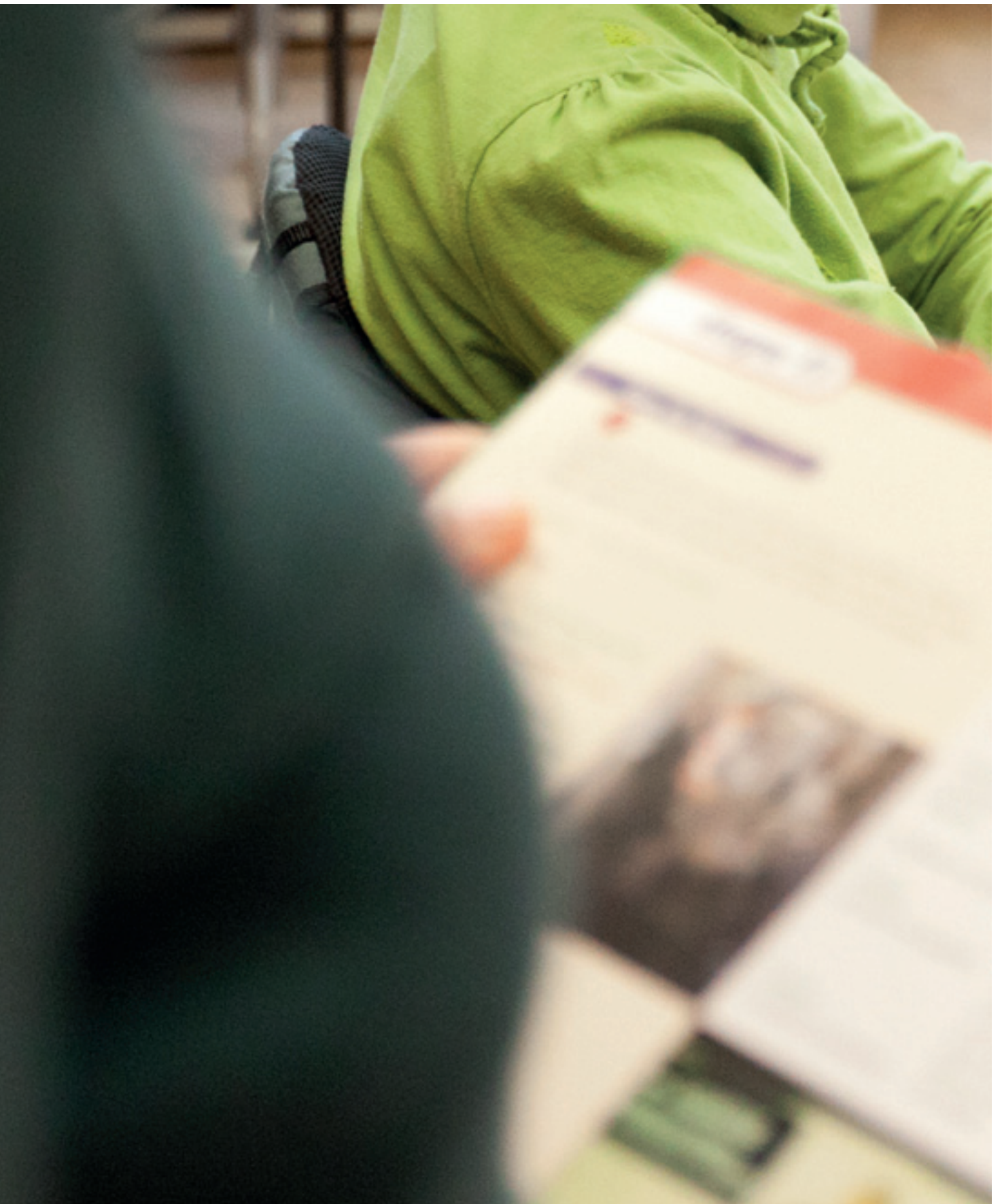
Labour market opportunities for new teachers

The number of vacancies is currently lower than a few years back. In the 2010/2011 school year there was an average of 950 vacancies. This is slightly less than the 2009/2010 school year, when the vacancy average hovered around 1,070. Despite this, recent graduates from teacher training programmes find, on average, a teaching job relatively quickly. Of the students who completed a primary education teacher training programme in 2010, 80 percent had a job within six months of graduation. Nearly 75 percent of the graduates looking for a teaching job in secondary education find a job within six months of completing their teacher training.

The educational job market is a regional labour market

Nationally, the educational job market is reasonably well balanced. Nevertheless there are regions in the Netherlands where it is difficult to fill vacancies. Regional cooperation is an excellent tool for addressing these regional problems. In recent years many regional platforms have been established in which school boards, municipalities or other regional institutions work together to address regional issues.

In addition, schools in many regions are offering better support to newly qualified teachers. Teachers and school reap the benefits of this approach. Also, many regions motivate teachers to continue their training, for instance by earning a first-level teaching qualification / master's degree.



C1

Teacher quality

Teacher quality is one of the most important factors impacting student achievement. Scientists the world over agree on this point. This government is committed to further improving the quality of education, and hence student achievement. The improvements as envisaged will require well trained and highly skilled teachers.

The government's plans for the future call for more teachers to continue their training at the Master's level. Currently, about one in five teachers is in possession of a Master's degree. It is of the utmost importance that today's teaching staff continues to engage in ongoing professional training. Many teachers make use of ongoing training grants ('Teacher grant programme') for this purpose. This grant programme has been a great success. Teacher competency documents and a register of teachers are valuable instruments that can be used to help improve teacher quality. The use of teacher competency documents is far from ubiquitous, however. This situation can and must be improved.

A register of teachers will also give a valuable impulse to the quality of the profession. The aim is to have a professional register in place and operational by late 2011. The Education Cooperative (formerly the Foundation for Professional Quality of Teachers) has an important role to play in these efforts.

1.1 Initiatives to improve teacher quality

When it comes to student achievement, the Netherlands continues to score high on international rankings, though the level is dropping. Although achievement has remained above the international average for the last ten years, the Netherlands is rapidly losing ground. More importantly, today's students are not performing at the same level as those of just a few years ago.¹ This is a worrying trend.

The Dutch knowledge economy aims to be one of the best in the world. Student achievement in the Netherlands will therefore need to improve in the years to come. To encourage this, the government presented a number of action plans in May 2011: for primary education (A Basis for Achievement), secondary education (Better Performance) and the action plan for teachers, Teacher 2020 – a strong profession!

If student achievement is to be improved, then teacher quality will also have to be improved. This government is fully committed to these improvements, first and foremost through the action plan Teacher 2020 – a strong profes-

sion!² and secondly by continuing with the *LeerKracht van Nederland*³ action plan.

1.1.1 Ongoing training grant for teachers

Ongoing training grants have been available since 2008 to qualified teachers in primary or secondary education, or senior secondary vocational education or in higher professional education. These grants are meant for teachers who wish to professionalize further or who wish to cultivate their knowledge in a specific field they teach or want to teach.

Teachers show tremendous interest in ongoing training grants

Teachers have shown tremendous interest in the ongoing training grants. Since their introduction in 2008, well over 26,000 teachers have been awarded a grant. These are mostly teachers in primary and secondary education (see Table 1.1).

¹ Inspectorate of Education, *Education report 2009-2010*, 2011.

² Ministry of Education, Culture and Science action plan *Teacher 2020 – a strong profession!*, 18 May 2011. *The Basis for Achievement and Better Performance action plans were published simultaneously with this action plan. The strategic agenda for higher education was published on*

1 July 2011. The Focus on Craftsmanship action plan for senior secondary vocational education was published on 16 February 2011.

³ Ministry of Education, Culture and Science, *LeerKracht van Nederland action plan*, 2007. *Action plan focussing on tackling teacher shortage and improving the position and quality of teachers in the Netherlands.*

⁴ *As of August, DUO had not yet processed all 8,500 applications for ongoing training grants for teachers from the fifth block (2011). The data in this table is therefore based on all grants in the first through the fourth blocks and on 7,450 grants awarded (of the 7,860 applications assessed) from the fifth block.*

Table 1.1 Total number of grants awarded, by level of education and type⁴

	Bachelor's	Master's	Other	Total
Primary education	918	7.562	6.383	14.863
Secondary education	1.809	4.143	1.219	7.171
Senior secondary vocational education	636	980	794	2.410
Higher professional education	208	998	506	1.712
Total	3.571	13.683	8.902	26.156

Source: Ministry of Education, compiled by IVA.

The Master's programme in Special Educational Needs (SEN) has been especially popular: 60% of the followed programmes is a Master's programme in Special Educational Needs. The Bachelor's programme in Dutch Language and Culture is also quite popular. About one in seven teachers who are awarded a grant for a Bachelor's degree choose to take this programme or has completed this programme. This number climbs to nearly one in five in the fifth tranche. This is in line with the government's ambition to improve students' language and writing skills.

Budget for 2011 increased

The 2011 budget for ongoing training grants is € 77 million. Originally the budget for 2011 was € 67 million. The grants proved to be so popular, however, that the budget was increased by € 10 million. The tuition reimbursement amount associated with the grant has been doubled as of 2011 to a maximum of € 7,000 per year.

Short courses no longer eligible as of 2012

Starting with applications in 2012, short courses of up to one year will no longer be eligible for reimbursement through an ongoing training grant. The government, the trade unions and employers' organizations have agreed that the ongoing training grant will only be used for 'upgrading' a teacher's qualification level to that of a Bachelor's or Master's degree. If teachers wish to sign up for short courses, then schools can use their regular funds for continuing education, and the funds they receive for professionalization under the coalition agreement.

1.1.2 PhD grant

As of 2011, the PhD grant offers teachers the opportunity to conduct doctoral research at a university two days a week for four years with retention of salary. There will be an annual application round in the period from 2011 to 2014.⁵ The employers of teachers who are selected will receive a grant for four years, which will allow them to free up their teachers for 0.4 FTE to conduct PhD thesis research.

In May 2011 it was decided that 132 preliminary applications can be developed into firm research proposals for PhD grants. Thirty-three PhD grants will be awarded at the end of November 2011, once the Dutch Organisation for Scientific Research (NWO) has reviewed the research proposals.

1.1.3 Reduce number of unqualified teachers

The quality of education depends on teachers having proper and recognized teaching qualifications. In secondary education, however, nearly one in five lessons (19 percent) are given by teachers who are not fully qualified for the subject in question.⁶ Trade unions and employers' organizations have agreed that all teachers are to be fully qualified by 2020 in the framework of the Knowledge and Innovation Agenda (KIA).⁷ As a result, they want to promote teachers' professional qualities.

Related to this, is the importance of transparency with regard to teacher qualifications. The Ministry of Education, Culture and Science will consult the Council of Secondary Education and the Inspectorate of Education on whether individual schools should be responsible for the registration of teacher qualifications. This can be done, for example, by publishing the relevant data on the website of the Council of Secondary Education www.venstersvoorverantwoording.nl. This website is only available in Dutch.

Tightening the rules regarding unqualified teachers

Current legislation provides for exceptions in certain circumstances. If no qualified teacher is available to fill a vacancy or to replace a colleague who is temporarily absent, then an unqualified teacher may fill in or be appointed.⁸ This may be a teacher who doesn't have a qualification or a teacher who does have a qualification, but not the correct one (e.g. the teacher is qualified for another subject). In these situations an unqualified teacher can fill in or be appointed indefinitely. There are no particular training requirements in these cases.

This situation will change when the law is amended. The new legislation will ensure sufficient flexibility for real emergencies, but it will put an end to the practice of renewing the appointment of unqualified teachers year after year. Soon, unqualified teachers may only be appointed for a maximum of one year. If an extension is deemed necessary or desirable after that year, then the teacher will be required to gain the necessary qualification within two years. After this period, the teacher may be re-appointed only if he has earned the required qualification. The period for gaining the qualification may be extended by up to two years in exceptional cases, which corresponds to the rules

⁵ Even teachers who have already started a PhD research programme may apply if they still need to devote 0.4 FTE for at least four more years to complete their research.

⁶ Ministry of Education, Culture and Science, IPTO secondary education 2009, compiles by Regioplan, 2011.

⁷ KIA, Knowledge and Innovation Photo 2011, January 2011.

⁸ Article 33.3 of the Secondary Education Act.

for lateral entry into the profession. This amendment will most likely take effect in 2012.

Stricter supervision of qualifications and skills

Due to the forthcoming amendment to the Education Inspection Act, the Inspectorate of Education will monitor teacher qualifications and skills more closely. The new legislation will likely take effect in 2012. Guided partly by the evaluation of the Professions in Education Act, the Inspectorate will decide how best to enforce the statutory requirements governing appointments to teaching posts and what requirements should be set with regard to the maintenance and strengthening of professional competence.

1.1.4 Teacher competency document

The Professions in Education Act has been in force since 1 August 2006, together with the Standards of Competence (Teaching Staff) Decree. In accordance with this legislation, schools must be able to demonstrate that teachers possess the required competencies and are able to maintain their skills. The competent authority must keep this information in a teacher competency document for each individual teacher.

However, this practice is far from ubiquitous. This is evident from the fact that over one quarter of the school administrators indicated that their schools do not have teacher competency documents (29% in primary education, 33% in secondary education and 28% in vocational and adult education), despite the fact that they are aware of the requirements.⁹ This is why the Ministry of Education, Culture and Science is committed to coming to performance agreements with the employers' organizations in the autumn of 2011. This follows on the action plan *Teacher 2020 – a strong profession!*

Even at those schools that do use teacher competency documents, the practice is still far from commonplace. In fact, most teachers do not have a teacher competency document. In primary education approximately one third of teachers (35%) had a teacher competency document in 2010. This figure was 21% in secondary education and 18% in senior secondary vocational education. Recent figures from 2011 indicate a slight increase in the number

of teachers with a teacher competency document: 7% higher in all three levels of education.¹⁰

Documents provide little guidance for maintaining professional competencies

Insofar as teachers have a teacher competency document, these documents often provide no or little guidance for maintaining professional skills.¹¹ They are also not regularly updated: continuing education courses or other forms of skills maintenance are often not recorded. A notable exception is formed by teachers who, in the framework of the 'function mix', intend to climb up in position and who have therefore documented their competencies and have drafted a plan for professional development. Apparently, external incentives (such as remuneration) work as a stimulus to get teachers to document their skills.

1.1.5 Register of teachers

Teacher quality can also be enhanced by keeping a professional register, which encourages teachers to maintain their skills and improve their competencies. In addition, inclusion in a professional register is also a mark of one's professional status. A register of teachers can therefore serve a variety of purposes. It inspires and motivates teachers to work on skills development. Furthermore, it establishes standards for professional quality and provides assurances regarding these standards to the outside world. The register also enhances the profession and the professional identity of its members.

Some countries have a mandatory national register of teachers who meet certain minimum requirements. For example, to become and remain registered in Britain and New Zealand, teachers must have a teaching qualification and meet continuing education requirements. In Sweden, all teachers will be required to be registered with the national education agency starting in 2012.¹²

Register of teachers operational late 2011

The register of teachers is an important part of the remit of the Education Cooperative (in formation) (formerly the Foundation for Professional Quality of Teachers). The government feels it is very important that this professional organization is responsible for giving shape to the register.

⁹ *Ecorys, Evaluation of Education Professions Act, 2011.*

¹¹ *Ecorys, Evaluation of Education Professions Act, 2011.*

¹² *Education council, Background to the advisory report Excellent teachers as inspiring examples, 2011.*

¹⁰ *Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).*

In the action plan, the government has therefore opted for a register that is governed by private law.

The register is meant for teachers in primary education, secondary education and vocational education. In the future, every teacher will have a personal, digital dossier. All continuing education activities will be recorded in the dossier, along with the relevant accreditation points.

In accordance with the coalition agreement, the register will be in place and operational by late 2011. The register has two goals: registered teachers can demonstrate that they are qualified and skilled, and also show that they systematically maintain their competencies. The Education Cooperative will recognize a wide range of professionalization and continuing education activities and encourage new initiatives in order to ensure that teachers have plenty of opportunity to maintain and refine their skills and competencies.

The Central Information Unit on Health Care Professions (CIBG), which is the executive unit of the Ministry of Health, Welfare and Sport, will build the register. The CIBG previously created the Individual Health Care Professions Act (BIG) register. In designing the register of teachers, the BIG register will be referenced along with other registers in the Netherlands and abroad that are more governed by private law.

Objectives

The action plan Teacher 2020 – a strong profession! contains objectives for the register. By 2014, 40% of teachers in primary, secondary and senior secondary vocational education must be registered. All teachers (100%) must be registered by 2018.

In addition to these objectives, performance agreements will hopefully be made in 2011 between the councils of the various levels of education and the Educational Cooperative. Moreover, the Educational Cooperative intends to come to a voluntary agreement this autumn with the educational councils on for instance the status and the societal impact of the register.

1.1.6 Improving teacher quality in the Caribbean Netherlands

The Ministry of Education, Culture and Science is working on bolstering education in the Caribbean Netherlands in a variety of ways. In March 2011, Minister Marja Van Bijsterveldt, the school boards and the commissioners of education on the three Caribbean islands set out an education agenda for the years to come.

A major part of this agenda is devoted to increasing teacher professionalism in the Caribbean Netherlands. The goal is to achieve the same level of skills and competence as Dutch teachers proper by 2016. This will be done by mapping out the current state of affairs with regard to teaching staff qualifications and competencies in the Caribbean Netherlands. Those who are not qualified will be offered an individualized plan for acquiring the requisite qualifications.

Also, an inventory will be taken of the current needs of schools and individuals. School coaches will have an important role to play in this process, and two have already been appointed for secondary education. They will start in September 2011 and will be sent to the Caribbean Netherlands to provide support to the teachers at the three schools for secondary education.

1.2 The teacher in 2020

Teachers have a key role to play when it comes to increasing the quality of education.¹³ This is why it is so important that they, too, have benefited from a top-notch education. The Teacher 2020 – a strong profession! action plan presents a picture of working in education in the Netherlands in the long term. By 2020, teachers should have a substantially higher level of education, preferably at a Master's degree level. Given the expected shortage of teachers, this will present us with a major challenge in the years to come. On the one hand, schools should do everything possible to hire enough teachers to fill their ranks. On the other hand, they must also strive for a highly qualified teaching staff.

This is already the case in a number of countries. All teachers in Finland are university graduates, including teachers in primary education. In other high-performing countries, such as Korea and Singapore, only the very best students are admitted to teacher training programmes after a demanding selection procedure.¹⁴

The Education Council also recently recommended that all teaching staff in secondary education and those teaching the general subjects at the senior secondary vocational education level should be required to obtain a Master's degree within five years of acquiring their Bachelor's degree. This might be a master of education or a Master's degree in a specific teaching subject, either from an institution for higher professional education or a University.¹⁵

Later this year, these long-term plans will be discussed with trade unions and employers' organizations and other stakeholders. The question then arises of whether this level of education should be required of every teacher. The parties will also look into ways to increase the numbers of teachers holding a Master's degree. What role do the undergraduate and the graduate programmes have to play in this regard? What is the position of new and current teachers? The financial implications and how they can be covered within the levels of education will also be discussed.

Current educational level of teachers

A lot needs to happen before the overall educational level of teachers is raised significantly. Currently, more than one in six (17%) of all teachers (primary, secondary and senior secondary vocational education and higher professional education) has an academic degree¹⁶ and nearly three quarters (73%) has a degree from an institution for higher professional education. The remainder has some other kind of diploma or certificate. There are major differences between the different levels of education. In primary education, almost all teachers have a degree from an institution for higher education (87%), and about six percent of them have a Master's degree. These teachers are usually responsible for teaching specialized subjects (physical education, music or art), or they work in special education and often have a Master's degree in special educational needs.¹⁷

In secondary education, approximately 60 percent of teachers are graduates of an institution for higher professional education. About a quarter of teachers (26%) have an academic degree and 10 percent fall under the former qualification category of 'kandidaats' examination (bachelor level), university Bachelor's or MO-B teaching qualification, first level (master level).

In pre-university education, the proportion of university-educated teachers is highest (43%), followed by senior general secondary education, where more than one third of teachers (35%) have an academic degree. In pre-vocational secondary education, 84 percent of teachers are educated at the higher professional education level, while 80 percent of teachers in theoretical training have this level of education. The proportion of university-trained teachers in these schools is relatively low: 6 and 11 percent, respectively.

Three quarters of teachers in senior secondary vocational education are educated at the higher professional education level, and 13% are university-trained. In higher professional education, approximately 60 percent of teachers are university graduates.¹⁸

¹³ OECD, *PISA 2009 Results, What makes a school successful? Resources, policies and practices*, Volume IV, 2010. OECD, *Building a High-Quality Teaching Profession; Lessons from around the world*, 2011. McKinsey, *Closing the talent gap, Attracting and retaining top third graduates to a career in teaching*, 2010.

¹⁴ OECD, *Building a High-Quality Teaching Profession; Lessons from around the world*, 2011.

¹⁵ Education Council, *Naar hogere leerprestaties in het voortgezet onderwijs ('Towards better learning achievement in secondary education')*, February 2011.

¹⁶ A Master's degree or equivalent qualification (excluding the categories of 'kandidaats

examination', university Bachelor's degree and MO-B teaching qualification, first level).

¹⁷ Research voor Beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming).

¹⁸ Research voor Beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming).

1.3 Professional development

The challenge for the years to come is to equip all teachers thoroughly for providing good education that answers to today's requirements and our society's future needs. After all, society is changing rapidly and becoming increasingly complex. Teachers have to deal with increasing (cultural) diversity in the classroom. In addition, teachers need to be able to deal with the fact that, in their classroom, there can be many differences between students and (child) development stages. More than ever, teachers are expected to respond optimally to their students' learning potential. The emphasis must not only be on children with learning disabilities, but also on excellent students who need an extra challenge to encourage high (student) achievement.

Education will have to keep pace with these developments. The ability of the educational system to develop and innovate is largely a factor of teachers' ability to translate scientific developments and societal developments into educational practice, for example by applying scientific knowledge.

Teachers develop the basis for their teaching competencies and skills during their initial teacher training. They then develop their expertise further as they gain experience and knowledge throughout their careers. This is why it is so important that teachers continually take advantage of opportunities for continuing training.

As professionals, they have a personal duty in this regard, of course. They are responsible for their own professional development, so that they keep abreast of the latest developments and insights in education. An important condition for this is that the school gives them enough scope to pursue their continuing education.

It should be noted that teachers in primary, secondary and vocational education are eager to work on their professional development. They are singularly enthusiastic about continuing training compared to other highly educated professionals, except when it comes to technological developments, in which they tend not to show a lively interest.¹⁹

1.3.1 Professional development is an important component of teaching

One of the characteristics of countries with high levels of educational performance is the great emphasis they place on continuing professional development. Some countries require teachers to spend a certain number of hours on professional development. In the Chinese province of Shanghai (number one on the PISA 2009 ranking), for example, each teacher is expected to spend a minimum of 240 hours on professional development in five years' time. In Singapore, another country that boasts high educational performance, teachers receive an allowance for 100 hours of professionalization per year.²⁰ In other countries such as England, teachers are expected to work on their own continuing training out of a sense of professional duty. There are no objective standards for professionalization, but agreements on professional development are part of the (yearly) performance appraisals between teachers and their administrators.²¹

Primary education

In the Netherlands, teachers in primary education are allowed to spend 10% of their standard annual workload²² on professional development. Of this, up to one half may be used for personal training and development (the personal development budget). The other half of the available time (the collective budget) must be devoted primarily to maintaining skills and competencies.

Secondary education

In the collective labour agreement for secondary education, a fixed percentage of time that teachers may spend on professional development is absent. In secondary education, employer and employee make individual agreements on training and professional development within the framework of established competency requirements. As of the 2009/2010 school year, each employee is entitled to a training allowance of at least € 500 per year.

Senior secondary vocational education

An employee in senior secondary vocational education who is directly involved in the primary process and whose

¹⁹ Ruud de Moor Centre, *Professionalization of teachers in the workplace, Yearbook 2010, 2011.*

²⁰ OECD, *Building a High-Quality Teaching Profession; Lessons from around the world, 2011.*

²² The standard annual workload for teachers with a full-time appointment is 1,659 hours.

²¹ www.education.gov.uk/publications.

position is in career line (salary scale) 9 or higher, is entitled to 59 hours of training and professional development annually. The employee is responsible for justifying these hours to the employer. In addition, there are 107 training hours available per FTE per team. The team determines the content and allocation of hours among the employees concerned, in consultation with the employer.

Higher professional education

In higher professional education, the employer drafts a development plan that is commensurate with this level of education. This plan is then discussed with the personnel section of the employee participation council. The development plan is funded based on a factor of 1.4% of all wages. This budget includes the costs of training and the costs involved in replacing the employee. The development plan forms the framework for the Personal Development Plans (PDPs). The employer makes individual PDP agreements with each employee. At least 59 hours of professional development time is available for teaching staff in order to realize their PDP. The employee also receives a personal budget for professional development of 0.8 percent of his/her annual salary, with a minimum of € 300. PDP progress is covered in job performance appraisals, and the PDP is adjusted as necessary.

Participation in professional development

OECD research²³ shows that most teachers devote time to professional development. In the eighteen months preceding the survey, approximately 90 percent of teachers had participated in some form of professional development. The average time spent on professional development was slightly less than one day a month. Many teachers felt that this was not enough. About half indicated that they would have liked to have participated in more training activities.

Few long-term programmes

OECD research shows that in many countries, professional development is largely confined to one-day meetings such as seminars. Almost all teachers participated in these kinds of professional development activities in the 18 months preceding the survey. The teachers do feel, however, that

these meetings have (significantly) less effect than longer and more intensive programmes, such as training for a higher qualification or conducting research (either individually or as part of a collaborative effort). Even though they feel this latter form is more effective, very few teachers actually opt for this style of professional development.

1.3.2 Professional development

There is no research available that clearly shows that certain learning activities are significantly more effective than others. Studies into the effectiveness of professional development do show that these activities are most effective when they focus on content, i.e. enhancing expertise in a specific teaching subject, teaching methodology and how students learn.²⁴

Language learning

Improving students' language and writing skills is one of the government's primary areas of focus. Teachers in the Netherlands will need to become thoroughly conversant with these skills during their initial teacher training. There are no specific additional training courses in this area in the Netherlands. Other countries do have these types of additional training courses, however. In Denmark, Norway and England, for example, fully qualified teachers can earn an additional qualification for language and writing skills. In Finland, Iceland and Sweden, language specialists work in schools to assist teachers and students in learning to read and write.²⁵

In the Netherlands, approximately 30 percent of teachers in primary education have had some form of language training in the past two years. In secondary education, approximately 12 percent of teachers have received additional training in this area.

(Elementary) arithmetic

Another policy priority is improving students' numeracy skills. Nearly one quarter of teachers in primary education (23%) report having taken part in training in this area in the

²³ OECD, *Creating Effective Teaching and Learning Environment: First Results from TALIS*, 2009.

²⁴ Klaas van Veen et al., *The learning of teachers in the context of re-registration: A review on the effects of professionalization and re-registration systems*, 2009.

²⁵ Eurydice, *Teaching Reading in Europe: Contexts, Policies and Practices*, 2011.

past two years. This is hardly an issue for teachers in the other levels of education.

Training focused on teaching children with specific learning needs

Many teachers in primary education would like to improve their skills in teaching children with specific learning needs. This is reflected by the popularity of training in this area: nearly half of teachers in primary education (47%) has received some kind of training for this purpose. Nearly half of the remainder indicated a desire for further training.²⁶ Teachers in other countries are also keenly interested in improving their skills in teaching children with specific learning needs. Nearly one third of the teachers indicated that they would like to gain more knowledge about teaching students with specific learning needs.²⁷

Competent teachers, who know how to teach students with specific learning needs and thus know how to deal with diversity, are of utmost importance for the implementation of adequate education for students with different educational needs ('passend onderwijs' in Dutch). Starting in 2012, the government will be investing more in the professionalization of teachers; an important component of this investment is formed by increasing teachers' competency in dealing with the diversity of student's specific learning needs.

Results-oriented working

Results-oriented working is an important theme in education. It means striving for maximum results consciously, systematically and cyclically. The results are expressed in terms of students' cognitive results and their more general development.

The government aims to encourage a culture of results-oriented working in schools which is designed to optimize student achievement. The teacher has a crucial role to play in this process. It has been demonstrated that a results-oriented approach leads to better achievements.²⁸

At present, 30% of schools in primary education meet the basic indicators for results-oriented working. This should double to 60 percent by 2015. The aim is to have 90% of schools in primary education using results-oriented methods by 2018.²⁹ At least half of all secondary schools should have adopted a results-oriented approach by 2015, with the figure rising to 90% by 2018. In secondary education, about 20% of schools use results-oriented working methods. The Council of Secondary Education has agreed to present a plan for results-oriented working by the end of 2011.³⁰

Approximately one third of teachers in primary education have had training in results-oriented working in the past two years. Teachers in secondary education, senior secondary vocational education or higher professional education rarely take training in this area (5%). There are precious few teachers in these levels of education who express the desire to do so.³¹

1.3.3 Peer review as a tool for professional development

The Teacher 2020 action plan³² calls peer review a good tool for improving teacher quality. In many countries, teachers appreciate collaborating with colleagues and exchanging knowledge. Over 90 percent of teachers indicate that this generally takes place informally. Peer review as a form of formal professional development is far from established in many countries. Approximately one quarter of teachers has participated in observational visits to other schools as a form of professional development.³³

In other countries it is very common for teachers to go to other schools for observational visits. In Korea, the proportion of teachers who participate in this form of professional development is high (66%).³⁴ In Estonia and Lithuania, about 60 percent of teachers have participated in this form of formal professional development. This is partly due to the fact that observing colleagues, and being observed, is a compulsory part of the teacher certification process.³⁵

²⁶ *Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).*

²⁷ *OECD, Creating Effective Teaching and Learning Environment: First Results from TALIS, 2009.*

²⁸ *Inspectorate of Education, The strong primary school, definition and indicators, 2009.*

²⁹ *Ministry of Education, Culture and Science, action plan A Basis for Achievement, May 2011.*

³⁰ *Ministry of Education, Culture and Science, action plan A Basis for Achievement, May 2011.*

³¹ *Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).*

³² *Ministry of Education, Culture and Science, action plan teacher 2020 – a strong profession!, 18 May 2011.*

³³ *OECD, Creating Effective Teaching and Learning Environment: First Results from TALIS, 2009.*

³⁴ *OECD, Creating Effective Teaching and Learning Environment: First Results from TALIS, 2009.*

³⁵ *Eurydice, Teaching Reading in Europe, Contexts, Policies and Practices, 2011.*

The feedback skills that new teachers learn in their training programmes are rarely developed further once they enter the profession. The informal learning that takes place in the workplace, however, is an important complement to the knowledge teachers acquire during their training programmes.³⁶

³⁶ Ruud de Moor Centre, *Professionalization of teachers in the workplace*, Yearbook 2010, 2011.



C2

The school as a professional organization

This government is committed to further improving the quality of education, and hence student achievement. The improvements as envisaged will require well trained and highly skilled teachers. They also need the support of a professional school organization. These schools need to have an ambitious and results-oriented environment. This will require schools to have a clear focus on their ambitions and desired yields and to act accordingly, both in terms of their teaching methodology and their HR policies. The shift to such an organization requires professional administrators and school board members.

This chapter describes how the government is encouraging schools and institutions to develop into more professional organizations. This can be done by, for example, enhancing teachers' remuneration packages. The government is also motivating schools and institutions to opt for novel forms of mutual learning, assessment and remuneration.

HR policies in schools are progressing, but there is still room for improvement. Schools will need to forge a stronger link between their HR policies and overall development of the school in order to facilitate a more targeted approach to competency development and HR policy.

2.1 Better pay for teachers

The government intends to enhance the teaching profession and make it a more appealing career choice. More career opportunities will therefore be made available for teachers. School boards will receive additional funding to promote teachers to higher positions with appropriate remuneration. This is what is meant by improving the 'function mix' (differentiation of responsibilities and remuneration).

Clear promotion criteria

Schools must develop and implement clear criteria for promoting teachers to higher positions. These criteria need to detail the competencies and expertise a teacher must possess in order to qualify for promotion, and thus serve as a stimulus for professionalization and maintaining teacher competencies.

The *LeerKracht van Nederland* agreements provide a basis for these criteria.¹ The underlying principle is that work at higher salary scales is more demanding in terms of level and complexity. The schools and institutions may define their own criteria in accordance with the stipulations of the applicable collective labour agreement.²

Shortening career lines

In addition, the covenant partners have made agreements on the gradual shortening of career lines (salary scales with periodic increments). This means that teachers will receive larger incremental rises within their salary scale. Their salaries will thus rise faster. The number of increments in primary education will drop from 18 in 2008 to 15 in 2011. The number of increments in secondary education and senior secondary vocational education will drop from 18 in 2008 to 12 in 2014. A scale extension allowance is available for teachers who have reached the top of their salary scale.

¹ The criteria are described in greater detail in the collective labour agreements for primary and secondary education. The criteria for promotion are not included in the collective labour agreements for vocational education nor for higher professional education.

² See www.functiemix.nl or www.hetkaninheteronderwijs.nl for the specific agreements. The situation is different in senior secondary vocational education than in other levels of education. For this reason, the Ministry of Education, Culture and Science and the social partners have agreed that voluntary agreements on improving the 'salary mix'

('function mix' in senior secondary vocational education) is to be addressed by each institution on an individual basis. All institutions in higher professional education have made their own voluntary agreements on their FTE target for 2012 and on how they will use 'function mix' resources to meet this target.

Table 2.1 Share of teachers in primary education and in special primary education by salary scale (in FTE)

Scale	Level October 2006 - March 2011						Target	Target
	2006	2007	2008	2009	2010	2011 (March)	2011 (October)	2014
Primary education								
LA	98,7	98,7	98,5	98,0	93,3	92,3	83%	58%
LB	1,2	1,3	1,4	1,9	6,7	7,6	16%	40%
LC	0,1	0,1	0,1	0,1	0,1	0,1	1%	2%
Special (primary) education								
LA	0,1	0,2	0,5	0,5	0,3	0,2	0	0
LB	97,9	97,8	97,8	97,4	96,3	95,6	95,5%	86%
LC	2,0	2,0	1,7	2,1	3,4	4,2	4,5%	14%

Bron: Ministry of Education, Culture and Science, compiled by CentERdata (reference date: 1 October. Data for 2011 are based only on March figures).

2.2 Improving the ‘function mix’: the current situation

This paragraph discusses the current situation regarding the ‘function mix’ and examines the most recent figures (March 2011) on the distribution of teachers in the various salary scales. The section also devotes attention to the progress of the ‘function mix’, as reflected in the Interim evaluation of the *LeerKracht* 2011 agreement, supplemented with in-depth interviews with school administrators and teachers.³

General impression: what percentages have been achieved?

The ‘function mix’ (differentiation of responsibilities and remuneration) is being steadily improved. The figures show that the targets have not yet been met, however. Many teachers have been promoted in recent years, primarily in secondary education. These promotions were based on the teachers’ commitment and their contribution to educational developments. All levels of education still need to make significant inroads if they are to meet the October 2011 targets.

Incidentally, it is expected that the number of promotions will increase in the second half of the year, especially in primary and secondary education. This is because promotions are generally granted in August (at the start of a new school year). Promotions take place more intermittently in senior secondary vocational education and higher professional education.

To ensure that schools meet the target percentages, the Ministry of Education, Culture and Science and the trade unions and employers’ organizations are considering additional action that may be needed with regard to the schools themselves. Trade unions and employers’ organizations in primary and secondary education have indicated a desire to provide additional support to poorly performing schools to help them achieve the target percentages.

General impression: the implementation process

A more robust ‘function mix’ has a positive impact on HR policy in schools. All levels of education welcome the rationale for the ‘function mix’. A cultural shift has been put in motion in which excellent teachers who redouble their efforts, deliver stellar performance or take additional training are rewarded for their enterprise with a promotion to a higher salary scale.

Most schools have established objective promotion criteria or have refined their existing criteria. Among those schools in the vanguard, the promotion procedure is now a regular part of job performance appraisals.

It will still take some time before the ‘function mix’ has been fully implemented. That makes sense, since a measure such as this, which affects employee remuneration and the cultural shift involved, has a tremendous influence on HR policy. In practice, it has been demonstrated that a well thought-out and diligently orchestrated implementation and communication can do much to instil confidence among teachers. Nevertheless, it still boils down to a matter of ‘seeing is believing’.

2.2.1 Primary education

Primary education has been receiving funding to improve the ‘function mix’ since 2010. Teachers have been granted promotions in most schools in recent years, though numbers vary widely from school board to school board. Primary education has shown a small increase compared to October 2010 (see Table 2.1). This is based on the latest figures, which date from March 2011. The target percentages have nearly been reached in special (primary) education, and another round of promotions is expected in August 2011.

School boards in primary education are occasionally overly cautious because they may have doubts regarding the affordability of improving the ‘function mix’.⁴ Based on

³ *Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming); SEO Economics research (forthcoming), based on SCL (2009) and TCL*

(2010, 2011). More than 15,000 respondents completed the TCL survey. They work in all levels of education. In addition, Research voor Beleid conducted in-depth interviews with managers.

⁴ *During the General Consultation of 21 June 2011, the State Secretary of Education, Culture and Science agreed to inform the House of Representatives about any ‘function mix’ related problems.*

Table 2.2 Share of teachers in secondary education by salary scale (in FTE proportion)

Scale	Level October 2006 - March 2011						Target	Target
	2006	2007	2008	2009	2010 (March)	2011 (October)	2011	2014
Randstad region								
LB	65,6	64,3	63,8	57,4	48,3	46,2	36	16
LC	16,5	18,4	19,6	26,0	33,7	35,0	45	55
LD	17,6	17,0	16,3	16,4	17,8	18,5	19	29
LE	0,3	0,3	0,3	0,3	0,3	0,2	--	--
Outside of Randstad region								
LB	63,7	64,3	64,3	62,9	61,3	60,2	62	44
LC	17,3	17,5	18,1	19,5	20,5	20,8	19	27
LD	18,6	17,9	17,3	17,3	17,8	18,8	19	27
LE	0,4	0,4	0,3	0,3	0,3	0,3	--	--
Nationwide								
LB	64,5	64,3	64,2	60,6	56,0	54,6	52	33
LC	17,0	17,9	18,6	22,2	25,9	26,4	29	38
LD	18,2	17,5	16,9	16,9	17,8	18,7	19	29
LE	0,4	0,3	0,3	0,3	0,3	0,2	--	--

Source: Ministry of Education, Culture and Science, compiled by CentERdata (reference date: 1 October. Data for 2011 are based only on March figures).

Table 2.3 Share of teachers in senior secondary vocational education by salary scale (in FTE proportion)*

Scale	Level October 2006 - March 2011					
	2006	2007	2008	2009	2010	2011 (March)
Randstad region						
LB	50,2	51,2	53,0	56,1	56,6	56,6
LC	39,3	38,6	38,3	37,0	37,5	37,5
LD	9,6	9,3	7,9	6,7	5,8	5,7
LE	1,0	1,0	0,8	0,3	0,1	0,2
Outside of Randstad region						
LB	35,7	36,4	39,7	40,8	42,6	42,3
LC	52,0	51,4	49,6	51,1	49,5	50,8
LD	11,2	11,1	9,9	7,9	7,8	6,7
LE	1,1	1,0	0,9	0,2	0,1	0,1

Source: Ministry of Education, Culture and Science, compiled by CentERdata (reference date: 1 October. Data for 2011 are based only on March figures).

*The table does not show target percentages. There are general national targets. These serve as general guidelines, however, meaning that institutions may make equivalent (financial) exchanges between scales LC, LD and LE based on these percentages. The figures in this table may differ from institution-specific data.

these signals, the Ministry of Education, Culture and Science has re-examined the cost estimates of improving the 'function mix'. It appears that actual costs are very closely aligned with the estimates as calculated. It should be noted that schools can compensate budgets over multiple years.

Nevertheless, schools experience difficulties financing the 'function mix' for three reasons. First, the government funds 75 percent of 'function mix' improvements in accordance with the *LeerKracht van Nederland* covenant. Schools must contribute the remaining 25 percent themselves. That is, schools have been receiving funding for job differentiation ('Van Rijn' funding) for many years.⁵ In addition, various primary schools have hired additional staff (next to the necessary formation), leading to higher labour costs. Third, schools occasionally opt for a more expensive solution when promoting a teacher to a higher salary scale than the original cost estimates were based on. Nevertheless, many promotions are expected in August 2011.

Schools have their say on improving the 'function mix'

Almost all schools have established criteria for promoting teachers to a higher salary scale (94%). Many schools make use of the promotion criteria in the *LeerKracht* covenant and the collective labour agreement: teachers should hold a degree in higher professional education and they should at least spent half of their time in the classroom. Some schools then add specific criteria, which are often related to a certain specialization, such as IT, healthcare, mathematics or language, or a job as coordinator.

2.2.2 Secondary education

Great strides have been made in the right direction in secondary education. Schools outside the Randstad (an urban agglomeration in the West of the country) have already nearly satisfied the October 2011 interim targets. In recent years, the amount of teachers in salary scale LC has surged ahead, while the amount of teachers in scale LB has decreased. The proportion of appointments in salary scale LD has even risen slightly in recent years.

Schools still need to make significant inroads if they are to meet the October 2011 targets. Randstad schools especially have some catching up to do. Between October 2008 and March 2011, the share of teachers in salary scale LC rose from 19.6 to 35 percent. The sector has agreed to have a share of 45 percent of teachers in the Randstad region in salary scale LC by the end of 2011 (see Table 2.2). This seems within reach, especially because promotions are generally announced in August.

In secondary education, some schools reported that implementing the national agreements from the *LeerKracht* covenant without any qualifications would lead to unreasonable or unintended effects.⁶ So many teachers would be promoted to salary scale LD, for example, that any job differentiation would largely dissipate. In these cases, the covenant partners are working on devising a suitable solution. Furthermore, a new collective labour agreement was concluded in 2011 for the secondary education stream. The new agreement also contains a model which gives schools more leeway to approach the 'function mix' at their own discretion.

Schools have their say on improving the 'function mix'

So far there has been one round of promotions at most schools and they are currently evaluating the procedures and adjusting them where necessary. Often, the promotion criteria are based on the requirements of the job evaluation system (FUWA), supplemented with competency profiles from the Education Professions Act. Commonly used criteria include: an active contribution to modernization and educational development, excellent job performance and personal commitment.

Some schools include the promotion process in the regular cycle of performance appraisals. This means that separate interviews for promotions are no longer necessary.

2.2.3 Senior secondary vocational education

In vocational education, institutions in the Randstad region are the only institutions⁷ improving the 'salary mix'.⁸ They initially adopted a wait-and-see attitude. This was partly because they were faced with the challenge of compensat-

⁵ The 'Van Rijn funding' was disbursed from the Personnel Policy Budget starting in 2001, and is now set off against the lump sum.

⁶ During the General Consultation of 21 June 2011, the State Secretary of Education, Culture and

Science agreed to inform the House of Representatives about any 'function mix'-related problems.

⁷ The only institutions to receive this additional funding are located in the Randstad region.

Moreover, of this extra funding, 75 percent is allocated for improving the 'salary mix', and 25 percent for reducing workload.

⁸ The 'function mix' is called the 'salary mix' in senior secondary vocational education.

ing a high outflow of older teachers (in a high salary scale) with new hires, and promotions of younger teachers to higher salary scales. This is evident from the March 2011 figures (see Table 2.3).

To do justice to the specific situation in this level of education, an agreement was made last year with the social partners to allow for an institution specific realization of the covenant agreements in order to improve the 'salary mix' in vocational education.⁹ Institutions then submitted their plans to improve the 'salary mix' to the Ministry of Education, Culture and Science. The institutions' plans called for steps to be taken in the short term to improve the 'salary mix'. It is likely that more teachers in senior secondary vocational education will be promoted to a higher salary scale starting in August 2011.

Institutions have their say on improving the 'salary mix'

Most institutions that make serious work of improving the 'salary mix' first form a project group consisting of HR managers and board members, and occasionally a few members of the works council. Most institutions have set promotion criteria in the form of competency profiles (Randstad: 81%; outside the Randstad: 60%). In some cases these competency profiles were already established, whereupon the project group refined them for the 'salary mix'.

Promotions

Those institutions that have recently started working on the 'salary mix' will grant promotions to teachers in August 2011. They may also promote teachers retroactively to January 2011, as indicated in the action plans received by the Ministry of Education, Culture and Science. Promotions have already taken place at other institutions. Training is an important criterion for promotion across the board. Teachers are also promoted based on other criteria, including an active contribution to modernization and educational development, excellent job performance and personal commitment. Several institutions are planning to enhance their performance appraisals and personal development interviews by means of strengthening the 'salary mix'.

2.2.4 Higher professional education

Figures on higher professional education are available through October 2010. Nationally, the proportion of teachers in salary scale LC (scale 11) has increased slightly through the years. The proportion of teachers in salary scale LD (scale 12), on the other hand, has decreased slightly (see Table 2.4).

Variations by institution

How institutions are strengthening the 'function mix' varies from institution to institution, because the covenant agreements have been worked out into individual covenant agreements for each institution. All institutions have made

⁹ During the General Consultation of 21 June 2011, the State Secretary of Education, Culture and Science agreed to inform the House of Representatives about any function mix-related problems.

Table 2.4 Development of the 'function mix' in higher professional education national average (in FTE)*

	October 2008	October 2009	October 2010*	Target 2012
< 9 = (LA)	5,1	5,3	4,9	5
10 = (LB)	9	9,1	9,2	5
11 = (LC)	36,2	37	38,5	40
12 = (LD)	45,6	44,7	42,9	40
> 13 = (LE)	4	3,9	4,5	10

Source: Higher Professional Education Council (reference date: 1 October).

* More recent data on higher professional education were not available when this report went to press. It has been agreed that the Higher Professional Education Council will produce data for the 1 October 2010 reference date by 1 June at the latest. These figures may differ from institution-specific data relating to the implementation of the 'function mix'.

their own voluntary agreements on their FTE target for 2012 and on how they will use 'function mix' resources to meet this target.

Institutions have their say on improving the 'function mix'

Among the active institutions, the HR departments and the boards have been primarily responsible for establishing the criteria, and they have done so in consultation with the trade unions. Criteria for promotions may include: more substantive responsibilities such as a more pronounced role in educational development within a programme of study, a greater role in the coordination of education, a greater role in research endeavours or becoming an ambassador for the institution in the field of professional practice.

It remains difficult to promote teachers to scale 13. These teaching positions are uncommon in higher professional education. They need to be developed, and that takes time. To be eligible for promotion to salary scale 13, teachers would need to work at other locations outside the own institution and conduct high-level research, for example.

Recently, many institutions for higher professional education have put performance appraisals higher on the agenda. The aim is to put more emphasis on job profiles in the performance appraisals.

Obstacles

The institutions for higher professional education that are working on improving the 'function mix' have encountered various bottlenecks.¹⁰ For example, it is difficult to reach the standard, because the baseline of 1 October 2008 was not entirely representative. This is due to the fact that many teachers were hired in a higher scale just before this date, among other factors. There are also teachers with a guaranteed salary. When these teachers are promoted, their promotions do not count toward improving the 'function mix'.¹¹ Furthermore, schools have difficulty with the fact that the criteria for promotion have not been developed in sufficient detail. This means that institutions first need to think carefully

Excellent teachers as role models in Britain¹²

In England (and Wales), teachers can reach five successive levels:

- Q* qualified teacher status;
- C* core standards for main scale teachers who have successfully completed their induction;
- P* post-threshold teacher on the upper pay scale;
- E* excellent teacher; and
- A* advanced skills teacher.

The first level is a starting level. Teachers reach the second level once they have completed a teacher training programme. To reach the third level (post-threshold), teachers must demonstrate their skills and competencies, which are assessed by their supervisors. Teachers who reach this level are given access to a higher salary scale.¹³

A list of fifteen specific competencies is associated with the level of excellent teacher. For example, teachers must:

- play a leading role in educational developments and innovations;*
- possess research and assessment skills;*
- provide support and assistance to other teachers;*
- possess appropriate expertise and achieve good results with their students.*

A teacher is eligible for a position as an excellent teacher or advanced skills teacher if he or she relinquishes all coordinating and management duties. Excellent teachers and advanced skills teachers spend 80 percent of their time in the classroom. They use the remaining 20 percent of their time to improve the level of teaching at their schools. Advanced skills teachers also reach out to other schools in the region. Both types of teachers have a clear role-model function for other teachers.

about how they can ensure that improvements to the 'function mix' will have a positive effect on professionalization. They tend to feel that additional resources should be

¹⁰ During the General Consultation of 21 June 2011, the State Secretary of Education, Culture and Science agreed to inform the House of Representatives about any function mix-related problems.

¹¹ This promotion refers to a job category promotion, and not a salary promotion; these employees are already remunerated in accordance with a higher salary scale.

¹² Education Council, Background to the advisory report *Excellent teachers as inspiring examples*, 2011.

¹³ An evaluation of the implementation of this salary threshold shows that 97% of the teachers who applied for it were promoted (88% to those who were eligible). This resembles an across-the-board pay rise. A likely contributing factor was that

funding for this pay rise came from a separate budget, meaning school administrators had little incentive to distinguish between those who truly deserved it and those whose performance did not merit a rise. Schools were audited by an external agency, however. Atkinson, Burgess, Croxson, Gregg, Propper, et al., 2009. Discussed in Education Council, 2011.

allocated to those teachers who have the heaviest responsibilities. At the institutional level, voluntary agreements (covenants) have been reached with the trade unions on optimal allocation of the available resources.

International initiatives for greater differentiation in the teaching profession

A key idea behind the ‘function mix’ is the desire for greater differentiation in the teaching profession. This gives teachers a wider range of attractive career prospects. Similar initiatives have been implemented in other countries. On the one hand, this concerns more horizontal differentiation achieved by creating new teaching positions with specific tasks (specialists). But there are also initiatives aimed at vertical differentiation. This means that new, high-level teaching positions are being created involving greater responsibilities and additional tasks (see box).¹⁴

¹⁴ OECD, *Building a High-Quality Teaching Profession; Lessons from around the world*. 2011.

Table 2.5 Did you have a job performance appraisal with your supervisor in 2010?

	Primary education		Secondary education		Vocational education		Higher professional		Total education	
	Number	Resp%	Number	Resp%	Number	Resp%	Number	Resp%	Number	Resp%
Yes, more than twice	3311	2 %	2074	2 %	809	1 %	3023	7 %	9217	2 %
Yes, twice	16461	9 %	9367	9 %	5876	10 %	15694	37 %	47398	12 %
Yes, once	120047	65 %	55795	55 %	33904	59 %	19301	46 %	229047	59 %
No	44827	24 %	34655	34 %	16280	29 %	3896	9 %	99658	26 %
Not sure	394	0 %	271	0 %	203	0 %	105	0 %	973	0 %
Total	185040	100 %	102162	100 %	57072	100 %	42019	100 %	386293	100 %

Source: Research voor Beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming).

2.3 Incentives for more professional HR policies

Teachers need to professionalize further in order to improve the quality of education. Changes in society mean that teachers are continually facing various requirements that are also more stringent and complex. A teacher training programme alone is no longer sufficient for amassing all the knowledge and skills they need in their profession. They must also develop their knowledge and skills further during their teaching careers. International research has also shown that better qualified teachers also have better pedagogic/didactic skills.¹⁵ A good teacher can make a significant difference in average student achievements in the course of a single school year.¹⁶

The government's action plan - Teacher 2020 – a strong profession! - links professional development to professional HR policies, opening the door for teachers to an appealing career path, encouraging them to collaborate and learn from each other, recognizing and rewarding teachers for excellent performance and facilitating good working conditions.¹⁷ This strategy cultivates an ambitious learning culture for both students and teachers. Several measures are involved in making this happen. One is the introduction of a register of teachers (see Chapter 1), increased emphasis on the professional development of school administrators and managers¹⁸ and incentives for performance-related pay and peer review.

2.3.1 Job performance appraisals

Most managers have a regular schedule for job performance appraisals. Teachers have an annual interview with their supervisor at between 50 and 60 percent of schools, while a further 10 percent of schools have biannual performance appraisals. For teachers in higher professional education, it is common to have two interviews a year (37%).¹⁹

Just 9 percent of respondents from higher professional education report having no performance appraisal, while some 30 percent of teachers in primary, secondary education and secondary vocational education report having no performance appraisal (see Table 2.5).

An important aspect of job performance appraisals is how teachers maintain their competencies and skills. Furthermore, the introduction of competency requirements has given an impulse to the cycle of performance appraisals and personal development interviews (also see Chapter 1). The requirements facilitate a more effective structure during the actual interviews. Nevertheless, there is room for improvement in the cycle of performance appraisals and personal development interviews at many schools. A substantial relationship is often lacking between the performance appraisal, the personal development plan and the teachers' ongoing skills development.²⁰

2.3.2 Professional development of school administrators and supervisors

School administrators enable teaching staff and students to achieve their full potential. Supervisors have a key role in promoting a school's results-oriented and ambitious learning culture. Effective (educational) leadership becomes visible in a number of ways. A good supervisor must ensure that:

- the organization is in order;
- the pedagogic/didactic concept is inspiring, and that all teachers ascribe to it;
- the organization can account for the implementation of the pedagogic/didactic concept;
- the organization deploys staff and financial resources effectively.

¹⁵ Research has been conducted into teachers who have registered with the NBPTS in the USA. They have completed a comprehensive programme and have passed the NBPTS assessment. Research shows that they perform significantly better than teachers who failed the assessment (about half of

teachers). Source: Cantrell, Fullerton, Kane & Staiger, 2008. Also see Education Council, 2011.

¹⁶ Staiger & Rockoff, 2010. Also see Education Council, 2011.

¹⁷ OECD, *Building a High-Quality Teaching Profession; Lessons from around the world*, 2011.

¹⁸ This applies to school administrators and

managers in primary education, senior secondary vocational education and secondary education.

¹⁹ Research voor Beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming).

²⁰ Ecorys, *Evaluation of Education Professions Act*, 2011.

In addition, supervisors must be conversant with HR policy. It is therefore important for supervisors have a clear understanding of teacher competencies and performance of the teachers under their command. They also need to conduct regular appraisal interviews and need to make the necessary agreements with regard to performance and development.

Primary education

The competency requirements for school administrators in the primary education sector are being updated. In early 2012, the Nederlandse Schoolleiders Academie (Dutch School Administrators' Academy or NSA) is to produce proposals for change, having first consulted employers, trade unions and the relevant training institutes. A stronger link between competency requirements and the training programmes for school administrators will also be sought.

Register of school administrators

Based on the new competency requirements, the parties will also make agreements with regard to the register of school administrators. They will chart out the steps that are needed to improve the register. The aim of the register is to give school administrators in primary education the opportunity to demonstrate their competencies by being included in the register. All schools will be given additional funding in order to pursue this objective, there being a separate budget entry known as the results-oriented approach 'Achievement Box'. This will enable them to provide more assistance to school principals to aid them in their professional development.

Many management courses in primary education

School administrators in primary education often take a management course. This is evident when they are compared with school administrators in other levels of education and managers in other sectors. Nearly 80 percent of school administrators in primary education have completed a management course; this rate is about half for higher professional education and more than half for secondary education and senior secondary vocational education. Approximately one quarter of management staff in primary education are included in the NSA register, a rate which has remained constant in recent years.²¹

Secondary education

During the coming period, the government is to make extra resources available for the professional development of management staff at all levels in secondary education

(from team leaders to general directors). This autumn the Ministry of Education, Culture and Science and the sector will come to performance agreements on how leadership and expertise can be further developed. This will be linked to school administrators' professional development needs and the core values of strong leadership in the school setting. The Council of Secondary Education will identify the core values this year, and will compare them to the current range of courses and other continuing education programmes available. They will also examine the current level of professional development.

Senior secondary vocational education

In senior secondary vocational education, too, performance agreements will be made on the professional development of middle managers. This will be done, for example, by establishing a competency profile or by creating a specialized course.

2.3.3 Experiments with performance-related pay

The government is implementing performance-related pay in education as of this year. Teachers will be rewarded for good performance and for improving student achievement. This provides teachers with appropriate motivation and a healthy challenge. Moreover, a form of performance-related pay will help steer thoughts within the school toward educational quality. That is, teachers or teams of teachers would only receive (financial) recognition for specific achievements. Whether students' test scores improve or not is an indicator of achievement. Performance-related pay can then encourage teachers to adopt an even more results-oriented approach. Experiments will commence at various schools in the autumn of 2011. The government will then select effective forms of performance-related pay for system-wide implementation, with the goal of introducing it in all schools by 2016.

Performance-related pay is used on a limited scale in primary education, senior secondary vocational education and secondary education, at 9 percent, 6 percent and 11 percent, respectively. In higher professional education, one quarter of staff report that the institution has a form of individual performance-related pay. One sixth of staff in primary education and one quarter in the remaining levels of education do not know if their institution has any form of performance-related pay.²²

²¹ Research voor Beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming).

²² Research voor Beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming).

Initial experiments

The first experiments with performance-related pay are to begin in the autumn of 2011. A scheme will be prepared that schools can adopt. The Netherlands Bureau for Economic Policy Analysis CPB and other researchers, including researchers from Erasmus University Rotterdam, will evaluate the experiments, which will look into two questions:

- How effective are the tools for assessing teacher performance?
- What are the effects of remuneration on teacher performance?

Various indicators can be used to measure and evaluate the performance of individual teachers or teams of teachers. Examples include student achievement, success rates of the school or the team, the ability of a teacher to differentiate, the school administrator's assessment, 360-degree feedback and the students' assessment of their teachers' performance. It is crucial to ensure that the experiments can be subjected to mutual comparison. This is why student learning achievements must be measured as objectively and as similarly as possible in all experiments. Teams and individual teachers may be remunerated in the form of a bonus, or they may receive funding for continuing education or time to spend on educational renewal.

2.3.4 Peer review

Peer review is a method to recognize and reward teacher quality and to improve it. In peer review, fellow teachers or school administrators share feedback with one another, thus learning from each other so that all teachers and school administrators can improve their performance. Schools set a schedule for recurrent classroom visits. Teachers may observe lessons in their own school or travel to a different school. They then provide their peers with feedback based on their classroom visit.

This feedback encourages reflection and inspires them to work on their personal and professional development. This creates a professional culture of learning in the school, a culture that takes a systematic and targeted approach to improving the educational experience for all involved.

The government will urge teachers to make use of more formal and obligatory forms of peer review. This means that they will need to use more-or-less objective criteria. Their learning goals must also be linked to the goals of the school or teaching staff.

Schools can use peer review to learn and enhance the quality of education they provide. The emphasis may also be placed on validating quality reviews and the external accountability of these reviews. In this case, teachers and administrators from other schools validate the quality assessments, which are based on classroom observations. This happens during a peer visit. Schools can then use the results of this visit for external accountability. A school might wish to report on these results in its annual report or it might submit them to the Inspectorate of Education. This would allow the Inspectorate to cut back on its supervisory obligations.

The Ministry of Education, Culture and Science will make further agreements on peer review with the sector organizations and the Education Cooperative in 2011. The Education Cooperative will take the initiative, together with employers' organizations. The Inspectorate of Education will also lend its expertise.

2.3.5 Assessing and rewarding teachers in an international perspective

Teacher evaluation procedures in which colleagues or supervisors perform the evaluation are not strongly developed in OECD countries. Many schools see evaluations mainly as an administrative requirement. About half of teachers indicate that performance reviews are of little or no consequence. The most effective teachers are not recognized and do not receive extra remuneration, according to three quarters of the teachers, and less effective teachers do not receive additional attention.²³

Positive effects on student achievement ...

Research shows that student achievement improves if teachers receive constructive feedback from their supervisors that is both reliable and based on actual student performance indicators. There is also plentiful evidence that peer observation and collaboration have a positive influence on student achievement. In other words, these efforts are truly worthwhile. Students who are taught by excellent teachers can learn twice as much in a year as students taught by less effective teachers. These gains become more pronounced year by year.²⁴

... and for teachers

Evaluation and feedback also have a positive influence on teachers. Teachers feel more valued, they are more satisfied and feel more self-assured. Teachers also report that evalua-

²³ OECD, *Creating Effective Teaching and Learning Environment: First Results from TALIS*, 2009.

²⁴ Jensen, B. and Reichl, J., *Better Teacher Appraisal and Feedback: Improving Performance*, Grattan

Institute, Melbourne, 2011.

tion and feedback allow them to work on their professional development more effectively and with a greater sense of purpose.²⁵

Tools

There are many tools available for evaluating teachers and assessing their performance. One example is the feedback scan.²⁶ In international journals, eight other tools have been researched. The tools involved are:

- student achievement;
- peer observation and collaboration (peer review);
- classroom observations by the immediate supervisor;
- student surveys;
- parent surveys;
- 360 degree feedback;

- self-evaluation;
- observation by external parties.²⁷

Australia has implemented a system in which schools are required to make use of (at least) four of these eight tools. Schools are free to choose the tools they wish to use, but they must examine student achievement and student achievement progress. The Australian system shows that schools can implement a well functioning evaluation and feedback structure at relatively low cost.²⁸

²⁵ OECD, *Creating Effective Teaching and Learning Environment: First Results from TALIS*, 2009.

²⁷ Jensen, B. and Reichl, J., *Better Teacher Appraisal and Feedback: Improving Performance*, Grattan Institute, Melbourne, 2011.

²⁸ Jensen, B. and Reichl, J., *Better Teacher Appraisal and Feedback: Improving Performance*, Grattan Institute, Melbourne, 2011.

²⁶ See: <http://www.lerarenweb.nl/lerarenweb-instrumenten.html?sbl&artikelen&237>

Table 2.6 Satisfaction with job and school (% satisfied or very satisfied)

	2009	2010	2011
Job	82 %	80 %	78 %
School	69 %	70 %	68 %

Source: Research voor Beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming).

Table 2.7 Satisfaction with job (% satisfied or very satisfied) by function and level of education

	Primary education	Secondary education	Vocational education	Higher professional	Total education
Management	85 %	87 %	81 %	86 %	86 %
Teaching staff	79 %	75 %	69 %	78 %	77 %
Educational support management staff	79 %	79 %	75 %	78 %	78 %
Organization and management staff	81 %	78 %	78 %	79 %	79 %

Source: Research voor beleid, *Interim evaluation of LeerKracht 2011 voluntary agreement* (forthcoming)

2.4 Job satisfaction in education sector

A challenging job and good working conditions make a career in education more appealing. Teachers who are satisfied with their jobs and the school or institution where they work are also more motivated and productive than dissatisfied teachers.

2.4.1 Overall satisfaction

Generally speaking, teaching staff is quite satisfied both about their jobs and about the schools where they work.²⁹ More than three quarters (78 percent) of all teachers are satisfied or very satisfied. This percentage has fallen slightly in recent years. 68 percent of teachers are satisfied with their school/institution. Table 2.6 shows a slight fluctuation in the series of measurements on overall satisfaction.

The figures vary by level of education and job category. Just as in 2010, both management and teaching staff in senior secondary vocational education are less satisfied with their jobs than their counterparts in other levels of education. This aspect remains constant. However, educational support staff in primary education are becoming slightly less satisfied. Whereas 89 percent were satisfied in 2009, the figure was 84 percent in 2010 and 79 percent now (see Table 2.7).

Mostly satisfied with own job

In all levels of education, staff are more satisfied with their own job than with their own school or institution (see Tables 2.7 and 2.8). Teachers in primary education report the highest levels of satisfaction and teachers in senior secondary vocational education the lowest. In this level of education, it is primarily members of the teaching staff who are relatively less satisfied, although there is a slight upward trend (48 percent now, 44 percent in 2009 and 47 percent in 2010). The figures for all levels of education and all jobs are more or less the same as the 2010 and 2009 figures.

It was also researched whether teaching staff in senior secondary vocational education are dissatisfied because the institutions are so large. However, there does not seem to

be a direct correlation between staff satisfaction and the size of the institution.

2.4.2 Aspects of satisfaction

Teaching staff are particularly satisfied with their day-to-day teaching activities and tasks. They feel that this is the most important aspect of their work. Personal responsibility and the relationship with colleagues also score high for both importance and satisfaction. Teachers feel that the following aspects of their work are relatively less important:

- opportunities for continuing education,
- opportunities for personal and professional development,
- the degree to which the institution is results-oriented,
- the conditions of employment (besides salary).

The employees were also asked to rate a number of statements about their work, their (working) relationship with their supervisor, workload and appraisal. Their answers indicate their level of satisfaction. In all levels of education, employees are most satisfied with their day-to-day activities and the workplace atmosphere (see Appendix B2). Staff in senior secondary vocational education score (significantly) lower on a number of aspects than staff in other levels of education. Stress is often job-specific.³⁰ In all levels of education, management staff suffers the least from a heavy workload and teachers suffer the most from a heavy workload. There is also a correlation to the level of education: stress scores are most worrisome in senior secondary vocational education, especially among teaching staff (see Appendix B2).

Senior secondary vocational education has scored lower than the other levels of education in employee satisfaction surveys for several years. This is why an additional satisfaction survey was conducted among staff members at these schools. This survey focused on the job satisfaction and satisfaction with the institution itself. Also, employee satisfaction surveys conducted by the institutions themselves seemed to paint a more positive picture than the national

²⁹ *Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).*

³⁰ *Stress scores were also calculated based on responses to the statements about work. Most*

statements had to do with workload, appraisals and work atmosphere. The lower/more negative the score, the higher the stress that people experience.

³¹ *ITS, Employee satisfaction in senior secondary vocational education (forthcoming).*

surveys. The researchers examined the existing body of knowledge with regard to employee satisfaction in senior secondary vocational education. They did so partly based on the institutions' own survey results, and they also looked into the initiatives undertaken by the institutions in this area. The researchers looked into whether the institutions acknowledge the lower scores in this stream.³¹

2.4.3 Employee satisfaction in senior secondary vocational education

Institutions in senior secondary vocational education take the lower scores in national surveys very seriously. All institutions that participated in the study³² conducted an employee satisfaction survey (ESS) in the past three years. The method and content of the surveys often differed significantly from one institution to another.

General picture

The overall results of the surveys are fairly promising. Respondents are generally satisfied with their day-to-day activities and their conditions of employment. The surveys do indicate that respondents experience a heavy workload, especially teaching staff. Employees are less satisfied with labour relations; opinions on this topic are more diverse. Respondents are often less satisfied with: management or guidance by their supervisor, appreciation by their supervisor, involvement in decisions, and information and communication (by the Executive Board).

The general picture painted by the surveys is that employees are reasonably satisfied with anything directly related to their own work (day-to-day activities) and other 'proximate' aspects of the profession (e.g. collaboration with colleagues). Employees are less satisfied with matters that concern the entire organization and that are not directly related to their own work, for example communication and information (by the Executive Board and supervisors), and

their supervisors' management activities. Workload is an exception; satisfaction levels on this point vary widely. Do the institutions and schools acknowledge the fact that national surveys indicate a lower level of satisfaction than their own surveys do? Their responses are divergent. Almost half fail to acknowledge a lower level of satisfaction with the organization in their own surveys. The other half do, however. Finally, some institutions agree that survey results may in fact suggest the presence of this lower level of satisfaction.

Causes

The latter two groups identify various causes for the relatively lower satisfaction scores. First of all, lower satisfaction may have to do with matters that are not going well at the institution itself such as reorganization, change in management or less successful innovation measures. They also mention the size of the institutions and the fact that there are often many layers between staff members and the Executive Board. In addition, they identify government policies and their consequences as a cause of the relatively lower satisfaction scores. Examples include the privatization of civic integration courses, the introduction of competency-based education and the regulatory burden and increasing volumes of red tape (burden of proof).

Finally, many more sweeping changes have been implemented in senior secondary vocational education compared to other levels of education. There is also frequent contact between the schools, businesses and the wider community. This requires tremendous effort on the part of the employees themselves and of the organization as a whole. The agencies that conduct the satisfaction surveys also identify the significant external and local pressure on senior secondary vocational institutions. This involves not only an increasing burden of proof and various forms of cooperation, but also pressure to admit anyone who applies to these institutions.

Table 2.8 Satisfaction with school/institution (% satisfied or very satisfied) by function and level of education

	Primary education	Secondary education	Vocational education	Higher professional	Total education
Management	86 %	84 %	72 %	77 %	84 %
Teaching staff	74 %	63 %	48 %	63 %	67 %
Educational support management staff	72 %	70 %	60 %	73 %	69 %
Organization and management staff	78 %	71 %	65 %	74 %	72 %

Source: Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).

Measures

Nearly all institutions in the study take follow-up action based on the results of an employee satisfaction survey. Many measures are aimed at improving working conditions. For example, institutions may introduce a cycle of performance appraisals, focus on workload and work stress during performance appraisals and work on improving labour relations. This may be done by: more frequent and improved consultations, giving staff the opportunity to attend consultations, indicating in annual plans what actions supervisors need to take regarding feedback and giving teams more responsibility.

Results

Some institutions report demonstrable improvements, although the measures taken do not always result in higher survey scores for employee satisfaction. These surveys do always result in valuable lessons, for example, awareness at the institution that employee satisfaction influences student satisfaction and student achievement. Another lesson is that the teams must be given initial responsibility for measures. Teams should support, develop or implement measures, while keeping a sharp focus on the bigger picture and the need for institution-wide oversight.

³² For this study, all 67 senior secondary vocational institutions were approached (42 ROCs, 11 AOCs and 14 training institutes). Of these, 30 institutions (23 ROCs, 1 AOC and

6 training institutes) participated in the study. Telephone interviews were conducted with heads and staff members of personnel or HR

departments, heads and staff members of quality assurance departments and health and safety coordinators.



C3

Teacher training programmes

Many new teachers will be needed in the years to come. These teachers should be able to provide our nation's schoolchildren with top-quality education. Here, teacher training programmes have a key role to play: they must be sufficiently appealing to students and provide high-quality education.

Much has already been undertaken in recent years to ensure the quality and quantity of teaching staff. The language test and numeracy test have been introduced and knowledge base has been developed. New, appealing training programmes have been initiated to entice more academics to join the teaching profession. The government is sweetening the pot by introducing and implementing measures from the action plan Teacher 2020 – a strong profession!

The share of graduates from senior secondary vocational education and senior general secondary education opting for traditional teacher training programmes for primary education (PABO) has declined in recent years, while the share of graduates from pre-university education entering a teacher training programme for primary education has increased. In addition, more students are opting for a training programme for secondary education.

3.1 Tackling teacher shortage and improving quality of teachers

In 2008 the Ministry of Education, Culture and Science published the Quality Agenda on Powerful Teaching ('Krachtig Meesterschap' in Dutch).¹ The Quality Agenda contains the Ministry's plans for teacher training. Teacher training programmes embraced these plans and have vigorously implemented them in recent years. The Inspectorate of Education has noted that the process of quality improvements in teacher training programmes is continuing, but that it is not yet complete.² For instance, implementing the knowledge base for teachers and knowledge tests that are properly aligned to the national quality standards (external validation) has proved to be rather complex.

3.1.1 New routes to a career as a teacher

In recent years, more and more alternative routes into teaching have been opened. Relatively new routes include the educational minor, the 'Eerst de Klas' (Teach First) project and the academic teacher training programmes. These new routes into teaching will serve to increase the number of potential teachers. In addition, more teachers will have university degrees. This represents a true quality improvement.

Teach First

The 'Eerst de Klas' project (Teach First) is a joint, two-year training and experience programme offered by the educational, business and government sectors aimed at outstanding academics (those in possession of a Master's degree). Participants teach three or four days a week at a secondary school, earn their first-level teaching qualification and take part in a leadership program in the business community. The purpose of the programme is to increase the number of academically trained teachers and the number of people in management with leadership potential. The project is in line with the government's objectives of bolstering profes-

sional development in education and promoting excellence.

The project started with 19 participants in November 2009. These initial participants were all awarded a certificate on 17 June 2011. The second group of 16 selected participants started in September 2010. The third group, consisting of 32 participants, will start in August 2011.

Results from an interim evaluation show that over three quarters (77%) of participants would not have opted for a career in teaching had this project not been available. Many of them see the two-year programme as an excellent opportunity for getting better acquainted with both the education and business sector.³ The evaluation results also indicate that all parties feel the project is a worthwhile endeavour. Meanwhile, the number of participating companies has doubled.

In-school teacher training

Training schools are partnerships between schools and teacher training programmes. Together, they provide prospective teachers with in-school training for a large part of their teacher training programme. Of the 56 training schools, 22 are university-affiliated, i.e. academic training schools. This means that teacher training in these schools is strongly linked to applied research and school development.

Participants in the academic training schools acknowledge the following benefits resulting from the partnerships (this list is not exhaustive):

- Professional development of teachers and more career opportunities
- Real impulse to the quality of teacher training programmes
- Positive effects on school culture and student enthusiasm about the training programme
- A more evidence-based approach by teachers.

¹ Ministry of Education, Culture and Science, *Powerful Teaching, quality agenda for teacher training 2008-2011*, 2008.

² Inspectorate of Education, *Powerful Teaching Monitor. An initial survey*, 2011.

³ See www.eerstdeklas.nl, *background and expectations of participants in the first and second cohorts*.

Educational minor

The Educational minor training programme was launched in 2009. This allows Bachelor's students⁴ at universities to earn a limited second-level teaching qualification (year 1-3 at senior general secondary education, pre-university education and pre-vocational secondary education, theoretical learning pathway). The purpose of the Educational minor is to put more academically qualified, first-level teachers in the classroom as time goes on. Firstly, this is done by admitting more people with a Bachelor's degree from a university and a limited teaching qualification to the profession, and secondly by increasing the share of students opting for university-affiliated (i.e. academic) teacher training programmes.

There were 275 minor students in the programme's first year (divided among nine institutions). This year there were at least 335 students (at eleven institutes). The Educational minor received a positive assessment in an evaluation of its first year⁵. Initial students were particularly enthusiastic about the practical part of the minor. According to teachers who supervised them, most students scored 'good' or 'satisfactory' on the seven statutory competency requirements for teachers.

Not all Bachelor's programmes are eligible for an educational minor that leads to the limited teaching qualification. Only those programmes are eligible that encompass appropriate levels of relevant professional knowledge. These programmes are shown in a special table (a 'relation table'). At the request of the universities, this table for the educational minor was expanded in 2011.⁶

In addition to teachers with a first-level qualification who are academically trained, there is also a need for teachers of vocational subjects in senior secondary vocational education. To get students interested in these teaching positions, there is a plan to introduce an educational minor in Bachelor's programmes in higher professional education. In the near future a number of experiments will be set up for this purpose in the technology sector. This sector has been chosen because it is threatened with a labour shortage combined with a high teacher attrition rate.

Lateral entry

Lateral-entry teachers are those who do not (yet) have an appropriate teaching qualification, but who have passed an eligibility assessment. They must earn their teaching qualification within two years. Lateral-entry teachers may help increase the inflow of teachers into the profession. For the 2011 calendar year, an original amount of € 4 million was available to cover the cost of lateral-entry teachers in secondary education and senior secondary vocational education. This amount was exclusive of salary costs. There were nevertheless many requests for funding: nearly 400. The grant amount was therefore increased to € 7.5 million in 2011.

Higher professional education top-up course

The top-up course in higher professional education was introduced on 1 September 2006. This regards a standard training programme for a second-level teaching qualification, specifically for students who already have a relevant Bachelor's degree in a specific subject. They are given a three-year exemption and are entitled to one extra year of student grants. The top-up course focuses specifically on pedagogical and didactic skills. The number of students who earned their second-level teaching qualification through a top-up course rose from 180 in 2006 to 420 in 2010.

Academic teacher training programme

The academic teacher training programme is a collective term for routes into teaching in primary education in which universities provide part of the curriculum. They often work together closely with teacher training programmes at institutions for higher professional education. The academic teacher training programmes include classes and lectures both at the university and institutions for higher professional education and a practical component/internship.

Generally, only a limited number of pre-university education graduates and students with a first-year certificate from an institution for higher professional education are admitted to these programmes. Students receive two degrees upon successful completion of the programme:

- a university Bachelor's degree in Educational Theory, Educational Sciences or Pedagogy (depending on the specific bachelor programme involved in the programme);

⁴ This limited qualification applies only to students in one of the programmes and for the relevant school subjects in the 'relation table', see www.ib-groep.nl.

⁵ ITS and IOWO, *New route to a career in teaching*, 2010.

⁶ These changes will take effect on August 1, 2011.

- a Bachelor's degree 'Teacher primary education' from an institution for higher professional education. Graduates of academic teacher training programmes amass not only the requisite professional expertise, but also additional theoretical and research-based knowledge and academic skills.

3.1.2 Improving the quality of teacher training programmes

One of the three action lines in the action plan *Teacher 2020 – a strong profession!* concentrates on improving the quality of teacher training programmes even further. What is the government doing to make this happen?

First, the government intends to improve quality by introducing a knowledge base for teachers and by introducing national assessments. In addition, performance agreements are being made with the teacher training programmes on results-oriented working practices, differentiation and guidance and support for newly qualified teachers. The goal is for all teacher training programmes to have implemented the knowledge base for teachers and national assessments by 2016.⁷

Specialize in teaching younger or older children

Furthermore, the teacher training curriculum for primary education must be given more substance and be made more appealing to attract a wider target audience. One potential means to this end is to give teachers the opportunity to specialize in teaching the younger or older child. The basic idea is that graduates would earn a general, broad-based qualification for primary education and a specific qualification for teaching older or younger children. The best approach to this kind of specialization is currently being researched.

Teacher training for secondary vocational education

Finally, the government intends to improve teacher training programmes for pre-vocational secondary education and senior secondary vocational education. The Education Council⁸ has provided the government with recommendations for achieving this:

- create specific graduation profiles within the second-level teaching qualification programmes focussing on

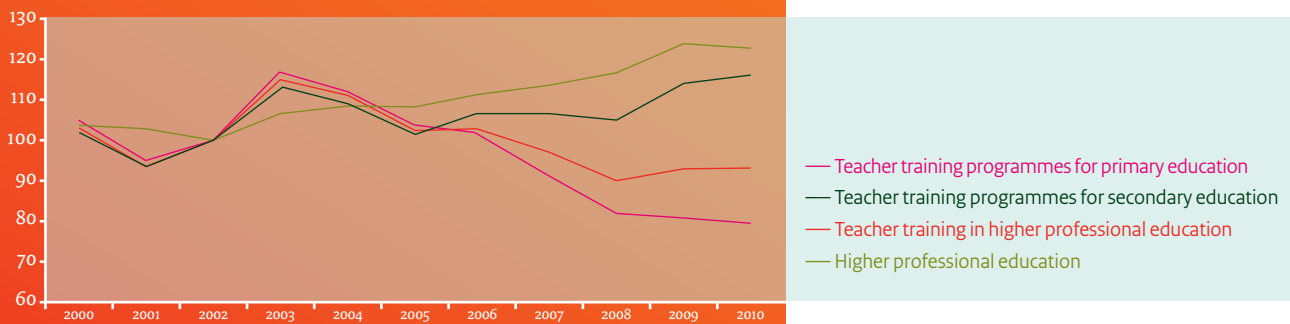
teaching in pre-vocational secondary education and senior secondary vocational education;

- introduce an educational minor in higher professional education focussing on teaching vocational subjects in pre-vocational secondary education and senior secondary vocational education;
- harmonize and ensure the lateral-entry programme for senior secondary vocational education;
- increase the teachers' level of education;
- structure professional development at the teaching-team level.

⁷ Ministry of Education, Culture and Science action plan *Teacher 2020 – a strong profession!*, 18 May 2011.

⁸ Education Council, *Thoroughly trained teachers for secondary vocational education and senior secondary vocational education*, 19 April 2011.

Figure 3.1
Enrolments in teacher training programmes and higher professional education by prior education level (index 2002 = 100)



Source: Higher Professional Education Council, facts and figures 2011.

Figure 3.2
Enrolments in teacher training programmes for primary education (index 2000 = 100)



Source: Higher Professional Education Council, facts and figures 2011.

3.2 Teacher training programme enrolment

Student enrolment in higher professional education increased significantly in recent years. Since the introduction of the Bachelor-Master system in 2002, the number of first-year students has increased by about 23 percent⁹, from 80,400 to 99,300. Enrolments have especially surged in the social agogic sector (increase of 80%).

Enrolments in teacher training programmes dropped slightly, from about 13,000 in 2002 to 12,100 in 2010. This is especially due to lower enrolment in teacher training programmes for primary education (see Figure 3.1).

PABO enrolments decline

Far fewer students enrolled in teacher training programmes for primary education (PABO) in recent years. Enrolments dropped from 8,740 students in 2005 to 6,670 students in 2010. This is a decrease of 24 percent. Compared to the peak year of 2003, when more than 9,700 students started a teacher training programme for primary education, the decrease is even 31 percent. According to the Higher Professional Education Council, this decline can be partly explained by the introduction of language and numeracy tests, combined with expulsions (*iudicium abeundi*) based on poor results on these tests.¹⁰

Higher Professional Education Council figures show that enrolments of graduates from senior secondary vocational education and senior general secondary education have declined the most. Since 2005 the number of graduates from senior secondary vocational education that opted for a PABO programme has dropped by 24 percent, from 3,300 to 2,500. Despite this decrease, they still make up a relatively high proportion of all students (37%). Enrolments by graduates from senior general secondary education fell by 26 percent in the same period, from 3,700 in 2005 to 2,740 in 2010.

Increase in pre-university graduates enrolling in PABO programmes

The share of pre-university graduates opting for a teacher training programme for primary education (PABO) has increased in recent years (see Figure 3.2), which may be related to the appeal of the academic teacher training programmes. Since the launch of the first academic teacher training programme in Utrecht in 2008, new enrolments among pre-university graduates have increased by about 53 percent, from 480 to 740 students, meaning the share of these students in total enrolment increased from 7 percent in 2008 to 11 percent in 2010.

First- and second-level qualification programmes popular

Second-level teacher qualification programmes

Interest in training programmes for second-level teacher qualifications in secondary education is on the rise. Approximately 5,380 students started on a Bachelor's programme in 2005.¹¹ This figure increased to 5,990 in 2010, representing an increase of 11 percent. This growth has primarily taken place in the teacher training programmes in English, German, history, geography and physical education.

Also, many students graduated from senior secondary vocational education have started on a teacher training programme. Enrolments by these graduates increased by 34 percent in the same five-year period, from 1,230 in 2005 to 1,650 in 2010. These enrolments were particularly strong in programmes for physical education, English and social skills.

First-level teacher qualification programmes

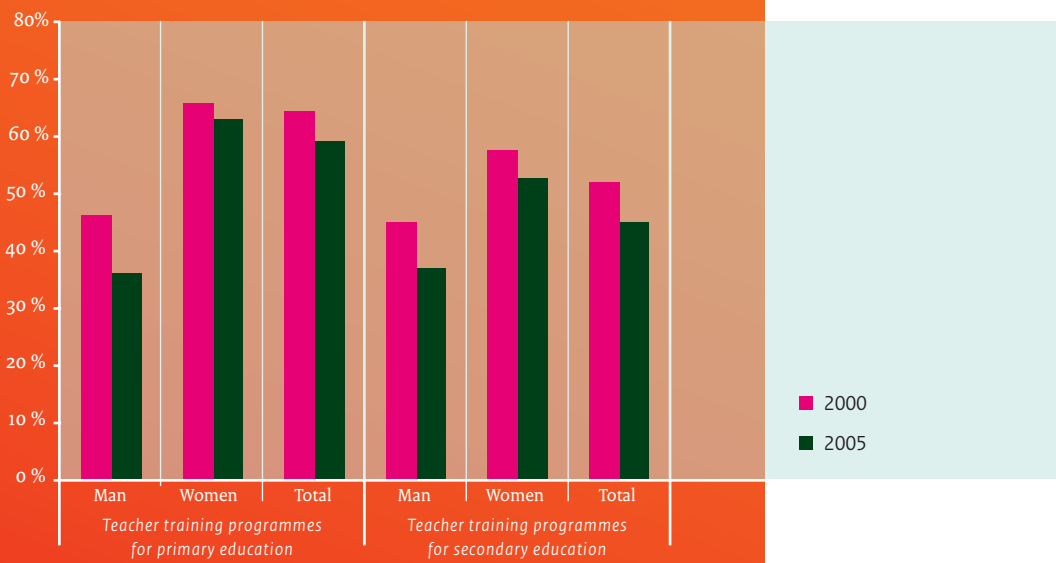
Enrolments have also been up in recent years in first-level teacher qualification programmes. In higher professional education, enrolments increased from 360 in 2005 to 620 in 2010, a rise of 72 percent. Enrolments in academic

⁹ Higher Professional Education Council, facts and figures, student numbers in higher professional education, 2011.

¹⁰ Higher Professional Education Council, student numbers in higher professional education, 2009.

¹¹ This includes the teacher training programme for art subjects and the Bachelor's programme in 'Education and Knowledge Management in the Green Sector'.

Figure 3.3
 Student success rates (after 5 years) in teacher training programmes
 by enrolment year and gender



Source: Higher Professional Education Council, facts and figures 2011.

first-level teacher training programmes increased by more than 50 percent in the same period, from 1,050 to 1,590.¹²

This increase is primarily due to the introduction of the training grant for teachers, which makes it much easier for teachers to continue their studies and earn a first-level teaching qualification. Incidentally, it is crucial that more first-level qualifications are issued, since attrition rates among teachers who currently hold this certification will be high in the years to come. In addition, more and more school students are opting for the pre-university and senior general secondary education levels.

Enrolment by prior education

Of every ten first-year Bachelor's students in higher professional education, four are students graduated from senior general secondary education, three are students graduated from senior secondary vocational education and one has attended a pre-university school. The remainder has some other kind of higher education certification or, for example, a foreign diploma.¹³

More and more students graduated from senior secondary vocational education have been opting for second-level teaching qualification programmes in recent years, up to 28 percent of 2010 enrolments. Compared to all first-year students (higher professional education), however, enrolment of students graduated from senior secondary vocational education is modest (28 percent vs. 32 percent).

Enrolment by gender

Teacher training programmes for primary education are particularly popular among girls. The percentage of boys joining these programmes increased from 15 percent in 2005 to 17 percent in 2010. The male-female ratio is more balanced for second-level teacher training programmes, although there are clear differences by subject area: women are overrepresented in teacher training programmes for language and arts, and men tend to go for the sciences.

From an international perspective, the Netherlands does not stand out from the crowd when it comes to the number of men who opt for a teacher training programme. Belgium, Austria and Slovakia have more men in these programmes, but the Netherlands is doing very well

when compared to Sweden, Germany, Spain and England. Remarkably, many women in the Netherlands in higher professional education join a teacher training programme. In countries such as Germany, Sweden, Finland and Denmark, the proportion of women who opt for a degree programme in the educational sector is lower.¹⁴

Master's programme in Special Educational Needs

In recent years the number of students in higher professional education who opt for a Master's programme in Special Educational Needs (SEN) has declined from 4,160 in 2005 to 2,500 in 2010. The drop was especially pronounced in 2007. This occurred before the ongoing training grant scheme for teachers was introduced. Special educational needs students are teachers, speech therapists and pedagogy and educational science graduates. The drop in student numbers may be due to the fact that the short courses in remedial teaching, in-school guidance and support and behavioural problems have become more popular.¹⁵

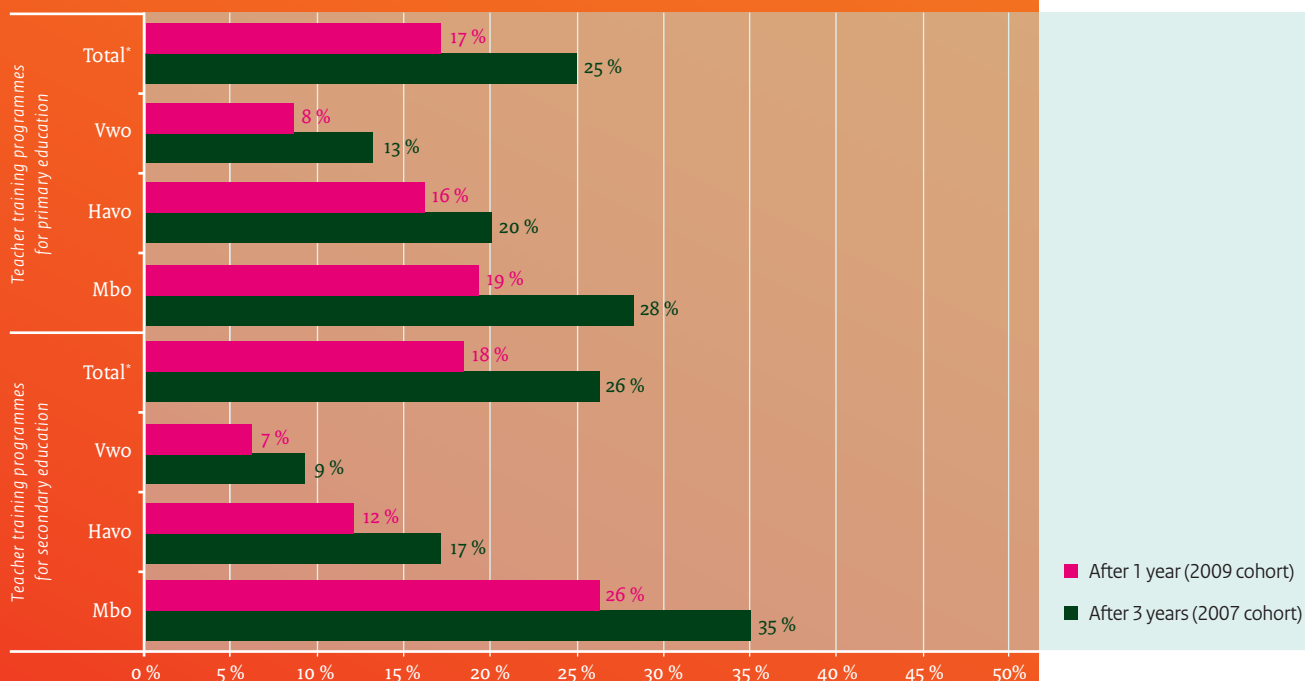
¹² Association of Universities in the Netherlands VSNU, *Students enrolled per Higher Education and Research Plan (HOOP) area*.

¹³ Higher Professional Education Council, *student numbers in higher professional education, 2010*.

¹⁴ OECD, *Education at a Glance, 2011*.

¹⁵ IVA, *Professional development of teachers, 2010*.

Figure 3.4
Student drop-out rates in teacher training programmes by prior education level



Source: Higher Professional Education Council, facts and figures 2011.

* Including students with other prior education (higher education, other).

Vwo = pre-university education

Havo = senior general secondary education

Mbo = vocational education

Table 3.1 Indicators for success rates in teacher training programmes in higher professional education by gender

	Success rate after 5 jaar (2005 cohort)	Success rates after 8 jaar (2002 cohort)	Drop-out rate after 1 jaar (2009 cohort)	Drop-out rate after 3 jaar (2007 cohort)	Average duration of study (2009, in months)
Teacher training programmes for primary education					
Men	36,0%	58,4%	25,0%	33,0%	57,5
Women	63,0%	76,4%	17,0%	24,0%	50,0
Total	59,0%	74,0%	18,0%	26,0%	51,0
Teacher training programmes for secondary education					
Men	37,0%	56,6%	20,0%	28,0%	61,8
Women	53,0%	70,8%	15,0%	21,0%	54,4
Total	45,0%	64,0%	17,0%	25,0%	57,7

Source: Higher Professional Education Council, compiled by ResearchNed.

3.3 Student success and drop-out rates

3.3.1 Student success

In the entire higher professional education stream

Of the students who started on a Bachelor's degree in higher professional education in 2005, 55.2 percent had earned their degree after five years of study.¹⁶ Their success rate lags slightly behind that of previous cohorts. In teacher training programmes

Of the students who started on a teacher training programme for primary education in 2005, 59 percent had earned their degree after five years of study. The success rate was 65 percent for those who began their programmes five years earlier. Success rates declined during the same period for second-level teacher qualification programmes, from 52 percent to 45 percent (see Figure 3.4). Male students were less likely to complete their studies.

A difference can be identified between the success rates for teacher training programmes in primary education and second-level teacher qualification programmes. This may be a function of gender-related scholastic performance: women perform significantly better in teacher training programmes for primary education than in second-level teacher qualification programmes (see Figure 3.3). There is no discernible difference in success rates for men in these two types of programmes. However, their overall success rate is somewhat lower than that of their female counterparts (both after five years and after eight years).

Reasons for limited success rates

Why do so few students complete their second-level teacher qualification programme? According to the Inspectorate of Education, this may be due to the fact that they are primarily interested in the subject content and less so in the teaching profession.¹⁷ Also, a number of students use the teacher training programme as a springboard to the university. These students change courses once they complete their first year of study. Senior general secondary education graduates are especially likely to switch to another programme or institution.

3.3.2 Drop-out rates

In the entire higher professional education stream

Research by the Higher Professional Education Council shows a high drop-out rate in the first year of study. Approximately 16 percent of students who started a programme of study in 2009 left the programme after a year. After three years, the drop-out percentage climbs to 22 percent. This rate is roughly the same as in previous years.

In teacher training programmes

Drop-out rates are relatively high in teacher training programmes, both after one year (18%) and after three years (26%). According to the Higher Professional Education Council, this decline can be partly explained by the introduction of the language test and numeracy test, combined with expulsions (*iudicium abeundi*) based on poor results. Vocational education graduates are more likely than others to quit their studies (see Figure 3.4). One in four graduates leave a teacher training programme for primary education in the first year, while the rate is about one in five for teacher training programmes for secondary education. After three years, these rates climb to 35 percent and 28 percent, respectively. Drop-out rates among senior general secondary education and pre-university education graduates are significantly lower.¹⁸

Gender-specific differences

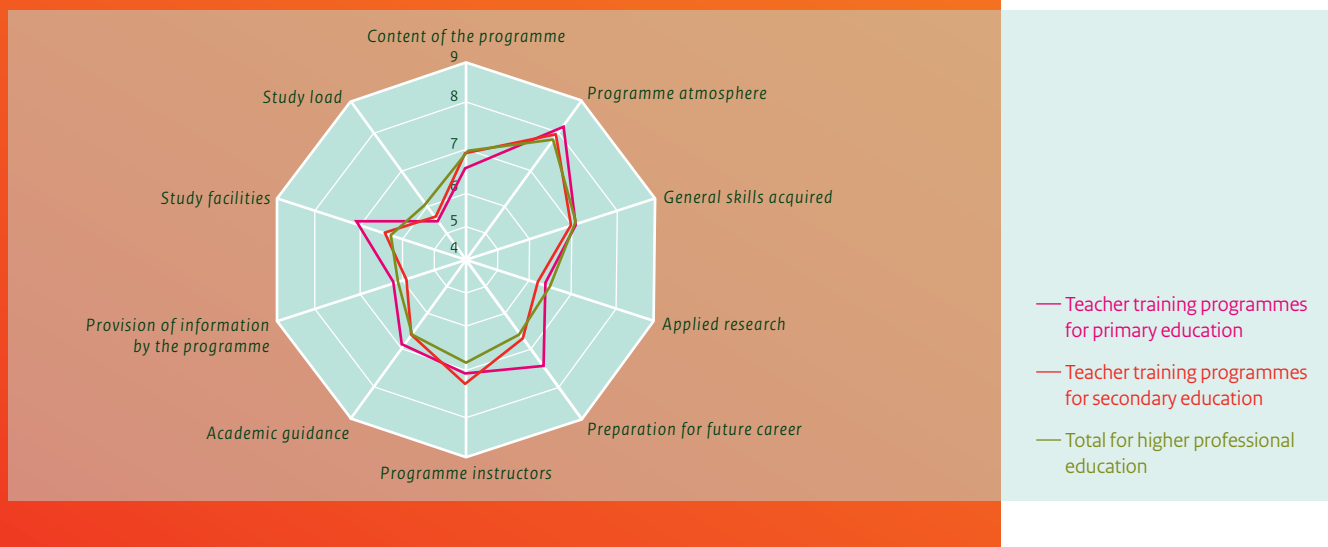
Men are much less successful than women, partly because they often drop out of the programme in the initial phase, but also because they take longer to complete their training (see Table 3.1). On average, men take almost seven months longer to earn their qualification than women. Improvements in this regard can be made both in the first year of the programme and in subsequent years.

¹⁶ Higher Professional Education Council, *facts and figures; Graduates and drop-outs in higher professional education*, 2011.

¹⁷ Inspectorate of Education, *Working on improving educational yield*, 2009.

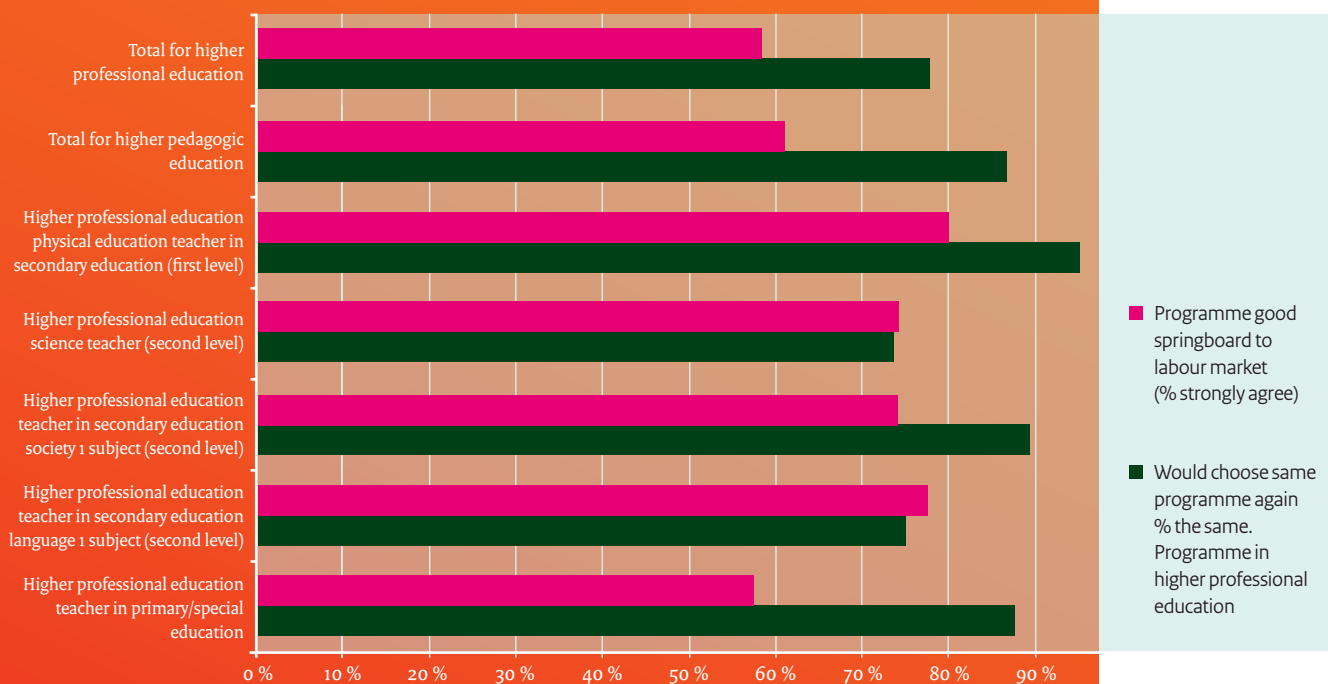
¹⁸ Higher Professional Education Council, *facts and figures; Graduates and drop-outs in higher professional education*, 2011.

Figure 3.5
Student satisfaction with programme (1 to 10)



Source: National Student Survey (NSE) 2011.

Figure 3.6
Graduates (full-time students) by their retrospective assessment of their choice of programme in higher professional education and their assessment of the training as a good springboard to the labour market



Source: ROA, HBO-monitor 2009.

Reasons for drop-outs

According to the Startmonitor, the primary reason for dropping out of the first year is that students decide they have made the wrong choice.¹⁹ A solid 53 percent of students who stop or switch teacher training programmes after the first year do so because of second thoughts. Additionally, many drop-outs (40 percent) feel that their expectations have not been met, while another group (34 percent) report a lack of motivation.

Programme choice and guidance

Approximately one quarter of drop-outs feel that the programme or institution could have done something to prevent them from leaving the programme. Measures might include better academic guidance, a more evenly distributed study load and a more workable schedule. Men also often indicate that they would have remained in the programme if its introductory phase had been more thorough. Furthermore, the choice of programme is also an important factor in student success. It turns out that drop-outs start thinking about their study plans later and that they visit fewer open days than students who continue their study.²⁰ Furthermore, drop-outs tend to start on their programme with lower expectations than students who continue their study successfully.

¹⁹ ResearchNed (on behalf of SBO), *New students in teacher training programmes*, (forthcoming).

²⁰ ResearchNed, *Success and drop-out rates among first-year students in teacher training programmes in higher professional education*, 2010.

3.4 Student satisfaction

In the entire higher professional education stream

Students in higher education are generally fairly satisfied with their programmes. They are especially positive about the content of the degree programme and the atmosphere. They are less satisfied about the study load, study schedules and information provision by the programme.²¹ There are many differences between the various programmes in higher education.

In teacher training programmes

Students in teacher training programmes are generally very satisfied with the atmosphere in their programme, the preparation for their future career and their institution's study facilities. They are also reasonably positive about their instructors. When the student opinions²² are expressed as an exam score, the instructors in their teacher training programmes receive an average of 7.3 (out of ten). Their score is significantly higher than the score for instructors who teach in the areas of technology and economics.

Study load

Students in teacher training programmes are relatively dissatisfied with their study load (see Figure 3.5). They give their study load an average score of just 5.7 (out of 10, a score of below 5.5 is a failing mark). This is 0.4 points lower than the average for all students in higher professional education (Bachelor's level). This low score is primarily a result of the uneven distribution of the study load, the feasibility of deadlines and the skewed correlation between study load and actual credits earned for curriculum components. Dissatisfaction with the study load may be an impetus for some students to drop out of the programme, which is why it is important that programmes look for ways to mitigate these factors.

Preparation for future career

Students in teacher training programmes for primary education are especially likely to feel that their programme offers them a thorough preparation for their future careers in education. They give this aspect an

average score of 7.5, which is nearly a full point higher than the average score given by all Bachelor's students in higher professional education. PABO students especially feel that their programme is practice-oriented, and that they amass a wide range of professional skills while studying. Compared to other students in higher professional education, they are also fairly satisfied with their internship supervision and the link between their internships and the rest of their programmes. This applies to a lesser extent to students in second-level teacher qualification programmes, even though they are also fairly satisfied with the preparation for their future professional careers.

Points for improvement in education

How can educational quality improve? It is important that schools focus more on the results of the education they provide. They have invested heavily in this in recent years. The teacher training programmes for primary education (PABO) have yet to undertake any real action in this regard.²³ It should be noted that these teacher training students are moderately positive about the 'research skills' that they are taught; these skills are important for results-oriented working practices. On average, they give a score of 6.4 (out of 10) to the skills they learn for conducting applied research. Students in second-level teacher training programmes give this aspect an average score of 6.2. They are particularly dissatisfied with reporting techniques and methods and techniques of applied research.

It should be noted that there are significant differences between the various teacher training programmes. Students in PABO programmes give the entire programme an average score of 6.9. However, there is a discrepancy of 3 points between the programme with the highest score and the programme with the lowest score. There are similar discrepancies among teacher training programmes for secondary education. A focused effort is therefore needed to improve the quality of teacher training programmes. Performance agreements

²¹ The National Student Survey (NSE) is a large-scale satisfaction survey among students in higher education. It is conducted under the auspices of the Stichting Studiekeuze 123 Foundation. The survey results may be consulted at www.studiekeuze123.nl.

²² The NSE presents students with many questions about their programme, which they can rate on a scale from 1 (very unsatisfied) to 5 (very satisfied). These scores have been converted to a scale of 1 to 10 for this policy document.

²³ Inspectorate of Education, Education report 2009/2010, 2011.

on quality improvement will be made between the Ministry of Education, Culture and Science and all teacher training programmes in higher professional education in the near future.²⁴

Newly qualified teachers satisfied with their training programme

Many teachers have a positive opinion about their training programme once they start on their careers in education. They were asked, for example, if they would choose the same programme again if they were to start their studies afresh (Figure 3.6). Graduates of first-level teacher qualification programmes in physical education and graduates of teacher training programmes for secondary education in social sciences were especially likely to indicate that they would take the same course again. Furthermore, more than 60 percent of all graduates from teacher training programmes at institutions for higher professional education felt that their training was a good springboard for their careers. The average for all other programmes in higher professional education is 58 percent.

²⁴ Ministry of Education, Culture and Science, *action plan Teacher 2020 – a strong profession!*, 18 May 2011.



C4

The educational labour market
in the near future.

A rapidly increasing shortage of teachers in secondary education is expected in the near future. Supply and demand will only start to reach a (more or less) state of equilibrium in 2020. No serious short-term staffing problems are expected in primary education or in senior secondary vocational education.

The demand for new teachers in the years to come will primarily be a result of increasing retirement rates among senior teachers in the profession. This demand will more than compensate for any potential drop in demand that can be ascribed to falling student numbers.

As part of the *LeerKracht van Nederland* action plan, various initiatives have been successfully implemented to address and reduce the expected teacher shortage. There are also a number of developments both in the educational sector and in other sectors of society that will influence the future face of the educational labour market. This chapter discusses the latest labour market forecasts, taking account of the more recent developments (as good as possible).

4.1 New estimates

Basic principles

Education is very important, both from an economic and a societal perspective. This is why we must be aware of any hindrances or other potentially negative developments on the educational labour market, and why new estimates have been prepared. Educational labour market forecasts become more unreliable the further into the future they are projected. Unknown external factors can influence the educational labour market and can affect how teachers behave. The forecasting model known as MIRROR can be used to make ‘predictions’ about future labour market conditions under certain circumstances and based on certain assumptions. These predictions are based on information based on past experiences. Suppose that in the past ten years an average of one in ten teachers left the profession to go to work elsewhere. In this case it is likely that about ten percent will leave the profession to go to work elsewhere in the years to come, too. The actual attrition probability will of course be influenced by numerous factors. MIRROR takes account of a large number of these factors, for example: gender, age, income, marital status and the business outlook.

When calculating the new labour market projections for the various levels of education, the most recent economic forecasts were used as available when this document was prepared in August 2011¹

Changing circumstances

It was but a short time ago that major teacher shortages were expected in nearly all levels of education. The Ministry of Education, Culture and Science prepared the *LeerKracht van Nederland* action plan in response to the Teacher Commission’s advisory report entitled *LeerKracht!* (September 2007). This plan resulted in voluntary accords with the levels of education that included specific agreements on tackling the teacher shortage, both in terms of quality and quantity. The accords have been effective. Teacher shortages would now be more acute were it not for the remuneration impulse issuing from the *LeerKracht* action plan: in secondary education the shortage would likely be twice as acute and about half as acute again in primary education²

But the educational labour market of 2007 is not the same market that we have today. These are troubled times for the economy, affecting the entire labour market, including the educational labour market. In recessions, education becomes a relatively appealing career option. This is because career prospects and job security in education are less dependent on the business outlook than in the private sector.³ The proportion of graduates from teacher training programmes who opt for a job in education is generally higher at these times, provided there are enough jobs in education, of course.

However, there are also many factors in education that can affect the career choices of teachers on the labour market in any number of ways, and that therefore influence the situation on the educational labour market. For instance, the *LeerKracht van Nederland* agreement provides teachers with additional career opportunities in the areas of professional development as well as additional jumps in salary scale. These measures make the teaching profession more appealing. In addition, the estimates for the number of pupils in secondary education have been revised upwards.⁴ This results in an increased demand for teachers.

At the same time, however, the coalition agreement mentions the use of the so-called ‘zero-line’ in the public sector (with the exception of healthcare) in 2011. This means that the government will not fund basic pay rise (wage developments) in these sectors in 2011 (see Chapter 6 for more information). The previous government also did not make funds available for this purpose in 2010. This affects salary trends in the educational sector as a whole. The effect on the salaries of the teaching staff varies by level of education, because each educational level deals with these measures differently in their collective labour agreements. Moreover, the collective labour agreements have different renewal dates.

Teachers are also remaining active in the profession longer since the retirement age is on the rise. This effect has been examined in a separate scenario analysis, which will be discussed later in this chapter.

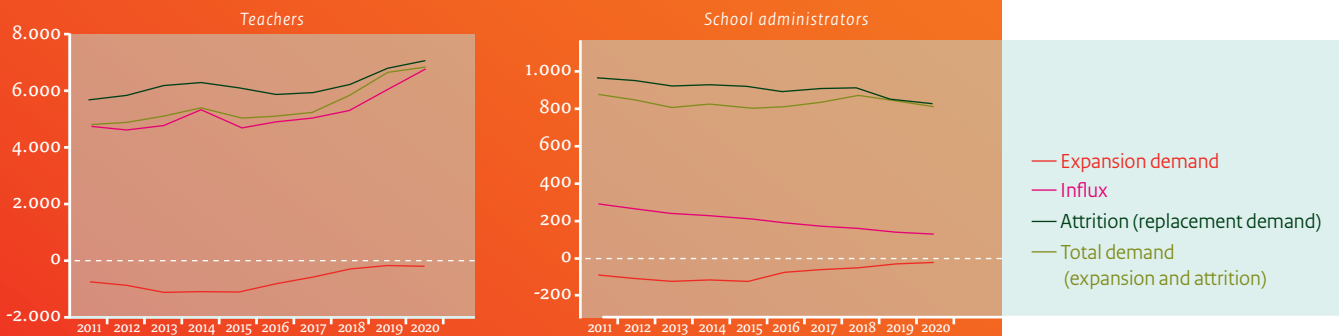
¹ CPB, *Draft Macro-Economic Survey (MEV) 2012*.

³ CentERdata, *Econys and QDelft, The future labour market for teachers 2007-2015*, 2008.

² CentERdata, *The future labour market for teachers 2010-2020*, November 2010.

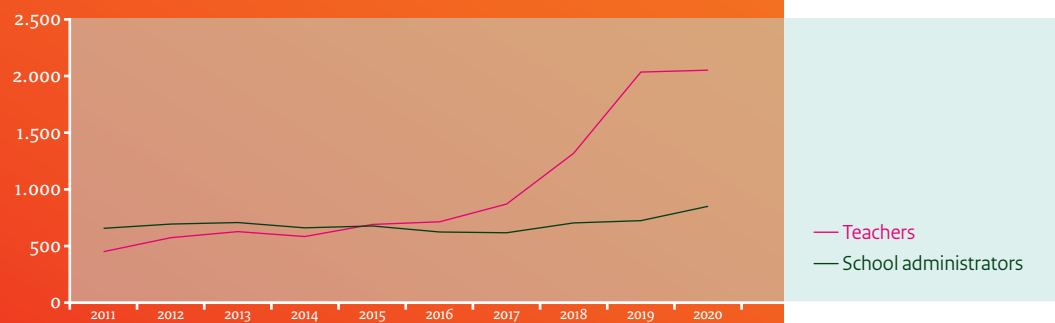
⁴ Between 2010 and 2015 approximately 1,000 FTEs will be available due to extra expansion demand. This will result in extra vacancies totalling 800-900 FTEs in this period.

Figure 4.1
Development of expansion and replacement demand and the expected influx of teachers and school administrators in primary education, 2011-2020 (FTE)



Source: MIRROR, compiled by CentERdata.

Figure 4.2
Development of unmet demand for teachers and school administrators in primary education, 2011-2020 (FTE)



Source: MIRROR, compiled by CentERdata.

4.2 National trends

Which developments can be identified in a nationwide context regarding the supply and demand of teachers and school administrators? This section expands on these developments for each level of education separately.

Supply and demand for teachers and school administrators

The demand for teachers and school administrators is determined mainly by:

- attrition (retirement or career switch, outside the educational sector);
- job changes (from teacher to school administrator) and changes in FTE;
- student numbers.

There are two types of demand for employees on the labour market: replacement demand and expansion demand. Replacement demand is caused by attrition, job changes and changes in FTE. Expansion demand is caused by shifts in student numbers. When student numbers decline, expansion demand is negative, i.e. there is shrinkage.

The supply of new teachers consists primarily of graduates from teacher training programmes, supplemented by an inflow from hidden reserves (qualified teachers who do not currently work in education) and lateral entry.

Supply and demand in primary education

In spite of declining student numbers in primary education, it is expected that many new teachers will be needed in the years to come to compensate for attrition due to retirement, early retirement or teaching staff accepting a job outside the educational sector. Major teacher shortages in primary education are not expected in the short term, but the situation is likely to devolve rapidly after 2017. In 2019 the teacher shortage could be four times larger than it is currently.

Initially, fewer teachers will be needed in primary education because student numbers are dropping. In 2015 there will be about 70,000 fewer students enrolled than in 2011. There will be 30,000 fewer still in 2020. The number of full-time jobs for teachers in primary education will thus drop from just over 100,000 in 2011 to 96,000 in 2015. This is a decrease of four percent. This trend will continue to about 94,000 full-time positions in 2020.

Fewer students means that fewer teachers will be needed in the schools. This state of affairs is commonly perceived as an indication of worsening employment opportunities for teachers and graduates of teacher training programmes. This is not the case, however. To properly assess employment opportunities, one must also examine replacement demand due to retirement, early retirement and leaving for jobs outside of education, unemployment or inactivity (hidden reserves).

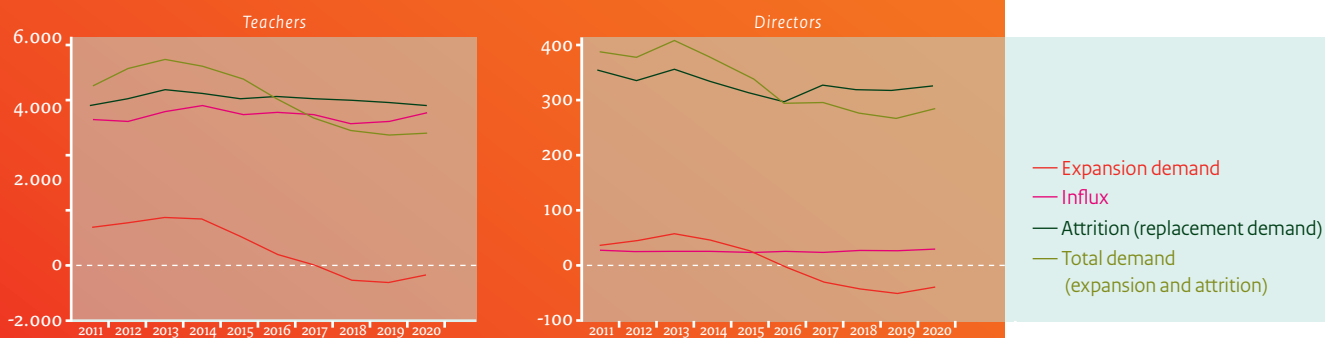
Approximately 5,000 to 6,000 primary school teachers leave the stream annually (see Figure 4.1). When set against the total number of jobs available, this means that 60 percent of teachers will have left their jobs in primary education by 2020. More than one third of this attrition can be attributed to ageing: older teachers retiring or taking early retirement. The rest has to do with teachers who make a career switch to a job outside education or who stop working to care for a loved one. In addition, there are approximately three hundred teachers who move to an administrative position annually, thus creating job openings for new teachers. For the next several years their jobs can largely be filled by current teachers who wish to work more hours.

The total number of teachers leaving the profession (replacement demand) will for the next several years be a multiple of the drop in employment opportunities for teachers due to shrinking student numbers (expansion demand). The expected sum of these two developments will result in an annual demand for new teachers in the range of 5,000 to 6,000. The expected inflow of new teachers graduating from teacher training programmes and, to a lesser extent, from the hidden reserves will be slightly below this range (see Figure 4.1).

Labour market for primary education more-or-less in balance

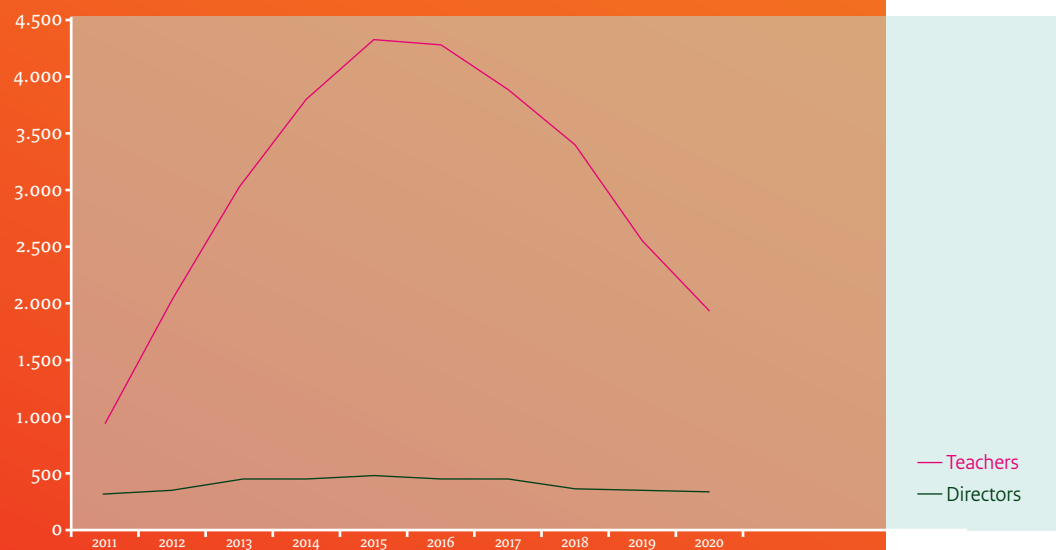
The expected shortfall (unmet demand) for teachers in primary education will be at an annual level of between 600 and 700 in the years to come. The labour market for teachers is therefore reasonably in balance in the short and medium term. From 2017, however, vacancies are expected to increase sharply (see Figure 4.2). The most pronounced decline in student numbers will have taken place, while retirement-related attrition will reach its climax. This means that the number of teaching vacancies will increase from 700 in 2015 to more than 2,000 in 2020. That comes to more than 2 percent of all employment.

Figure 4.3
Development in expansion and replacement demand and the expected influx of teachers and school administrators in secondary education, 2011-2020 (FTE)



Source: MIRROR, compiled by CentERdata.

Figure 4.4
Development of unmet demand for teachers and directors in secondary education, 2011-2020 (FTE).



Source: MIRROR, compiled by CentERdata.

The expected shortfall (unmet demand) for school administrators in primary education will be at an annual level of between 700 and 800. About half of these vacancies will be filled by teachers who move to administrative positions.

Supply and demand in secondary education

Major teacher shortages are expected in secondary education in the near term. Thereafter the shortage will gradually become less acute, though the numbers will remain relatively high: in 2020 there will likely be 1,500 vacancies. Teacher shortages are the result of a combination of rising student numbers and accelerating rates of attrition. The size of the shortfall differs by region and teaching subject.

The number of students in secondary education will increase initially, from over 900,000 in 2011 to 950,000 in 2015. This means that the number of full-time teaching jobs in secondary education will increase from 62,000 in 2011 to more than 65,000 in 2015. This represents an increase of about 5 percent. Thereafter, the number of teaching jobs will drop off due to decreasing student numbers. By 2020 the number will have returned to the 2011 level (see Figure 4.3).

Annual attrition rates in secondary education are growing. The proportion of older teachers (60 years and older) leaving the teaching profession will rise from 39 percent of total attrition in 2011 to 44 percent in 2015 (see Figure 4.3). Ageing is a greater factor in secondary education than in primary education. Furthermore, each year some teachers move to an administrative position. This leads to an increase in the demand for new teachers by 200 full-time jobs. These vacancies are partly compensated by teachers who take on more hours, as is the case in primary education.

Teacher shortage expected in secondary education

Given these developments, an increasing number of vacancies in secondary education will need to be filled in the medium term. A shortage (unmet demand) of approximately 4,300 teachers is expected in 2015 and 2016 (see Figure 4.4). That comes to more than 6 percent of all employment. The labour market for teachers in secondary education will then gradually stabilize due to declining student numbers.

Senior secondary vocational education

Many new teachers will be required in senior secondary vocational education (and adult education) in the years to come to compensate for the attrition of (often older) tea-

chers. The demand for new teachers will reach a peak of over 2,800 in 2016/2017 (see Figure 4.5). This is not likely to pose great problems, except in a few specific vocational subjects.

Student numbers will decline in senior secondary vocational education in the years to come. There will be 610,000 students in 2011, approximately 594,000 in 2015 and approximately 566,000 in 2020. From now until 2015 the number of (full-time) jobs for teachers will drop by approximately 700, with a further decline of 1,200 positions leading up to 2020. Total employment is therefore expected to decrease by about 7 percent.

A high proportion of teaching staff in senior secondary vocational education are approaching retirement age, more so than in primary and secondary education. In 2011, teacher attrition will consist for about 42 percent of teachers entering retirement or taking early retirement; this figure will be 56 percent in 2018. These teaching professionals will take a great deal of work experience with them when they retire. At the same time, this shift can be an impulse to introduce more current work experience from professional practice, along with up-to-date IT skills and more modern teaching methods. The rejuvenation of teaching staff in senior secondary vocational education will not be as strong as in primary education and secondary education. This is because teachers in this stream often only join the teaching profession after a career in the business world.

The demand for teachers in senior secondary vocational education is expected to outpace supply for the entire period (see Figure 4.5). Senior secondary vocational education differs from primary and secondary education, as senior secondary vocational education offers the opportunity of appointing professionals from the field to teaching positions based on their prior education (at least vocational education) and their work experience outside of the educational sector (minimum 3 years). Teachers may therefore be recruited from ranks of people who have not necessarily earned a qualification through a teacher training programme. Incidentally, trade and industry are also dealing with a shortage of skilled workers in many sectors. Even in times of lacklustre economic growth, the demand for highly educated personnel increases in many sectors due to surging replacement demand.⁵

There is a chance of staff shortages in senior and preparatory secondary vocational education precisely in those vocational subjects that require a specific background; these profes-

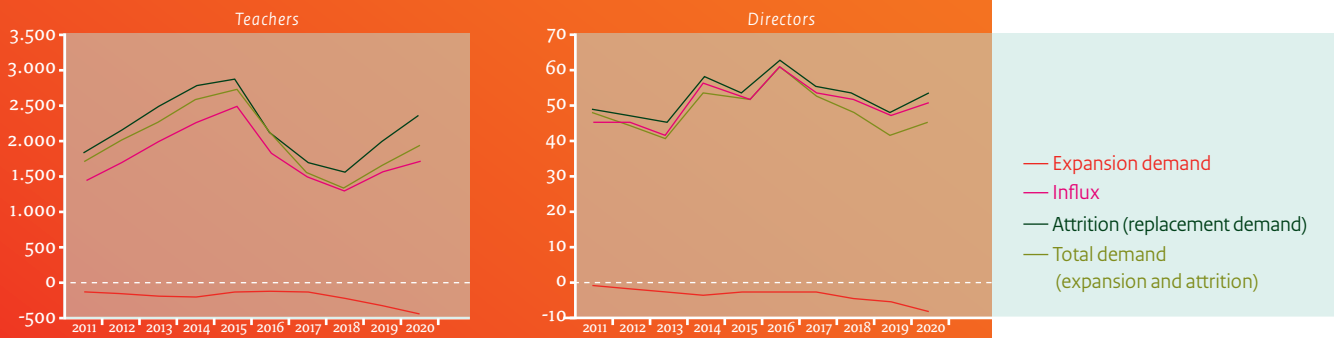
⁵ ROA, *The labour market by education and profession until 2014*, November 2009.

sionals are also in high demand on the broader labour market. Here, competition with trade and industry might occur. There is competition for graduates of higher professional education in healthcare, technology, and a number of economics programmes.⁶ The action plan Teacher 2020 – a strong profession! emphasizes the need to train teachers for vocational subjects in senior and preparatory secondary vocational education.⁷ Additionally, this level of education has more leeway for using educational support staff such as teaching assistants (for example instructors). As a result, teacher shortages can (in some situations) be addressed more flexible. It should be noted that the demand for teachers in vocational education varies by level and by subject.

⁶ ROA, *The labour market by education and profession until 2014*, November 2009.

⁷ Ministry of Education, Culture and Science, *action plan Teacher 2020 – a strong profession!*, May 2011.

Figure 4.5
Development in expansion and replacement demand and the expected influx of teachers and directors in senior secondary vocational education, 2011-2020 (FTE)



Source: MIRROR, compiled by CentERdata.

4.3 Increasing the retirement age

Staff supply in education is expected to be under more pressure in the years to come. This is due to the fact that more and more teachers will be retiring from the profession or taking early retirement. Figure 4.6 shows how the proportion of teachers aged 60 and over develops. Most teachers will retire in vocational education, compared to the other levels of education. The proportion of people in this level of education aged 60 and over will be between 13 and 14 percent in the years to come. This is about 10 percent in secondary education. The proportion of over-60s is lowest in primary education.

The age distribution of teachers in primary education in the Netherlands is favourable compared to our neighbouring countries.⁸ Admittedly, the largest group of teachers in the Netherlands is in the age group of 50-59 years, but this group is 29 percent smaller than in Germany, Italy, Austria and Sweden. In secondary education, 37 percent of teachers are between 50 and 59 years old. This percentage is lower than in Sweden for example, but higher than in Belgium and the UK.

Effects of increasing the retirement age.

The average retirement age in education has increased in recent years. Whereas the retirement age in education was just under 61 years in 2006, by 2010 it had increased to 62.5 years. The education sector is thus following the general trend in the Netherlands toward an ever higher retirement age.⁹ In 2010, the retirement age in education was slightly higher than in sectors such as public administration, healthcare and welfare (62 years), but lower than in business and other services industries (63.5 years).

The shortages on the educational labour market are now more manageable than initially expected partly due to the increasing retirement age in the sector. The retirement age will likely climb even further, considering the trend of working longer and the higher average retirement age in other sectors with quite similar pension arrangements.

If teachers wait longer to retire, fewer new teachers will be needed. How can this effect be quantified? A scenario analysis¹⁰ was used to examine the effect on the number of vacancies in primary and secondary education if the retirement age will rise further.¹¹ A rise of (on average) 1.5 years was assumed for both levels of education. In primary education, the average retirement age would then be 63.8 years; in secondary education it would be 64.1 years. As the average retirement age increases, it is logical that the number of vacancies will be affected, but by how much?

The results of the scenario analysis show that the higher retirement age reduces the number of vacancies (see Figure 4.7). These effects have both a structural and temporary component. The structural effect is due to the fact that an average teacher will retire later. There is also a temporary effect having to do with the age distribution of teaching staff, especially in secondary education. In the short term, there will be a relatively large group of older people working in this level of education. Some of them are already retiring later. Nevertheless, they will all eventually retire upon reaching the age of 65.

An increase in the retirement age in senior secondary vocational education will lead to lower demand for new teachers. The expected problems in filling vacancies for vocational subjects will therefore be partly alleviated, though this depends on developments on the broader labour market, which is where most of these teachers are recruited.

Figure 4.7 shows that the tension on the labour market decreases in the period 2012-2020 as the average retirement age of older teachers rises. The proportion of unmet demand in relation to employment would then be only 5 percent in 2015, rather than 7 percent. In 2020, it would be 2 percent instead of 3 percent. The increased retirement age will temper tensions on the labour market for primary education, especially in the medium term. Tension on the labour market will be comparable to that in secondary education around 2020. Part of the solution to the forthcoming teacher shortage problem in secondary education may be formed by policies that encourage teachers to retire later.

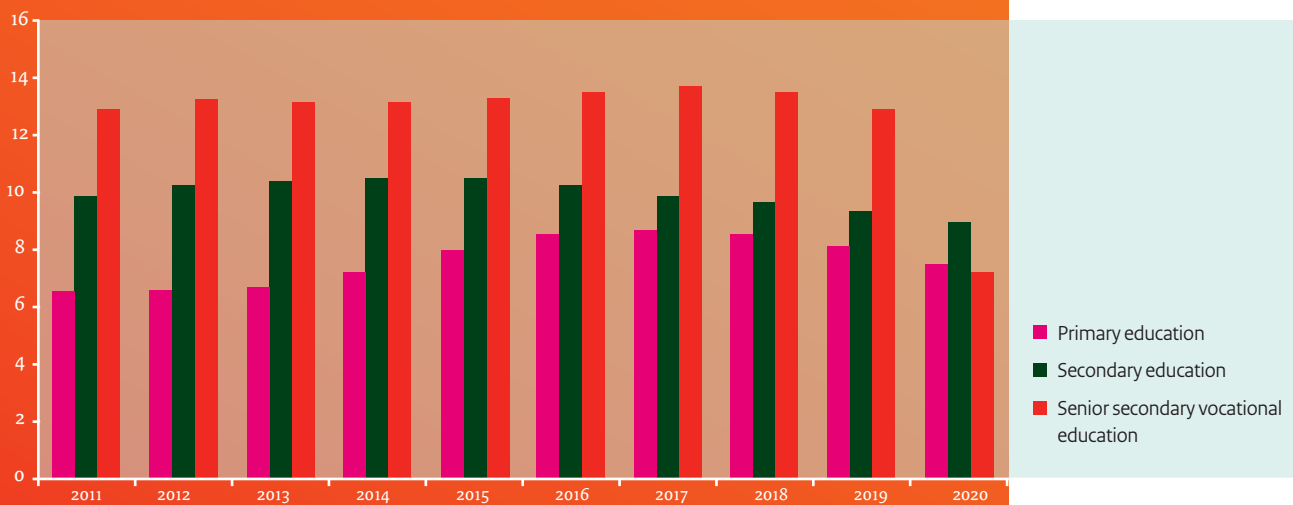
⁸ Ministry of Education, Culture and Science, Key figures 2006-2010, May 2011.

⁹ Statistics Netherlands, Web magazine, Wednesday 13 July 2011.

¹⁰ This scenario analysis is based on assumed future choices, unlike employment projections by MIRROR, which are based on past choices made by teaching staff.

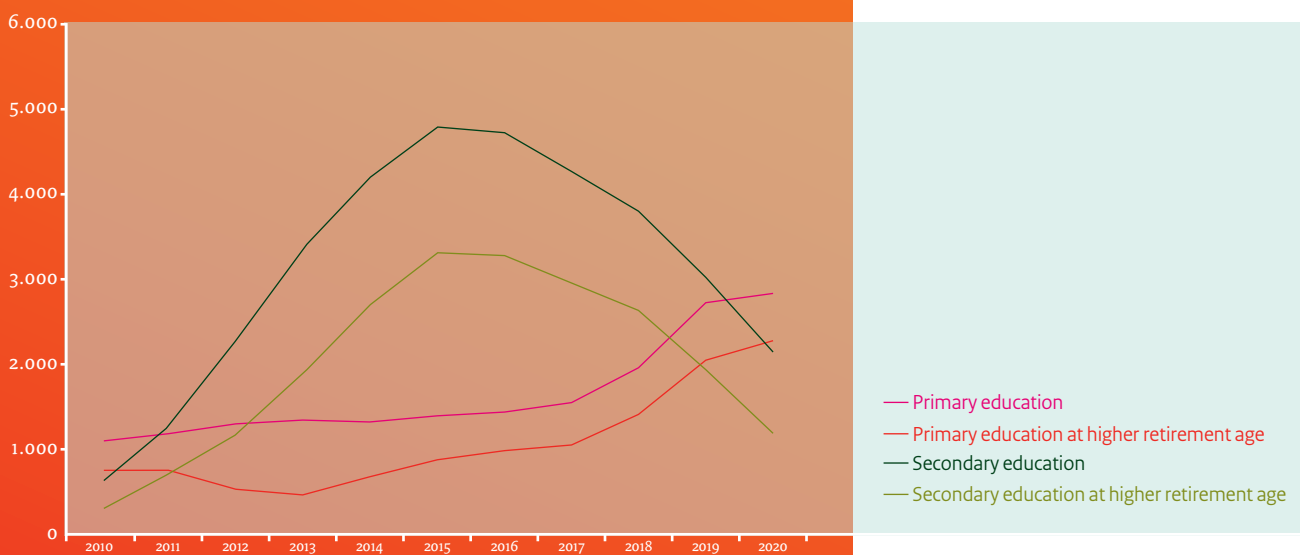
¹¹ CentERdata, The future labour market for teachers 2010-2020. Revised forecasts (forthcoming).

Figure 4.6
Proportion of teachers aged 60 and over in primary education, secondary education and senior secondary vocational education.



Source: MIRROR, compiled by CentERdata.

Figure 4.7
Development of the unmet demand in primary and secondary education in 2011-2020 among administrative and teaching staff, at standard and higher retirement age (FTE)



Source: MIRROR, compiled by CentERdata/OCW.

4.4 Differences between subjects

The expected demand for teachers in secondary education is not the same for each subject, though it is difficult to construct a detailed distribution of demand by subject. Some teachers may have more than one qualification, and unqualified teachers are occasionally used to fill vacancies that are difficult to fulfil. A new module for the MIRROR forecasting model is being developed to estimate the level of future demand for specific subjects. The first results of the analysis indicate differences between subjects due to expected teacher attrition, either as a result of retirement or due to career change. These differences are limited, however.

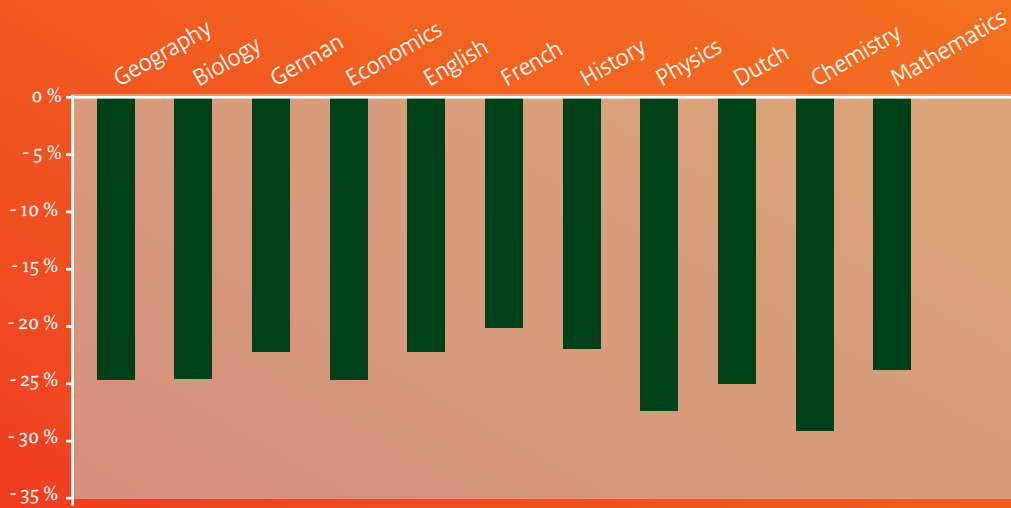
Figure 4.8 shows staff attrition in the period 2011-2015 by subject.¹² Whereas average attrition (of teaching units) for all subjects will be 25 percent until 2015, it will be 27 percent for physics, 29 percent for chemistry, and only 23 percent for French and 23 percent for German. Subjects like mathematics, Dutch, economics, biology and geography will encounter average rates of attrition, but will nevertheless experience a loss of current staff capacity by roughly one quarter as these teachers retire, take early retirement or change careers. New MIRROR analyses will likely clarify the extent to which newly qualified teachers are able to fill in the ranks.

The demand for teachers in secondary education is related to the subject taught and to the distribution of students among the various levels of education. This distribution has changed considerably in recent years.¹³ For example, the proportion of students in preparatory secondary vocational education (excluding the LWOO 'learning support' stream) in their third year declined in the 1990-2010 period from more than 58 percent to less than 39 percent. In the same period, the proportion of senior general secondary education and pre-university students in their third year rose from 32 percent in 1990 to 44 percent in 2010. The number of students with specific learning needs in vocational education (special secondary education, 'learning support' stream and practical training) also rose sharply in the 1990-2010 period, from about 10 percent to about 18 percent. Such structural shifts in student numbers naturally also affect the qualitative demand for teachers.

¹² The data presented is based on the development of teaching units given by teachers.

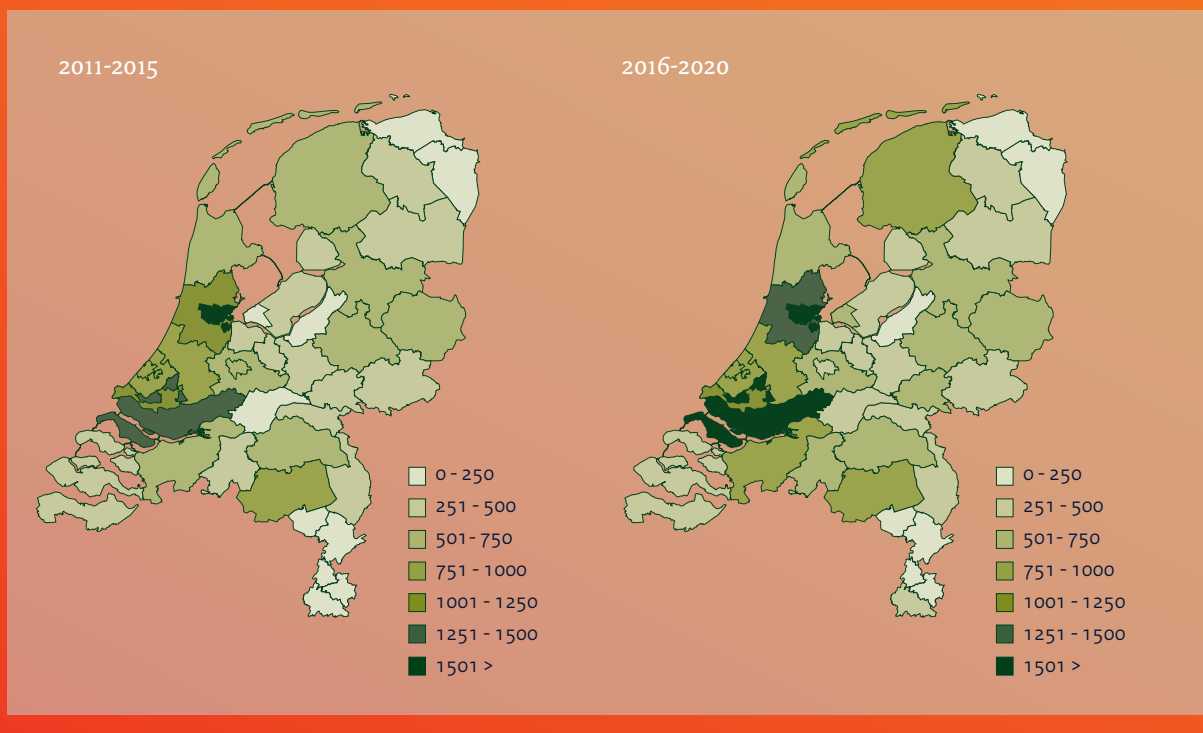
¹³ Ministry of Education, Culture and Science, Key figures 2006-2010, 2011. Statistics Netherlands, Key figures in education yearbook 2010, 2010.

Figure 4.8
 Expected teacher attrition in the period 2011-2015, based on teaching units offered in 2015 compared to teaching units in 2011



Source: MIRROR, compiled by CentERdata/OCW.

Figure 4.9
 The sum of the expansion and replacement demand in primary education, by RPA (Regional Labour Market Platform) area



Source: MIRROR, compiled by Ecorys.

4.5 Regional disparities and regions where student numbers are falling

The population will decline in more than one third of all Dutch municipalities by 2040.¹⁴ The effects of falling student numbers on the expected teacher shortages vary by region. This is dependent on the current age distribution among teaching staff and the associated replacement demand. The result is that many new teachers have to be trained in the decades to come to fill the vacancies. In this respect, there are significant regional distinctions and differences between primary and secondary education.¹⁵

Primary education

Student numbers in primary education are expected to drop by 6 percent in the Netherlands in the 2011-2020 period. The most pronounced drop will take place between 2011 and 2015, and will affect nearly all RPA (Regional Labour Market Platform) regions.¹⁶ In most regions, however, the shrinking expansion demand will be more than offset by the replacement demand, although there will be considerable regional differences (see Figure 4.9).

Until 2020, the greatest demand for new teachers for primary education is expected in the regions of Amsterdam (+3,600 FTEs), Rijnmond (excluding Rotterdam) (+3,000 FTEs), southern Noord-Holland (+2,500 FTEs) and Rotterdam (+2,400 FTEs). The demand for new teachers will be considerably less in regions such as Roermond, East Groningen, North Groningen and the western mining region of Limburg, where no more than 300 new teachers will be needed in the same period. Nevertheless, the demand for new teachers even in these smaller regions cannot be met by current staffing levels. New teachers will therefore have to be recruited. Moreover, following the drop from 2011 to 2015, the demand for new teachers will increase again in nearly all regions in the period from 2016 to 2020 (see Figure 4.9).

There are also large differences in labour market tension. For example, the national balance of expansion and replacement demand for teachers will run at 4.3 percent

of employment opportunities for teachers from 2011 to 2020. This percentage is relatively low in the western mining region of Limburg (2.8%), East Groningen (2.9%), Roermond (3.0%) and Central Groningen (3.1%), while it is relatively high in Almere (7.4%) and Amsterdam (7.0%).

Insight into the development of student numbers alone is insufficient for reaching conclusions about the future demand for teachers. The examples in the box are ample illustration of this fact.

Secondary education

Student numbers will increase in secondary education in nearly all regions through 2015. Combined with an increasing replacement demand, this will lead to significant growth in the demand for new teachers. Even after 2015, and in spite of falling student numbers, there will still be a significant replacement demand for new teachers, primarily because many older teachers will leave the profession and enter retirement. Significant regional distinctions are also present in secondary education.¹⁷

Figure 4.10 shows that, just as in primary education, replacement demand more than compensates for any drop in demand due to falling student numbers. The expectation is that new teachers will be needed in secondary education in all regions in the periods 2011-2015 and 2016-2020.

The greatest demand for new teachers in secondary education through 2020 is expected in the following RPA (Regional Labour Market Platform) regions: Amsterdam (+2,900 FTEs), Rijnmond (+2,100 FTEs), southern Noord-Holland (+1,900 FTEs) and Haaglanden (+1,700 FTEs). The demand for new teachers will be negligible in the regions of North Groningen, Roermond, the western mining region of Limburg and East Groningen, however.

It is currently unclear to what extent the regional supply of new teachers will be adequate to meet regional demand. The regional module in MIRROR is being refined

¹⁴ National Network on Population Decline (education unit), *Consequences for staffing due to falling student numbers*, June 2011.

¹⁵ Ecorys and CentERdata, *Regional demand for teachers in primary and secondary education. Demand forecasts until 2020* (forthcoming).

¹⁶ Regional Labour platform.

¹⁷ Ecorys and CentERdata, *Regional demand for teachers in primary and secondary education*.

Primary education: two examples of the demand for teachers in regions where student numbers are falling

In the RPA region of southern Noord-Holland, the number of students in primary education will drop by 10 percent by 2020. This means that the number of jobs available for teachers will also drop by about 650 FTEs. The replacement demand will be nearly 3,200 in the same period, however. This means that roughly 2,500 new teachers will be needed in the years to come.

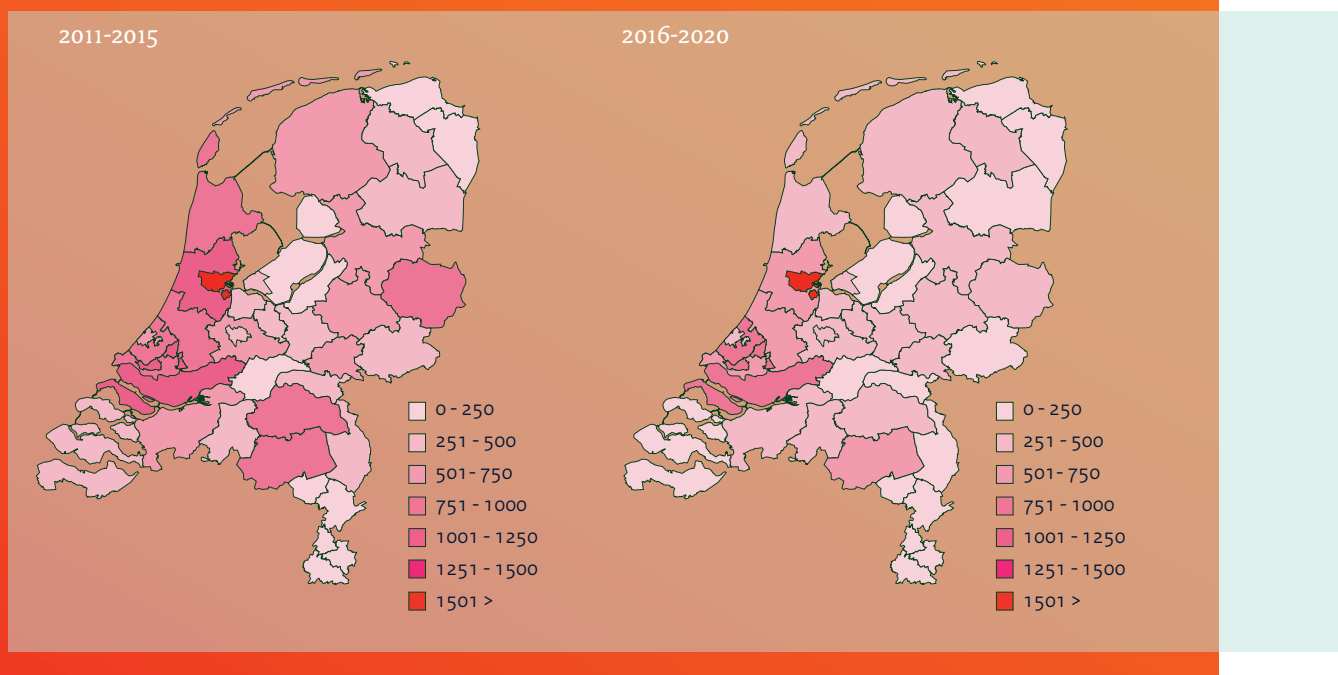
The number of students in primary education in The Hague will drop by nearly 9 percent by 2020. This means that 200 fewer teachers will be needed to teach the city's schoolchildren. Nevertheless, nearly 1,600 new teachers will be needed in The Hague by 2020 due to attrition (primarily retirement).

Secondary education: two examples of the demand for teachers in regions where student numbers are falling

In the RPA region of Nijmegen, student numbers will increase slightly between 2011 and 2015, and then decline by nearly 10 percent by 2020. There will be 120 fewer FTEs available in the teaching profession between 2011 and 2020 (negative expansion demand). The replacement demand will be approximately 635 in the same period, however. This means that roughly 515 new teachers will be needed.

In the RPA region of Maastricht-Mergelland, student numbers will already decrease in secondary education between 2011 and 2015 by nearly 5 percent. This trend will become more pronounced until 2020, when the decrease will be more than 11 percent. There will be 116 fewer FTEs available in the teaching profession between 2011 and 2020. On the other hand, total replacement demand will be nearly 380 in the years to come. This means that more than 260 new teachers will be needed.

Figure 4.10
The sum of the expansion and replacement demand in secondary education, by RPA (Regional Labour Market Platform) area



Source: MIRROR, compiled by Ecorys.

to provide more reliable prognosis on the regional scale, since there is a pressing need for reliable, regional information on this subject. The Utrecht regional platform has taken the initiative to develop a mathematical model for the regional educational labour market to facilitate strategic workforce planning. This initiative is a pilot that will serve as a basis for expanding MIRROR.



C5

Current situation on the educational labour market

The education sector employs many people. Just as in many other countries, schoolteachers in the Netherlands are predominantly women, although they are still underrepresented in senior positions.

There are currently fewer teaching vacancies compared to just a couple of years ago. Despite this, recent graduates from teacher training programmes tend to find a teaching job relatively quickly. There are regional variances, however, as well as differences based on the subject taught.

The educational labour market is a regional labour market. In recent years many regional platforms have been established in which school boards, municipalities and/or other regional institutions work together to address and tackle regional issues.

5.1 Employment

The number of jobs in government-funded (subsidized) education¹ fell slightly in 2010 from 477,000 in the first quarter to 473,000 in the fourth quarter. This was preceded by a prolonged period of increasing employment in education, from more than 400,000 jobs in 2001 to 473,000 jobs in 2010.² More than 6 percent of total employment in the Netherlands is in the education sector.

Nearly 40 percent of these jobs are in primary education and 26 percent are in secondary education.³ The remaining jobs are in senior secondary vocational education (14%), higher professional education (8%) and university (i.e. research-based) education (12%).

Female teachers in the majority

Expressed in full-time jobs (FTEs), 81 percent of teachers in primary education are women. This situation is not unique to the Netherlands. In most countries, education is dominated by women. In 2008, of all teachers in primary education in the Netherlands, 83.8 percent were women (based on individuals). This proportion is slightly lower than the EU average, but higher than the OECD average of 80.5 percent.

In secondary education, the gender distribution among teachers in the Netherlands is roughly even. This is lower than the OECD and EU average of 53.7 and 57.8 percent, respectively. The proportion of women in higher education in the Netherlands is significantly lower: a bit more than one third of teaching staff consists of women. This is lower than the OECD and EU average.⁴

Netherlands leads in part-time work

In 2008 nearly half of the Dutch working population aged 15 to 64 had a part-time job. The other European Union countries do not come close. Sweden ranks second: 26 percent of the working population there works part-time. Germany is third at 25 percent. EU-wide, this proportion is nearly 20 percent.⁵

In Dutch primary education, about two thirds of staff (65%) work part-time. The average FTE is 0.76. That means that four employees are needed to fill three FTEs.

More than half of staff work part-time in secondary education (55%) and in senior secondary vocational education (54%). The average FTE is higher in these sectors, however (0.83 and 0.82).⁶

Share of women in senior positions on the rise

The number of female school administrators is showing steady growth. Whereas one quarter of administrators in primary education were women in 2006, by 2010 this had increased to more than one in three (37 percent). The proportion of women in senior positions in other levels of education has also grown in recent years (see Table 5.1).

Mobility

The number of people changing jobs tends to increase as the economy grows and decreases in times of economic malaise. Recent years, however, suggest a structural increase in the number of people changing jobs.⁷ The number of people who changed jobs in 2009 was hardly lower than during the boom of 2007.

Labour mobility is relatively low in the education sector. An average of 8 percent of teaching staff changed jobs between 2001 and 2008, compared to 12 percent on average for the entire labour market in the Netherlands. By comparison, in business services the rate was 20 percent, in healthcare 11 percent and the rate was 7 percent for public administration.⁸ The education sector also has relatively low labour turnover, averaging 9 percent.

About half of job-changers in education remain active in the education sector. This is comparable to the national average. Of teachers leaving education, most enter the field of business services (19%) or the health and welfare sector (11%). It should be noted that labour turnover is higher among newly qualified teachers. Of recent

¹ Statistics Netherlands, Statline. Government-funded (i.e. subsidized) education comprises primary education, secondary education, secondary vocational education, adult education and higher education. These are regular jobs; freelancers are not included.

² Statistics Netherlands, Statline.

³ Ministry of Education, Culture and Science, Key figures 2006-2010, 2011.

⁴ Ministry of Education, Culture and Science, Key figures 2006-2010, 2011.

⁵ Statistics Netherlands, Web magazine, 22 July 2009.

⁶ Ministry of Education, Culture and Science.

⁷ Statistics Netherlands/TNO. Dynamics on the Dutch labour market, February 2011.

⁸ Statistics Netherlands, Labour Market Dynamics 2001-2008, Socio-economic trends, second quarter 2011.

graduates who are employed in education directly after completing their teacher training, 14 percent are no longer employed in education one year later.⁹

⁹ Regioplan, *Educational career monitor 2010, 2011*.

Table 5.1 Share of women in management and/or senior positions (in FTE)

	2006	2007	2008	2009	2010
Primary education					
Director	25	28	33	35	37
Assistant Director	45	47	50	56	57
Secondary education					
Director	19	21	21	26	26
Senior secondary vocational education					
Director	31	31	33	34	37
Higher professional education					
Salary Scale 13 and up	28	29	30	38	-
University education					
Professor	10	11	12	12	-
Associate Professor	17	17	18	19	-

Source: • primary, secondary and senior secondary vocational education (excluding AOC): Ministry of Education, Culture and Science..

• higher professional education: Higher Professional Education Council, www.hbo-raad.nl.

• university education: Ministry of Education, Culture and Science.

Reference date: 1 October, university education end of 2009.

5.2 Vacancies

There were 135,000 unfilled vacancies in the Netherlands at the end of March 2011. That amounts to seven thousand more than the previous quarter, and in excess of twenty thousand more than one year ago. Nearly all economic sectors added to the vacancy pool. The number of vacancies has shown steady growth since the first quarter of 2010.

The number of vacancies in education is currently lower than a few years ago. There were 950 unfilled vacancies on average in the 2010/2011 school year.¹⁰ This number is lower than the previous year. This decline is mainly due to the lower number of vacancies for teachers in primary education. There were 320 of these vacancies in the 2009/2010 school year, and only 200 in the following school year (also see the Annex).

Vacancies in secondary education and in senior secondary vocational education were stable compared to the previous year. There were 200 vacancies on average for teachers in secondary education and 160 for teachers in senior secondary vocational education.¹¹

Differences between subjects and regions

In secondary education there are relatively many vacancies in the subjects of Dutch, English and mathematics. The number of vacancies in these subjects comes as no surprise, given the strong presence of these subjects in the curriculum.¹²

There are relatively more vacancies in primary education in Amsterdam, Utrecht, The Hague and Flevoland (see Figure 5.1). The number of vacancies in primary education is nowhere so great that serious staffing problems are expected. Experience shows that schools do encounter regular staffing problems at an intensity of more than 1 percent.

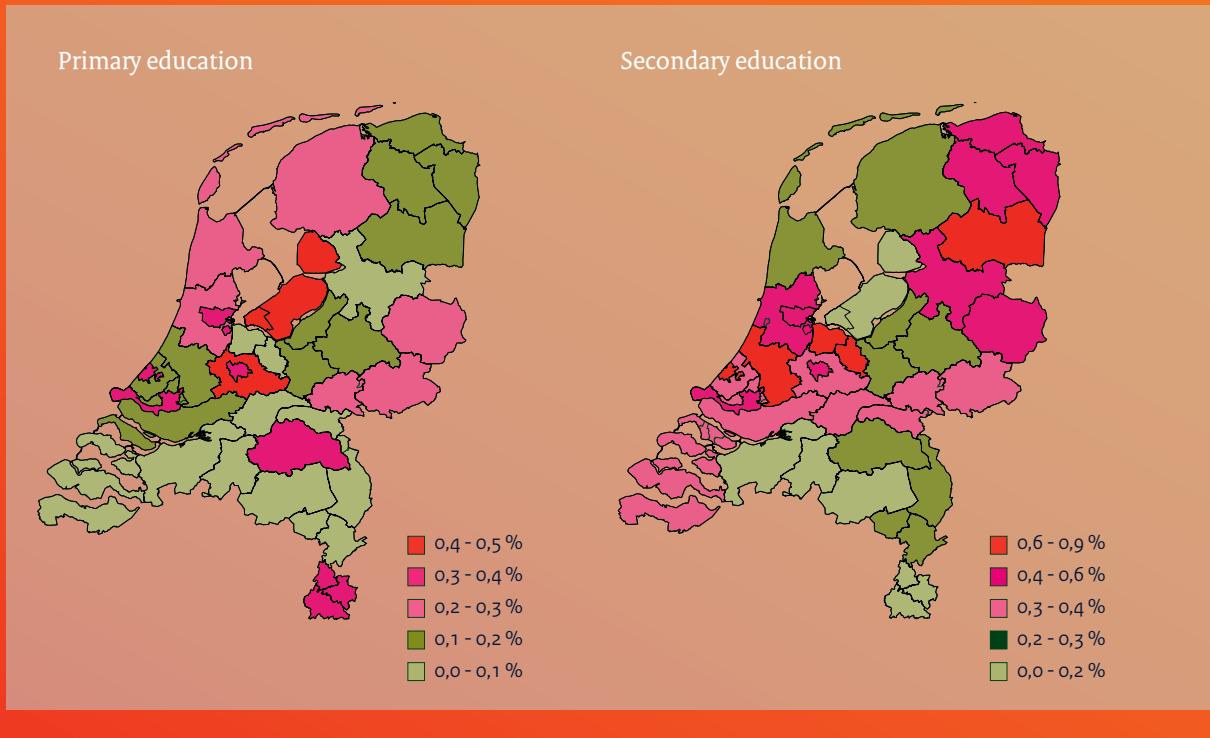
The Almere region has a relatively high intensity of vacancies in secondary education. This is also the case, though to a lesser extent, in the regions of Zeeland and Gooi-Vechtstreek/Eemland (see Figure 5.1).

¹⁰ The number of vacancies in a school year is the average of the number of vacancies at the end of each quarter.

¹¹ ResearchNed and Ecorys, *Labour Market Barometer for primary, secondary and senior secondary vocational education 2010-2011* (forthcoming).

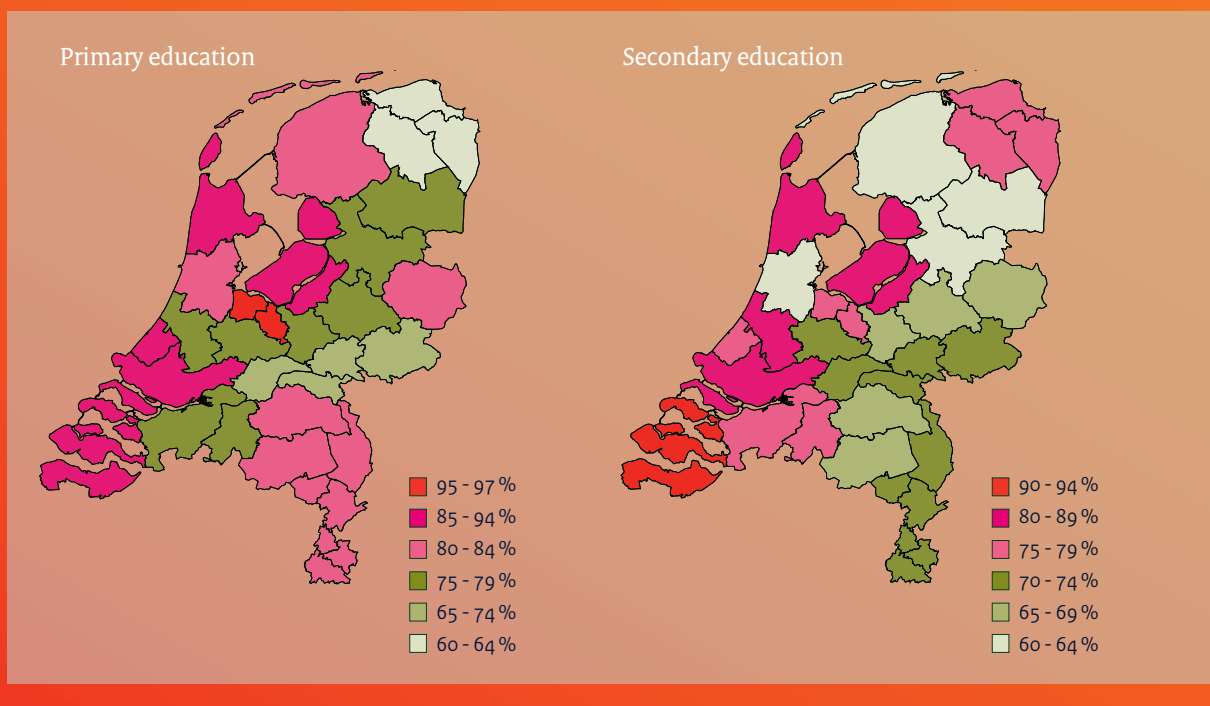
¹² ResearchNed and Ecorys, *Labour Market Barometer for primary, secondary and senior secondary vocational education 2010-2011* (forthcoming).

Figure 5.1 Open vacancy intensity by region, in primary and secondary education



Source: ResearchNed and Ecorys, Labour Market Barometer for primary, secondary and senior secondary vocational education (forthcoming).

Figure 5.2 Share of recent graduates with a teaching job



Source: Regioplan, Career monitor 2011 (forthcoming).

5.3 Employment opportunities for beginning teachers

Newly qualified teachers tend to find employment quite readily, just as in previous years. Of the students who graduated from the teacher training programme for primary education in 2010, 80 percent had a job in education within six months of graduation. Nearly three quarters of graduates looking for work in secondary education also found a job in education within six months of completing their teacher training programme (see Table 5.2).

Nevertheless, there are signs that the labour market position of newly qualified teachers is waning.¹³ Only 67 percent of new graduates had a teaching job immediately after graduation in 2010.¹⁴ This is slightly lower than in 2009 (71%). Six months after graduation, 77 percent had a job in education, which is also slightly lower than in 2009 (80%).

There are regional differences in the labour market position of recent teacher training programme graduates, however. Graduates of the teacher training programmes for primary education in the regions of Groningen, Nijmegen/Rivierenland and Arnhem/Achterhoek take relatively longer to find a job in education (see Figure 5.2). Newly qualified secondary school teachers find work in education less quickly in the regions of Friesland, South Drenthe/IJssel Vecht and Southern Noord-Holland (see Figure 5.2).

Nationally, newly qualified teachers have relatively little trouble finding work in their level of education. Their initial contract is generally on a temporary basis.¹⁵ Graduates of the university-affiliated teacher training programmes and the programmes in science and language offered at institutes for higher professional education have a relatively higher chance of being offered a permanent contract (more than 50%).

PABO graduates have less than a 40 percent chance of a permanent contract.¹⁶ Just 10 percent of newly qualified primary school teachers indicate having received a contract for an indefinite period of time.¹⁷

A small proportion of graduates of teacher training programmes for primary education find employment outside of primary or special education. Graduates of teacher training programmes for secondary education tend to find work in vocational education, practical training, senior general secondary education or pre-university education. Nearly one fifth of them find employment at a secondary vocational school or training centre (or other type of school) within six months of graduation (see Table 5.3).

The vast majority of newly qualified teachers (in 2009) indicate that they are satisfied or extremely satisfied with their work. Those with a regular job are more satisfied than those who are substituting. In primary education, 90 percent of teachers give their job a 7 or higher (out of 10). In secondary education, newly qualified teachers are positive about their work (87% gives a 7 or higher).¹⁸

Specialist training

The teacher training programmes may be regarded as relatively specialized.¹⁹ Students who graduate from more generic courses often fan out over many different types of jobs and/or sectors after graduation. In higher professional education, this high degree of specialization also applies to PABO graduates and to graduates of the second-level teacher qualification programmes for society and social history subjects. Of all university programmes (except for dentistry), graduates of university-affiliated teacher training programmes are the least likely to become employed in a profession other than that for which they have trained. It is likely that newly qualified

¹³ Regioplan, *Educational career monitor 2011* (forthcoming).

¹⁴ 14 percent have a job outside of education; the rest have a limited appointment or are not (yet) employed.

¹⁵ Regioplan, *Educational career monitor 2011* (forthcoming).

¹⁶ Elsevier/SEO, *Study and Work 2011, 2011*.

¹⁷ Regioplan, *Educational career monitor 2011* (forthcoming).

¹⁸ Regioplan, *Educational career monitor 2011* (forthcoming).

¹⁹ Elsevier/SEO, *Study and Work 2011, 2011*. Graduates of the teacher training programmes for

secondary education and for primary education score low on the HHI (Herfindahl-Hirschman Index), which means that they are concentrated in a number of professions or jobs.

teachers see no need to look for a job outside of education. Relatively speaking, newly qualified teachers who are graduates of institutes for higher professional education have been least affected by the current economic crisis; the growth in unemployment rates among these graduates is minor compared to other sectors.²⁰

²⁰ ROA, HBO-monitor 2009, 2010.

Table 5.2 Labour market position of recent graduates by cohort at three measurement points (expressed in percentages)

	Immediately after graduation			Half year after graduation			One year after graduation	
	2008	2009	2010	2008	2009	2010	2008	2009
Teacher training programmes for primary education								
Job in education	74	71	66	84	83	80	87	77
Job other than in education	10	10	11	6	6	7	5	10
Other	16	19	23	10	10	13	8	13
Teacher training programmes for secondary education								
Job in education	72	69	66	75	73	72	74	69
Job other than in education	18	17	19	17	16	17	17	20
Other	10	14	15	9	10	11	9	11
University-affiliated teacher training programmes								
Job in education	76	79	77	78	83	78	79	79
Job other than in education	13	12	9	15	12	12	15	16
Other	11	9	15	6	4	10	6	4

Source: Regioplan, Educational career monitor 2011 (forthcoming).

Table 5.3 Proportion of teacher training programme graduates in 2008, 2009 and 2010 that found a job in the relevant educational stream one half year after graduation (expressed in percentages)

	Teacher training programmes for primary education			Teacher training programmes for secondary education		
	2008	2009	2010	2008	2009	2010
Primary education	88	89	90	5	6	5
Special education	11	11	11	6	3	6
Pre-vocational secondary education	3	3	3	42	48	44
Senior general secondary education and pre-university education	1	0	1	51	50	46
Vocational education	1	1	0	19	15	19
Higher professional education and university	0	-	0	5	2	3
Other	1	1	1	2	4	4

Source: Regioplan, Educational career monitor 2011 (forthcoming).

5.4 Regional Cooperation

Although the educational labour market is reasonably balanced on the national level, some regions are experiencing difficulties in filling vacancies in schools. Regional cooperation is an excellent tool for addressing such regional problems.

There are many regional platforms in education in which school boards jointly work on resolving and preventing regional issues. The 10 regions with the most niggling problems were classified in 2008 as ‘risk regions’ for labour market log jams.²¹ The government has made funding available totalling approximately 24 million euros for these risk regions for three years.

The plans developed by these regions can be roughly divided into four main themes.

- recruiting and training new teachers
- retention of current staff
- coaching and training current staff
- safeguarding regional networks and instruments.

The scheme has been extended to September 2012 to give the regions a little more time to carry out their plans.

An initial assessment²² shows that collaboration in various regions between schools (for secondary education) and teacher training programmes has intensified. In addition, many regions have redoubled their efforts to improve the guidance provided to newly qualified teachers. Both the newly qualified teachers and the school reap the benefits of this approach. A number of regions have successfully implemented programmes to encourage teachers with a second-level qualification to ‘upgrade’ their qualification to a first-level qualification / master’s degree.

Not all projects have been equally successful, despite the tremendous effort put forth. Recruiting from the hidden reserve, for example, failed to produce any significant results. This is partly due to the economic downturn that gripped the nation shortly after the scheme was introduced. Furthermore, recruitment was often targeted at

relatively minor appointments that failed to entice former teachers to leave their jobs and make the switch to education. Also, these teachers often lacked the qualifications or experience as desired by today’s profession.

The Education Sector Employment Board (SBO) has been responsible for creating and supporting regional platforms in education in recent years. The government will stop funding for the SBO as of 1 January 2012. The infrastructure of the regional platforms is solid. The time has come for the platforms and the sectors to take their own responsibility. The role of government will be limited to removing regulatory barriers and (where possible) providing data on the regional educational labour market, among other things.

²¹ Ministry of Education, Culture and Science, *Subsidy scheme for harmonizing educational labour market in risk regions for secondary education* 2008-2011.

²² Ecorys, *Assessment of subsidy scheme for risk regions for secondary education. Initial interim evaluation: preparation and start-up, 2010.*

Table 5.4 Number of WAO or WIA disability benefits in the education sector (as of 31 December)

	Number						Change 2006 vs 2010
	2005	2006	2007	2008	2009	2010	
Total	35.599	33.051	31.059	29.196	27.538	26.167	-21%
WAO	35.599	32.402	29.635	26.914	24.379	22.044	-32%
WIA		649	1.424	2.282	3.159	4.123	-
Primary education	15.330	14.496	13.593	12.910	12.816	12.318	-15%
Secondary education	9.140	8.439	8.001	7.355	6.298	5.833	-31%
Vocational education	5.835	5.238	4.862	4.554	4.267	4.052	-23%
Higher professional education	2.359	2.202	2.075	1.964	1.857	1.782	-19%
University education	2.710	2.540	2.400	2.292	2.186	2.069	-19%
Research institutes	225	136	128	121	114	113	-17%

Source: Employee Insurance Agency UWV.

WIA: Work and Income (Capacity for Work) Act.

Table 5.5 Absenteeism** in education due to illness, 2002-2010 (expressed in percentages)

	2002	2003	2004	2005	2006	2007	2008	2009	2010
Primary education	7,6	6,8	6,5	5,9	5,8	5,9	6,0	6,0	6,1*
Special education	8,7	7,6	7,2	6,4	6,3	6,8	6,7	6,7	6,5*
Secondary education	7,0	5,8	5,6	5,4	5,0	5,1	5,1	5,1	4,9*
Vocational education	7,3	7,2	5,7	5,9	5,8	5,7	5,8	5,8	5,9
Higher professional education	5,1	4,9	4,7	4,5	4,5	4,5	4,7	4,3	4,2
University education	3,5	2,9	2,9	3,4	3,2	3,1	3,1	3,0	3,0
Research institutes	3,6	2,9	3,0	2,9	2,7	3,0	3,1	3,2	2,7

Source: Regioplan Beleidsonderzoek, Secondary Education Council, Health Service Desk for vocational education and adult education, the Higher Professional Education Council (Zestor), the Association of Universities in the Netherlands VSNU and the Employers' Association of Research Institutes WVOI.

* These data are based on the Program of Requirements that dictates how the institutions provide the information to DUO. The figures are provisional.

97.5 percent of institutions in primary education and 82.5 percent in secondary education are covered.

** Figures for primary education, special education, secondary education, senior secondary vocational education and university education show the total for illness-related absenteeism for the first two years of illness. The figures for higher professional education and research institutes exclude all absenteeism with a duration of longer than one year.

Table 5.6 Number of recipients of unemployment benefits (on December 31) by year and education stream

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Primary education	245	805	1.831	3.248	3.587	3.478	2.697	2.519	2.619	2.682
Secondary education	199	584	1.331	1.772	1.857	1.724	1.270	1.298	1.253	1.402
Vocational education	130	347	850	1.210	1.152	926	633	684	888	845
Higher professional education	80	224	439	634	675	584	450	439	496	512
University education	392	700	1.261	1.688	1.472	1.100	664	579	838	899
Research institutes	93	150	230	221	170	56	38	37	41	41
Total	1.139	2.810	5.942	8.773	8.913	7.868	5.752	5.556	6.135	6.370

Source: Employee Insurance Agency UWV.

5.5 Inactivity

Employee inactivity affects the availability of sufficient staffing. Disability, illness and unemployment are the main reasons of inactivity. This section discusses the developments that have taken place in recent years. It also briefly discusses re-integration from the various forms of inactivity.

Inability to work

The Work and Income (Capacity for Work) Act (WIA, the new Invalidity Insurance Act WAO) was enacted at the end of December 2005. The number of benefits received in education under the WIA Act is now more than 4,150 (end of 2010). The number of WIA beneficiaries is expected to grow in the years to come. The number of WAO beneficiaries will gradually decline, however, mainly because the beneficiaries will reach retirement age. There were more than 10,300 fewer WAO benefits paid at the end of 2010 than five years earlier (see Table 5.4), representing a decrease of 32 percent. In the same period the number of WIA benefits increased by 3,500. On balance, the number of disability benefits (WAO and WIA) is therefore declining (-21%).

Absence through illness

In recent years there has been more emphasis on policies on absence due to illness and re-integration (known as the health and safety, absenteeism and re-integration policy AVR). The Ministry of Education, Culture and Science provides support to AVR policy for primary education through the Staff Replacement Fund Foundation (Stichting Vervangingsfonds), and for secondary education through the Health Service Desk (Arbo-VO). These organizations develop and implement the health and safety, absenteeism and re-integration policy, and also have a national advisory role for their own sector.

Their approach is successful, as evidenced by the drop in absenteeism in primary schools, special education, secondary education and senior secondary vocational education in recent years (see Table 5.5). Absenteeism due to illness has declined slightly since 2009 across the board.

Unemployment and re-integration

Unemployment is very low in the government and education sectors. Since 2005, employers in the education sector have been responsible for the re-integration of their unemployed former employees. As a result, government- and education employers (who carry a part of the risk of paying the benefits) will have a compelling incentive to keep the burden associated with the Unemployment Insurance Act as low as possible. They will do this, by re-integrating unemployed former employees as quickly and effective as possible. In primary education, the Collective Redundancy Payments Fund (Participatiefonds, for the financing of unemployment benefits to education personnel) works on behalf of all employers as the contractor for re-integration programmes. In secondary education, the institutions (employers) themselves contract for these services. This comprehensive responsibility for re-integration seems to contribute to the low unemployment volume and unemployment risk among employers in the government and education sectors.

Situation in 2010

Compared to 2009, the number of people in the education sector receiving unemployment benefits rose by 3.8 percent on average in 2010 (see Table 5.6). The increase was 9.4 percent in the previous year. In absolute terms, the increase was caused by 235 individuals who mainly worked in secondary education.



C6

Conditions of employment and collective labour agreements

This chapter discusses the development of conditions of employment. The government wants to restore order to public finances. The government has therefore decided, amongst other things, that in 2011 there will be no governmental contribution to wage development in public sector salaries, with the exception of the healthcare sector. Section 6.1 discusses the development of collective labour agreements. Section 6.2 provides an international comparison of teachers' salaries. The remaining sections deal with the legal status and pensions of teaching staff.

6.1 Development of collective labour agreements

The coalition agreement states that this year there will be no governmental contribution to wage development in the public sector (excluding the healthcare sector). This means that, in 2011, public sector will not be indexed with funds from the central government. Employers will receive a reimbursement in 2011 to ease the increase in the cost of their contribution to social welfare provisions. In addition, investments within the context of the LeerKracht action plan will continue in 2011. This will result in a pay rise for a part of all employees in the education sector.

Given that current budgetary restraints preclude wage increases, few new collective labour agreements have been agreed in 2011. A new agreement for secondary education was concluded in 2011, however, which runs from 1 August 2011 to 1 August 2012. This collective labour agreement does not include wage increases. However, it does include agreements on contact hours, a qualification model and a higher year-end bonus for educational support staff.

The conditions of employment in primary education have not yet been fully decentralized. A bill that will enable full decentralization has been submitted to the Dutch House of Representatives for consideration. Various parties will establish the collective labour agreements for this level of education until decentralization is legislated. The government and the trade unions will establish the agreements on remuneration, including the common wage increases. In addition, the employers and the unions will establish the agreements on the fringe benefits in the so called 'decentralized collective labour agreement'. Bargaining on the decentralized agreement ground to a halt in early 2011, so the previous decentralized agreement was extended until 1 January 2012.

Overview of wage increases

Table 6.1 presents an overview of contractual wage increases in the various levels of education and in the market sector. Among other things, one sees that contractual wage increases were not uniform across the levels of education

in 2010. This is due to the fact that some levels of education (e.g. secondary education) had long-term collective labour agreements in 2010, while others needed to reach new agreements.

Labour force participation among older teachers

A current theme in the conditions of employment is, among others, regulation on labour force participation among older teachers. The House of Representatives ratified a motion in April 2011 on promoting labour force participation among older teachers (the BAPO regulation). In its motion, the House asked the government to encourage the partners in the Education Foundation to adjust the BAPO regulation. A letter was therefore sent to the social partners in the Education Foundation, in which the State Secretary of Education asked them to devise new agreements to encourage sustainable employment and availability, provide flexibility and that are appealing to workers in various age groups. The social partners will look closely at the future of labour force participation among older teachers. Moreover, they will discuss it.

Table 6.1 Contractual wage increases by year, 2002-2010 (in percentages)

	2002	2003	2004	2005	2006	2007	2008	2009	2010
Primary education	4,5	3,2	0,4	0,2	2,4	3,0	3,5	2,0	-
Secondary education	4,5	3,2	0,4	0,2	2,4	3,2	3,1	3,4	1,6
Vocational education	4,5	3,3	0,1	0,4	2,9	3,4	4,2	2,4	0,0
Higher professional education	4,2	3,0	1,2	0,0	1,7	2,9	3,7	2,8	2,0
University education	4,9	3,0	1,4	0,7	2,8	3,0	3,4	3,3	0,9
Research institutes	6,7	1,5	0,0	0,2	1,5	3,9	3,2	3,3	1,6
Private sector	3,5	2,7	1,5	0,7	2,0	1,8	3,5	2,7	1,0

Source: Ministry of the Interior and Kingdom Relations, Report on Trends in Public Sector Employment Issues 2011 and previous Trend reports, also Netherlands Bureau for Economic Policy Analysis, Macro-economic Outlook 2011 and previous years.

6.2 Teacher salaries in international perspective

The OECD publishes an annual report entitled *Education at a Glance*, which includes many indicators relating to education, including salaries. Remuneration is one of the factors that contribute to the overall appeal of the profession.

Difference in salary by level

In most OECD countries, teachers' pay rises with the level that they teach. In Belgium and Luxembourg, for example, the salary of a teacher in the upper years of secondary education who has 15 years' experience is at least 25 per cent higher than a primary school teacher with the same level of experience. The difference is about 20 per cent in the Netherlands, France and Finland. In other countries, the difference in teacher pay in primary or secondary education is negligible. This is the case in countries such as Australia, England, Japan and Korea, where teachers with a similar level of experience earn the same regardless of the level they teach.

Difference between starting salary and maximum salary

Salaries at the top of the scale are 60 per cent higher on average than starting salaries, both in primary and in secondary education. The differences are often largest in those countries where it takes relatively longer to reach the top of the scale. In countries where it takes thirty years or more to reach the maximum salary, this level of remuneration is 80 per cent higher on average than the starting salary.

In the Netherlands, the maximum salary in primary education is 40 per cent higher than the starting salary, which is lower than the OECD average. The difference is about 70 per cent in secondary education. This is due to the fact that there are three salary scales for secondary education in the Netherlands. This results in a more pronounced discrepancy between starting salaries and top-of-scale salaries.

Trends

Teacher salaries rose in real terms in nearly all countries between 1995 and 2009. Two notable exceptions are France and Switzerland, where salaries declined during the same period. Between 2000 and 2008, the growth in

teacher salaries lagged behind per capita gross domestic product (GDP) growth in most countries. In 2008 and 2009, most countries experienced an increase in teacher salaries relative to per capita GDP.

This is primarily a consequence of the financial crisis. Per capita GDP dropped rapidly in many countries, while teacher salaries remained stable for a short while. This should come as no surprise, since wage adjustments lag behind economic fluctuations. Collective labour agreements are generally valid for a number of years, after all. Conclusions cannot yet be drawn about the consequences of the financial crisis for teacher salaries in an international perspective, since many countries introduced economic measures only in 2009.¹

Teacher salaries compared to salaries for other highly skilled workers

Good conditions of employment and a favourable working environment are necessary for attracting and keeping good teachers who are also willing to invest in their personal and professional development. A good salary that is competitive with other highly skilled professions is also important for the appeal of the profession.

Dutch teachers' salaries are among the highest in the OECD countries.² Things are different when these salaries are compared to the (average) salaries of other highly skilled workers. The salary of the average primary school teacher with fifteen years of experience in OECD countries is about 78 per cent of the average salary of highly skilled workers in the age range of 25 to 64 years. This is 82 per cent for teachers in the initial years of secondary education, and 86 per cent for teachers in the upper years of secondary education. The Netherlands ranks below the OECD average at 67, 81 and 81 per cent, respectively (see Figure 6.1).

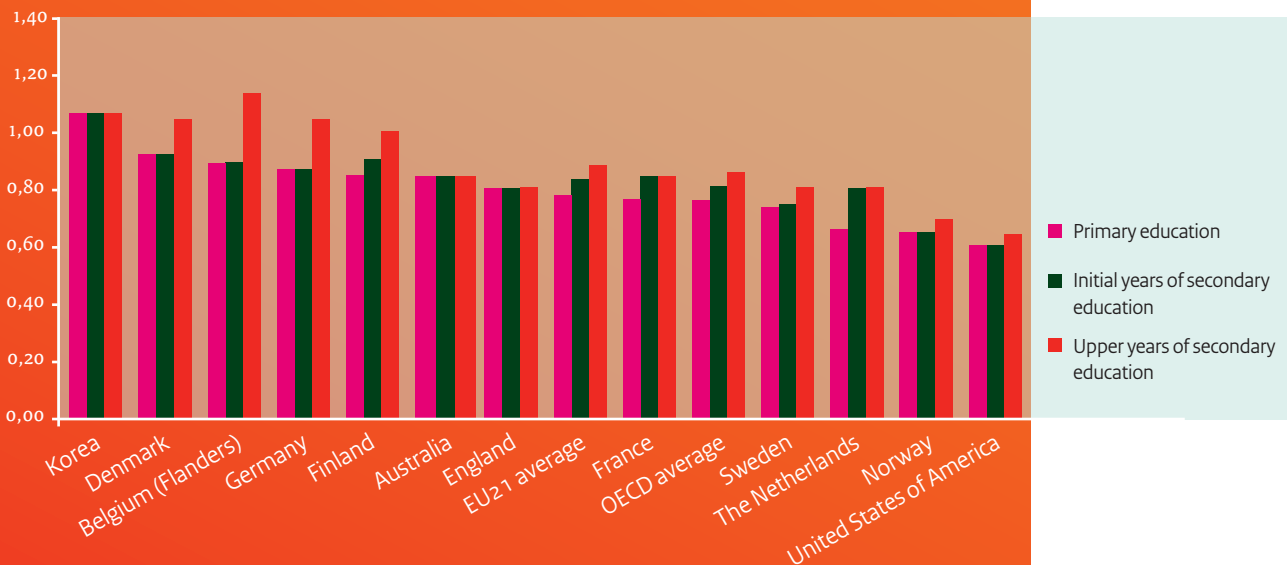
The *Education at a Glance 2011* report covers teacher salary data for the 2008/2009 school year. The salary measures that are part of the *LeerKracht* action plan are not or hardly reflected in this data.

¹ OECD, *Education at a Glance 2011*, 2011.

² OECD, *Education at a Glance 2011*, 2011.

In a relative sense, salaries for primary and secondary school teachers are highest in Greece, Spain, Portugal and Korea. School teachers in these countries earn more than highly skilled workers on average. In Belgium and Germany, teachers in the upper years of secondary education are the most likely to earn more than other highly skilled workers.

Figure 6.1
Salary of teacher with 15 years' experience compared to the average salary of highly skilled workers in the age range of 25 to 64 years.



Source: OECD, *Education at a Glance*, 2011.

6.3 Standardization of legal status

The legal status of civil servants is different from the conditions in the private sector. Government employment is regulated by administrative law, for example, whereas employment in the private sector is subject to private law. Civil servants are not employed on a contractual basis (as is the case with employees in the private sector), but based on an unilateral appointment by the competent authority. Dismissal can be fought by appealing to the administrative court and the Central Appeals Tribunal. There is a distinction between public education and private education ('bijzonder onderwijs' in Dutch). In public education, staff are civil servants and the administrative court is the authority. Staff in private education work on contractual basis, and are subject to different rules regarding dismissal than their colleagues in public education. In this case, the Appeal Committee and the cantonal judge are the authority. The great majority of teaching staff (about 70 percent) works in private education, and therefore has a contract governed by private law.

The government wants to standardize the legal status of civil servants. The coalition agreement states the following: 'Legislation governing civil servants will be brought in line with employment law. The transition from job to job must be subject to the same conditions for civil servants as for workers in the private sector'.

Members of the House of Representatives Fatma Koser Kaya (political party: D66) and Eddy van Hijum (political party: CDA) have filed an initiative on this issue. Their proposal was put before the House on 3 November 2010. The initiative puts an end to formal appointments and legal proceedings before the administrative court.

6.4 Pension schemes

Pension schemes are under considerable strain in all sectors, including education. New agreements therefore must be made between employers and trade unions.

ABP and the economic crisis

All levels of education participate in the General Pension Fund for Public Employees (ABP) for their pensions. The credit crunch hit ABP and other pension funds hard after September 2008. The fund's financial position necessitated a recovery plan, which was drawn up in March 2009. This plan should lead to a coverage ratio of at least 105 percent within five years, and at least 125 percent in fifteen years. The recovery plan provides for a temporary depository of 3 percentage points on the premium, of which 1 percentage point has already been implemented. The pension premium for old age and surviving dependants' pensions rose to 21.9 percent as of 1 April 2011.

Pension agreement specification

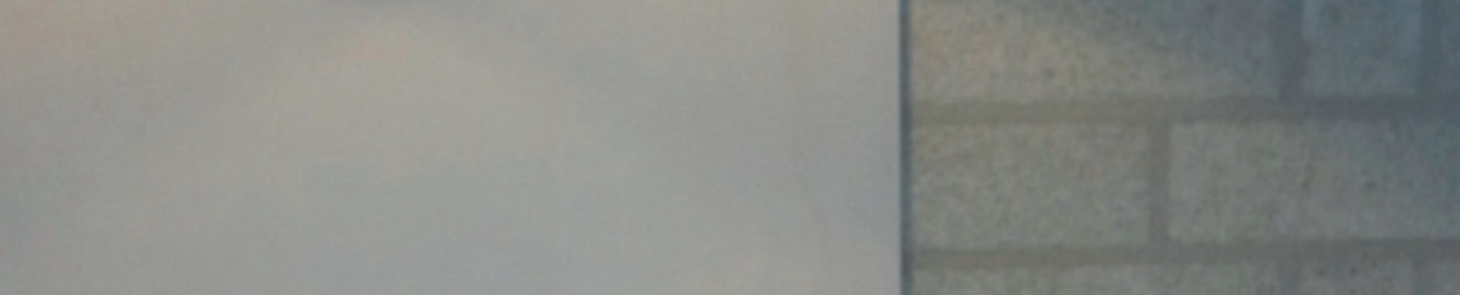
The Joint Industrial Labour Council and the government have come to an agreement about the future of the nation's pension system. This is detailed in the Pension Agreement of 4 June 2010 and in the Pension Agreement Specification Memorandum of 10 June 2011.³ The levels of education and the public sector are united in the Association of Public Sector Employees (VSO). VSO is not part of the Joint Industrial Labour Council, but is kept fully apprised during negotiations. The trade unions and VSO make agreements on the content of the ABP pension scheme in the Pensions Chamber.

New agreements on the ABP pension

Events in recent years have demonstrated that today's pension system is not sustainable enough. The indexation (i.e. adjustments to keep pace with wage developments) lag is nearly 8% for ABP. Life expectancy of ABP participants is also currently higher, which is not sufficiently reflected in the premiums paid. The pension agreement and its specification clarify the distribution of risks. The pension scheme must reflect the fact that participants are living longer.

Furthermore, the ageing of the population means that the group actually paying premiums is getting smaller. This means that setbacks on the financial markets - low interest rates or disappointing stock exchanges - can no longer be compensated by raising premiums. These problems can no longer be pushed into the future.

³ *The results of FNV's (federation of trade unions) consultation of employees on the pension agreement were not known at the time of publication.*

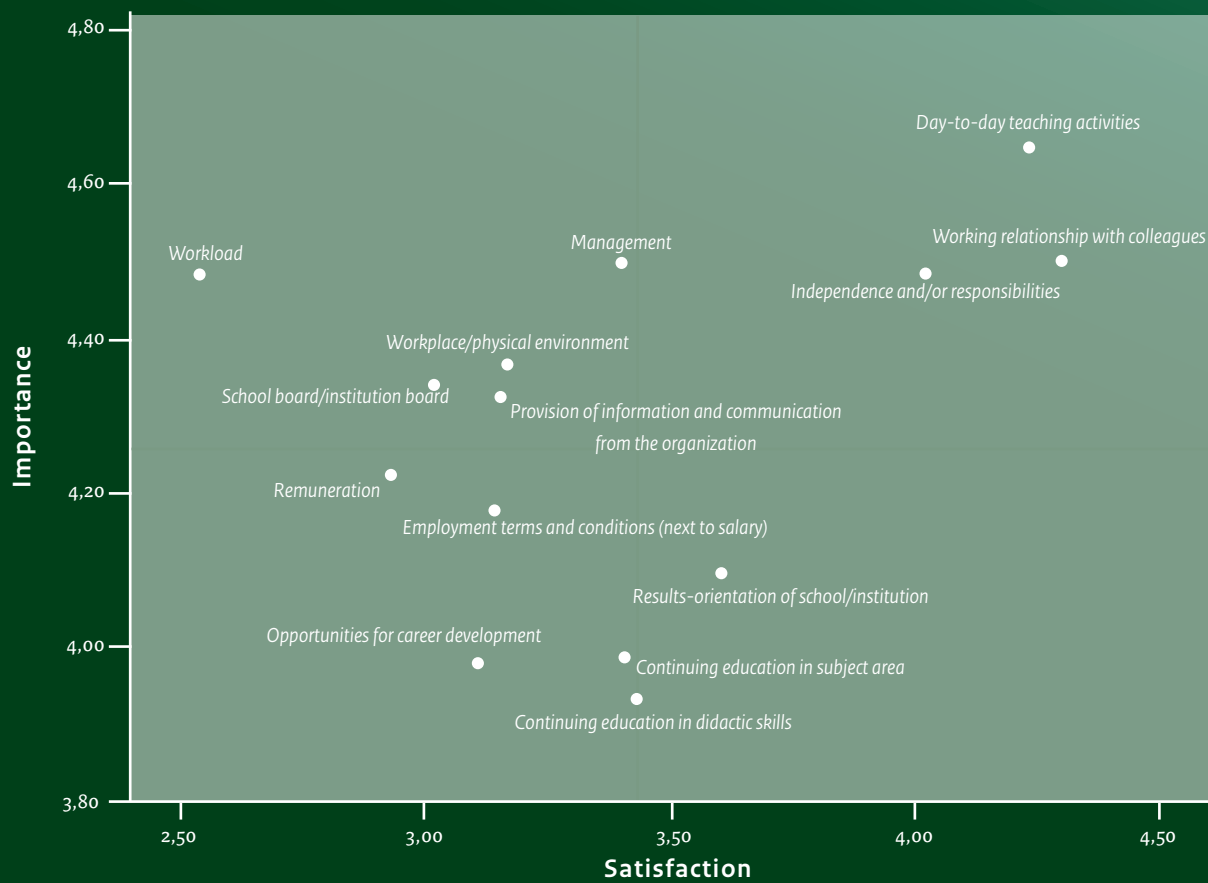


Annexes

A2

The school as a professional organization

Figure A.2.1
Importance of various aspects of work and related levels of satisfaction - teaching staff



Source: Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).

A.2.2

Statements on work, appreciation and stress - in agreement by level of education, in percentages

	PO	VO	MBO	HBO	Total
<i>I enjoy my day-to-day teaching activities</i>	96 %	93 %	90 %	91 %	94 %
<i>I have enough influence on my day-to-day teaching activities</i>	82 %	83 %	74 %	79 %	81 %
<i>There is a pleasant atmosphere at work</i>	83 %	78 %	74 %	77 %	80 %
<i>I have enough career opportunities</i>	39 %	32 %	28 %	40 %	36 %
<i>My working hours are in sync with my home life</i>	68 %	70 %	71 %	76 %	70 %
<i>I feel appreciated by my supervisor</i>	73 %	67 %	64 %	68 %	69 %
<i>My supervisor lets me know if he/she is satisfied with my work</i>	64 %	58 %	56 %	63 %	61 %
<i>My supervisor gives me enough support</i>	58 %	55 %	50 %	53 %	56 %
<i>My workload is heavy</i>	57 %	51 %	51 %	57 %	54 %
<i>I often feel that I don't have enough time</i>	69 %	54 %	54 %	56 %	62 %
<i>I can often decide how I schedule my workday</i>	68 %	73 %	69 %	78 %	71 %
<i>I can set my own pace of work</i>	47 %	51 %	51 %	56 %	50 %
<i>My work makes me feel burned out</i>	22 %	20 %	20 %	18 %	21 %
<i>I feel exhausted when I get up in the morning and have to face another workday</i>	18 %	18 %	18 %	17 %	18 %
<i>I can decide on the order in which I complete my work</i>	52 %	50 %	56 %	65 %	54 %
<i>I can work on my personal/professional development</i>	60 %	50 %	46 %	62 %	56 %
<i>I feel encouraged by my school to improve my teaching qualities</i>	57 %	43 %	37 %	47 %	49 %

Source: Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).

PO = Primary education

VO = Secondary education

MBO = Vocational education

HBO = Higher professional education

A.2.3

Stress score by level of education and function

Level of education	Job category	Stress score
Primary education	Management	-10,6
	Teaching staff	-15,7
	Educational support staff	-14,0
	Support staff	-9,8
	Total	-14,8
Secondary education	Management	-10,3
	Teaching staff	-16,6
	Educational support staff	-13,8
	Support staff	-13,7
	Total	-15,6
Senior secondary vocational education	Management	-12,8
	Teaching staff	-18,5
	Educational support staff	-14,7
	Support staff	-14,3
	Total	-16,8
Higher professional education	Management	-10,5
	Teaching staff	-15,4
	Educational support staff	-12,5
	Support staff	-13,1
	Total	-14,3
Total	Management	-10,6
	Teaching staff	-16,2
	Educational support staff	-13,9
	Support staff	-12,8
	Total	-15,3

Source: Research voor Beleid, Interim evaluation of LeerKracht 2011 voluntary agreement (forthcoming).

A5

Labour market

A.5.1

Open vacancies¹ (in FTE)

	'03/'04	'04/'05	'05/'06	'06/'07	'07/'08	'08/'09	'09/'10	'10/'11
Primary education								
Management	210	150	150	180	190	210	160	150
Teaching staff	310	210	190	330	410	670	320	200
Educational support staff	100	60	70	120	120	130	60	50
Total primary education	620	420	410	630	720	1.010	540	400
Secondary education								
Management	50	30	20	50	50	40	50	30
Teaching staff	250	180	150	320	400	160	210	210
Educational support staff	60	60	40	60	80	50	30	20
Total secondary education	360	270	210	430	530	250	290	260
Senior secondary vocational education and adult education								
Management	20	10	10	20	20	10	30	10
Teaching staff	110	150	130	270	270	150	110	160
Educational support staff	90	110	110	260	310	120	100	130
Total senior secondary vocational education and adult education	220	270	250	550	600	280	240	300
Total all levels of education	1.200	960	870	1.610	1.850	1.540	1.070	960

Source: ECORYS and ResearchNed, Employment Outlook Survey primary, secondary and vocational education.

¹ Average number of vacancies by school year (in FTE).

A6

Conditions of employment and pension

A.6.1

Salary data for education sector 2011 (gross monthly wages in euros for a standard job)

Salary lines and wages as of 01-01-2011

Primary education	Teacher		Adjunct director ¹		Director			
			up to 899 students	900 or more students	up to 199 students	200 up to 399 students	400 up to 899 students	900 or more students
Salary scale	LA	LB	AB	AC	DA	DB	DC	DC+ Extension
Starting salary	2290	2374	2385	2436	2605	2707	2811	2811
Maximum salary	3274	3597	3786	4275	3837	4350	4863	5067
Salary line in years	15	15	13	18	13	15	16	18

¹ In accordance with the LeerKracht voluntary agreement, scale AA has been dissolved as of 1 August 2010 and the adjunct directors affected have been moved to scale AB.

Salary lines and wages as of 1-1-2011

Special (primary) education	Teacher		Adjunct director		Director		
			up to 199 students	200 or more students	up to 199 students	200 up to 399 students	400 or more students
Salary scale	LB	LC	AB	AC	DB	DC	DC+ Extension
Starting salary	2374	2387	2385	2436	2912	3118	3118
Maximum salary	3597	4197	3786	4275	4350	4863	5067
Salary line in years	15	15	13	18	15	16	18

A.6.1 (sequel)

Salary lines and wages as of 1-1-2011

Special education	Teacher		Adjunct director		Director		
			up to 100 students	100 or more students	up to 100 students	100 up to 199 students	200 or more students
Salary scale	LB	LC	AB	AC	DB	DC	DC + Extension
Starting salary	2374	2387	2385	2436	2912	3118	3118
Maximum salary	3597	4197	3786	4275	4350	4863	5067
Salary line in years	15	15	13	18	15	16	18

Salary lines and wages as of 1-1-2011

Secondary education	Teacher			Director				Chair of central administration ¹			
	LB	LC	LD	12	13	14	15	13	14	15	16
Starting salary	2445	2460	2470	3177	3856	4419	4640	3856	4419	4640	5032
Maximum salary	3739	4361	4962	4962	5381	5913	6495	5381	5913	6495	7137
Salary line in years	15	15	15	16	13	11	12	13	12	12	12

¹The highest applicable salary scale is scale 17. The maximum salary is € 7842.

A.6.1 (sequel)

Salary lines and wages as of 1-1-2011

Vocational education and adult education	Teacher		Instructor	Staff director ¹	Chair of Executive Board
	LB	LC			
Salary scale	LB	LC	LD	14	18
Starting salary	2405	2616	2845	4321	5773
Maximum salary	3778	4280	4849	5773	8403
Salary line in years	14	15	15	12	13

¹ This is a sample job in the position appraisal system for the vocational education and adult education stream. It can be seen as the toughest staff job and might be found in HR, Finance or IT.

Salary lines and wages as of 1-1-2011

Higher professional education	Instructor	Teacher			Lector (old style)	Lector (knowledge network)			
		Instructor	Instructor	Instructor					
Maximum scale	8	9	10	11	12	13	14	15	16
Starting salary	2200,21	2303,36	2303,36	2998,61	3690,58	4226,99	4418,49	4656,76	5015,81
Maximum salary	3021,67	3404,43	3740,63	4365,16	4964,68	5385,74	5916,70	6499,89	7142,90
Salary line in years	12	11	13	13	13	11	12	13	13

The procedure for progressing through the scale was changed on 1 January 2006. The 'automatic' increment on 1 August of each year no longer applies. Whether an increment is awarded, and the amount of the pay rises, are now dependent on an appraisal. The increment is not a fixed amount, but a standard percentage of the maximum salary in the relevant pay scale. The job scales have so-called preliminary pay scales. The salary line in years is based on an annual positive appraisal (the standard percentage increment is awarded).

A.6.1 (sequel)

Salary lines and wages as of 1-1-2011

University	Professor A (H2)	Professor B (H1)	PhD student (P)	Teaching assistant (SA) (max. 1/2 FTE)
Starting salary	4904	5463	2042	1801
Maximum salary	7142	8622	2612	2099
Salary line in years	14	16	4	3

Please note:

Changes in accordance with LeerKracht van Nederland voluntary agreement:

- As of 2009 the salary lines for teachers in primary and secondary education were shortened by one year to 15 years, and as of 2011 the salary line for teachers in secondary education will be shorted annually by one year to 12 years in 2014. In vocational education and adult education the salary line for the scales LB, LC and LD will be reduced to 12 steps starting in 2012. Primary school and secondary school teachers at the top of their scales will receive an annual loyalty bonus in August of € 715.21 and € 1331.71, respectively. In addition, primary school teachers at the top of their scales will receive € 61.00 per month following a one-off appraisal.
- Teachers in vocational education and adult education will receive an annual loyalty bonus after being at the top of their scales for five years: LB € 1368, LC € 1524 and LD € 1692.
- Directors in primary education in scales DA through DC+extension receive a monthly allowance of € 298 as of 1 January 2009.
- The job levels are drawn from the decentralized collective labour agreements.
- The starting salary and duration of the salary line for directors depends on their final salary in their previous (teaching) job.
- In addition to the holiday allowance of 8% in May, staff will also receive a year-end bonus based on their annual salary in 2011: primary education: 7.10% (incl. monthly life course allowance of 0.80%) + a nominal allowance in October of € 200, secondary education: 7.40%, vocational education and adult education: 8.33%, higher professional education 8.30% + nominal allowance in October 2011 of € 460 and university education 8.30%.

Abbreviations

PO = Primary education (BO, SBO, SO)
 BO = Primary education
 SBO = Special primary education
 SO = Special education
 VO = Secondary education

BVE = Vocational education and adult education
 HBO = Higher professional education
 WO = University

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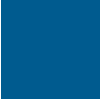
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