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DIRECTORATE FOR EDUCATION

Improving School Leadership - OECD Review

Background Report for the Netherlands

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School leaders in the Netherlands

Countrydocument for the OECD

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TABLE OF CONTENTS

SUMMARY

The Netherlands participate in the OECD project "improving school leadership". This is the Dutch country document and thereby the Dutch contribution to this project. This document is based on desk research of over 150 written sources and a variety of websites. Complementary interviews have been held with a number of specialists in the department, the Inspectorate and experts in the field. This document describes governance, promoting learning, the attractiveness of the profession and training of school leaders. Also included are the main policy subjects on the theme of school leadership.

Governance and management in schools

The Dutch educational system is characterised by a variety of management structures with different tasks and roles of the school leaders. There are considerable differences between the sectors. A school leader in a more complex organisation such as an ROC has a completely different set of responsibilities and requires other competences than those of a school leader in a primary school. But even within sectors there are substantial differences between school leaders. In primary education in addition to the 'traditional' directors (head teachers) there are now deputy directors, directors of one location, upper school managers. In secondary education there is a diversity of structures with several layers of management but also traditional schools with one school leaders. This also applies for the BVE sector. These differences make it almost impossible to find a good definition that covers all types of school leaders. For the purpose of this report we have focussed on those school leaders that, within a school or institution or a part of the same, carry out leadership duties. If we look at the function of school leader from a historical perspective we can see that much has changed as years have gone by. Things altered as a consequence of the changes in government policy. There are two principles that explain the government policy of increase of scale and decentralisation.

The increase in scale came into being in secondary education and the BVE sector in particular where school with thousands of pupils (and sometimes more) were created. Increase of scale also occurred in primary education in terms of the board of governors: the average size of the schools themselves has remained about the same. Increase of scale has consequences for the school leader. Larger, and therefore more complex, organisations have more layers of management each with its own duties and functions. In larger organisations there is also scope for specialisation: managers occupied specifically with personnel policy, accommodation, ICT, finance and accountability. In the usually much smaller schools in primary education we see, as a part of the increasing number of management, the upper school managers who often have a specialisation comparable to school leaders in the other sectors.

Decentralisation has been a general tendency in the educational policy of the past decade. Education entirely stipulated by the State has never been known in the Netherlands: schools have always had considerable freedom in the field of education itself (style, methods and content). However there have been some significant changes in the fringes (finance, personnel, accommodation, ICT). Although these aspects were formerly organised by the central government they are more and more topics being left to the institutions themselves to arrange. Recently schools in primary education have been given block rate funding. Block rates allow the schools more opportunity to make their own choices when spending the financial means they receive from the government.

Also the negotiations of salaries and conditions of labour are largely decentralised. Only for primary education the minister is still the one who leads the negotiations.

No regulations about the school leader have been included in educational legislation – neither about duties, functions or authority nor about the qualifications or quality and competences of school leaders. For teachers this is regulated in the BIO Act. The sector itself is responsible for the specification of the function of school leader. The sector willingly accepts this challenge. The

NSA (together with the school leaders) has now compiled a professional profile and required competences for primary education and there is a register for school leaders. The VO council is preparing relevant competence requirements for secondary education but there is no register of school leaders. There is no such system for MBO as yet but there are plans to develop an 'MBO-academy' in which school leaders can follow training and where extra training activities are offered.

Improvement of learning and professionalisation

The school leader plays an important part, particularly in accountability for learning results. This is internal and external accountability for the total yield (of an educational institution or training) and is less concerned with the results of individual pupils. The quality assurance systems of schools and institutions are an important source of information about the development of the quality of education, here again the school leaders have an important task in realising such systems. School managements are responsible for their personnel policy and for coaching (new) teachers. These tasks are often passed on to school leaders. The schools for primary and secondary education are making progress in the field carrying out job evaluations. Assessment interviews, in particular those linked to differentiation in primary (salary) and secondary (duties, schooling) labour conditions are not yet common to all schools. In the BVE area many improvements in the field of integral personnel policy are evident. The attitude of all those involved with IPB shows a strong progression. When the BIO Act came into force in August 2006 the professionalisation of personnel was highlighted. In the school quality assurance plan the school management is responsible for reporting how it intends to maintain the competences of its personnel. This is the base on which agreements (relating to specific schooling and improving expertise) are made between employers and employees.

Relevant policy themes at this moment are the quality of education, improving reading and mathematics competencies within teacher training and implementing a sufficient amount of time for education (number of hours per annum).

Attractiveness of the profession of school leader

There are hardly any shortages of school leaders in secondary education and the BVE sector, nor is there expected to be in the future. That is quite another story in primary education, where there have been unfilled vacancies for school leaders for some years now, although the extent was limited in the last two years (2005 en 2006). Especially in primary and secondary education the promotion of teachers is the common way to recruit school leaders.

The Ministry of Home Affairs and Commonwealth Relations pays attention to the salaries for government employees in relation to those of employees in the market sector. This study found that the salaries of education personnel are lagging behind those of employees in the market-sector. Further investigation by the Ministry of OCW showed that salaries varied greatly according to age, type of contract, and the educational level of the educational personnel, generally speaking the salary differences increase according to the educational level and age. The education sectors offer reasonable starting salaries but, as a consequence of long career progress and a very limited career perspective (due to the flat organisation structure of education), these do not rise very quickly. At a later age the difference with the market becomes less pronounced because salaries, due to the longer career progress continue to rise longer than those in the market. These differences with the market also apply for school leaders. The difference in salary between school leaders and teachers is smallest in primary education.

In the Netherlands policy initiatives to recruit school leaders are intended for primary education. Although some policy initiatives also apply to other sectors the expected shortage of school leaders in primary education (and the fact that most of them are promoted from the teaching staff) is the reason for this policy. Examples of this policy are subsidies for starting school leaders, the

project "duo-banen" (shared jobs) en "bazen van buiten" (horizontal recruitment). There is also a measure for temporary shared jobs thereby paying special attention for promoting leadership for females. Horizontal recruitment of school leaders is possible since 2002. Since then it is possible to appoint a person without teaching qualifications for the position of school leader.

Training and the professional development of school leaders.

In the Netherlands there is a variety of courses for school leaders in secondary and especially secondary education. Since 1994 the ministry has a special subsidy for a training of school leaders (which is not obligatory). The sector itself determines what competencies are the basis for these courses.

There is very great variety of institutions etc offering education, training and tailor made courses for school leaders: Higher Vocational Education (HBO) , intermediaries of trade unions such as the General Association of School leaders (AVS), national pedagogic centres, Centre for Innovation in Education (CINOP), trade unions and commercial training institutes. The length of the training period varies greatly, from 2 (sometimes 3) years for an integral training (with an average of 1 day a week study time required) to one-day courses on a specific (topical) subject. Such training courses cannot be compared, either as to content to price.

In addition to the courses offered by various institutes there is an increasing demand for tailor-made training based on the requirements of governing boards or managers. In such cases contents are carefully tuned to meet the individual wishes of the students and those of the client (usually linked to the organisational policy).

In the past years progress has been made towards achieving a considerable extent of self-regulation in the field of developing and guaranteeing professional skills, and the accompanying provision of education by school leaders in the sector. The competence requirements to be met by school leaders in primary education have no legal base as yet, but act as basic principles for the content of the education offered so that they are in line to follow integral educational pathways. It is no longer compulsory to follow any training. Neither do school leaders in the Netherlands need to have a teaching competence. The decision to participate in schooling is made by the school board.

The Nederlandse Schoolleiders Academie (NSA) plays a part in describing and assessing education and training for primary education. The 'professionalisation indicator' contained data about over 100 organisation and institutions and institutes and describes over 500 products and services. All these products and services are linked to the competences in the NSA vocational standard. Using this vocational standard as basis the NSA tests all product and services for the management of primary education in primary education as to their quality (certification based on NSA quality standards). In addition to describing and assessing training the NSA also keeps up to date the Register of Educational Directors (RDO). The purpose of the register is to ensure the professional quality of those registered and to promote their professional development.

A relatively new development in the field of professionalisation is the creation of knowledge circles/knowledge centres and networks. There are knowledge circles in primary and secondary education that aim to distribute knowledge from research and the experience of schools among a much wider target group.

Finally, the project "Co-coaching" can also be seen as an initiative in which the exchange of knowledge and sharing experience are in the fore-front. The projects is similar to 'Partners in Leadership', a project that has been running in the United Kingdom for some years and that brings managers from education and business together The SBO has taken the initiative to offer the same opportunities in the Netherlands to school leaders in primary and secondary education It is the in-

tention that couples should coach each other with the goal to achieve higher personal and professional effectiveness.

Policy themes

The pressure on school leaders in secondary education will continue to increase in the coming years.

A number of developments are converging in secondary education. First, the labour market: a serious shortage of teachers is expected, due partly to the fact that entry to teacher training is much too low and partly to the large numbers of teachers leaving because of ageing. In addition there is still talk of a far reaching increase of scale that will result in organisations become larger and more complex. Finally there is also one of the more serious problems that educational policy wishes to tackle, i.e. premature school leavers that, to a great extent, is prevalent in this sector. This exerts extra pressure on the schools and therefore also on the management. The sector has recently installed VO council and is engaged in improving the knowledge and activities it can offer and so creating a framework to deal with these challenges.

The development, schooling, registration and coaching of school leaders is being continued and reinforced

Here again the sector has to make the move. The lines are clear. In primary education various organisations such as the AVS and the NSA actively working on training and registering school leaders. In secondary education the VO council is also active and that same applies to the MBO council in BVE. There is a wide range of training for school leaders in which teacher training also plays a role. Those involved in primary education will continue to work on professionalising the function of school leader. Secondary education and the BVE are all working to professionalize the job of school leader. This is taking place using methods tuned to the sector itself, for example inter-vision and conferences.

Scope for teachers

The call for more autonomy is widely heard. Both the educational field itself and politicians are calling for fewer regulations issued by The Hague and more control for the schools. Here again the school leaders play an important part in sharing the scope they are given with teachers. The actual education, as core product of the sector, is not provided by the school leaders but by the teachers. The step in converting the scope given to schools into more scope for teachers still needs to be taken in many cases. Various teaching organisations, but also the employer and employee organisation are making themselves heard on this subject and propagating the scope that the teacher, as professional, should be given in educational institutions. Formerly this scope was limited by regulations issued by the Ministry and now many teachers are noticing that their own management are now doing the same thing. This requires the management of educational institutions to develop into an adequate and effective steering instrument for highly educated professionals. In doing so it is necessary to find the correct balance between providing scope and responsibility to teachers and making them accountable to the management for the results achieved by the pupils.

Improving the quality of school leaders

The objective is to raise the quality of school leaders to a higher level. This is necessary considering the way in which their duties have been increased, the greater complexity of their job and the key function they fulfil in relation to the quality of education. One of the most crucial aspects of leadership is the capacity to guide a group of professionals. Managers have formerly been teachers. Then they had to teach and coach students but in their new role they have to do the same with adult professionals. This requires a whole new set of competencies. As far as improving the quality of school leaders is concerned it is now the sector that must take action, the Minister can

stimulate action by setting the boundary conditions and having discussion with the sector about the training required. In future more attention will be paid to leadership training during teacher training, even in the initial stage (as a minor perhaps). The NSA and the employers and school leader organisations continue to work towards training and the registration of school leaders. The MBO and the VO-councils continue to provide support through courses; workshops and conferences. The school boards themselves are active in the training and coaching of new management.

Allowing teachers to progress to management functions, as has been the case in recent years, remains of great importance

At present, as far as quantity is concerned, there is hardly any shortage of school leaders However, it is very clear this is likely to change, especially in primary education once the labour market improves. In primary education in particular the institutions with nurseries for management, and their attention to training teachers for management, will have to increase their efforts. The same applies for the recruitment of school leaders from other sectors. Only by an effective approach to these problems will it be possible to avert a severe shortage. Another factor that plays an important role is the fact that, in primary education, the teaching staffs consists for the greater part (80%) of women. When stimulating the promotion of teachers to school leader functions the specific requirements of female personnel will have to be taken into account (good facilities for child care and the stimulation of part time functions as school leaders).

The accountability of education could have undesirable side-effects

Schools are accountable for their results to both their immediate environment and to the Minister of education. Guidelines about quality assurance systems and public accountability have had their effect; more and more schools have a system of quality assurance. However, the question whether or not this will have undesirable side effects has never been asked in the Netherlands. The fact that public accountability has become so prominent could lead to school taking a risk-avoidance attitude. Quality assurance and public accountability can also result in an increase in internal bureaucracy in institutions.

1   NATIONAL CONTEXT

1.1   Demographic trends in the Netherlands

The population according to age groups

1.   The Netherlands has 16.3 million inhabitants (2006). The total population has increased by 5.7% since 1995[1]. Migration is the primary cause of the increase; the birth rate is still decreasing. The trend shows a slow rise in the size of the population but the growth rate is slowing down. Prognoses predict a population of a maximum of 17.7 million at the end of the two thousand and thirties. The number of non-western groups has increased strongly and now just exceeds 10% of the total population. The customarily most prominent groups are people from Turkey, Morocco, Surname, the Netherlands Antilles and Aruba. The number of people seeking asylum dropped significantly in recent years.

2.   The aging of the population is an important characteristic of the Dutch population. The following figure shows the real distribution of the population according to age.

Table 1.1   Distribution of the population according to age (Source: CBS statline 2006)
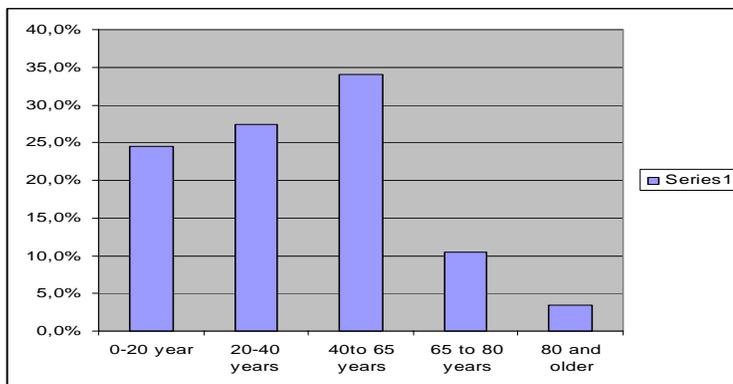
3.   Aging will increase considerably after 2010. The absolute number of elderly people will reach its peak in 2040 when, according to expectations, the age of 23% of the population will exceed 65 (14% in 2005).

1.2   The Dutch economy and the labour market.

Economic trends; macro economic developments

4.   For a long time the annual growth of the Dutch economy remained around 2.5%. However, this changed in 2001 at the beginning of the recession. There was a drop of 0.1% in 2003 but the economy showed a slight recovery in 2004 (0.7%), still below the long term average but certainly better than the previous years. Growth was again limited again 0.4% (positive) in the first six months of 2005 and at the end of the year it was 0.9% for the entire year. The year 2006 was a year of strong economic recovery with an increase in the Gross National Product and a drop in unemployment. Export, considered to be the engine of the Dutch economy, rose by 8.5%. China, India and Eastern Europe became more important for Dutch export. Public expenditure decreased

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[1] According to the Central Bureau of Statistics the Netherlands has a population of 16.3 million inhabitants, compared to 15.4 million in 1995.

(zero growth).Compared with the other 25 countries of the European Union, the Duct economy achieved only a moderate performance, the average growth in the other countries was 2.3% compare to 0.6% in the Netherlands[2]. There had been a reduction in investment up to 2004 but from then onwards that also improved. Inflation was 1.2% in 2004, the lowest since 1989. In the following year this rose again to 1.7%. There was growth in the private sector of the economy but not in the public sector. The industrial sector showed growth for the first time since 2000 and the growth was most significant in the service sector and the wholesale sector (export).

Social trends; labour.

5.   The average age of the working population is rising slowly but steadily, 39.6 years old in 1990, 41.6 years old in 2002. The number of older workers will continue to increase but these will eventually have to be replaced by younger people. Labour participation rose from 52% in 1981 to 65% (a working population between 16 and 65 years of age) at the present time.).This is the result of the growing number of women and older people in the labour market. Female participation almost doubled (from 30% to 55%), while that of males increased by only 2%. There was also a strong increase in labour participation in the age group of 50-59 years of age. The percentage of the 60-65 age group that is still working however, remains low. The average educational level of the working population is rising, the percentage with a secondary vocational education or higher rose from 66% in 1992 to 74% ten years later. Twenty-seven percent of the working population has had a higher education and this percentage is increasing rapidly.

6.   There is a trend for more people to work, but many of them take part-time jobs. Although formerly only women took part time jobs there is a noticeable trend for younger men in particular to work part-time. In 1992 one out of every 12 men had a part-time job but ten years later this has become 1 out of 7. Movement in the labour market is substantial. Although the percentage of those changing jobs dropped sharply due to the recent recession, at the heart of the recession (2003) 13% of the working population changed jobs. The unemployment percentage was 8% in the middle of the 1990s and then dropped steeply to 3.4% in 2001. After 2001 the unemployment percentage rose again to 5.3% in 2003 6.6% in 2004, 6.4% in 2005. Halfway through 2006 the unemployment percentage dropped to 5.2.

Social trends; cultural diversity.

7.   That part of the population that is of non-western origin showed strong growth and is now slightly above 10%. This creates opportunities for cultural diversity but the problems that accompany a multi-cultural society are also evident. This applies particularly to the larger cities in the country. In the four largest cities (Amsterdam, Rotterdam, The Hague and Utrecht) the percentage of non-western inhabitants exceeds 30% and this percentage is still increasing. Fifty-one per cent of people in the 0-14 age group in the large cities are non-western. The indigenous population of the large cities leaves and non-westerners take their place. There is a substantial difference in income, education and work. This applies particularly to the Moroccans, many of whom entered the country as "foreign labour" in the 60s and 80s. However, the situation of non-westerners/ethnic minorities is improving greatly; the second generation has a much higher level of education and income

Table 1.2. Percentage of non-westerners in the population as average and specifically for those of 10-14 years of age (Source: CBS statline 2006)

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[2] Recent Eurostat figures indicate that the Dutch economy is on the same course as that of neighbouring countries such as Germany, the UK and Belgium. The highest growth figures are in Scandinavia and Eastern Europe/ (euro indicators November 30, 2006)

percentage of nonwesterners in general population and in the 0-14 years age group
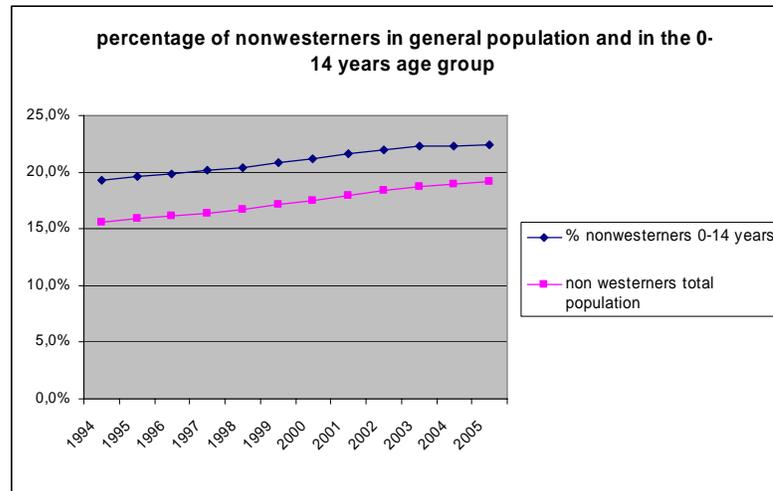
Social trends; emancipation

8.   Women play a greater part in the labour process than they did some decades ago. At the beginning of the eighties 30% of women between 15 and 64 years of age had paid jobs (working 12 hours or more). This rose to 55% in 2003. The trend towards more part-time jobs applies mainly to women. Although the position of women in terms of career perspective is still not equal to that of men, the gap is decreasing. In 2002 the percentage of women occupying higher positions (management and science) was, at 25% considerably higher that the 15% of some years previously (1995). Women perform better in education, at almost all levels. There are, however, still some customary differences in the choice of subjects, women more often choose a career in health care, social sciences and education and less often in sciences and technology.

2   DESCRIPTION OF THE EDUCATIONAL SYSTEM

2.1   The education system in the Netherlands

9.   There is a paragraph in the Dutch constitution on the subject of freedom of education. This means that all schools (public and special schools) receive the same funding provided that they meet the requirements for schools in their sector. The obligation to participate in full time education is laid down in the Compulsory Education Act (1969). This states that every child has to go to school from the age of five. In actual fact children as young as 4 years old go to school. Children must now attend school full time for at least twelve years, until the end of the school year in which they reach 16 years of age. After that they have to follow compulsory education for two days a week in the following year. Discussions about extending compulsory education are ongoing at the present time. To prevent young people up to 25 years of age from dropping out of the system they must continue their education or work or a combination of both.

10.   There are limited facilities for children under 4 years old. In June 2000 the Minister of Education Culture and Science, the Minister of Health, Welfare and Sport and the Minister of Urban Policy and Integration published a policy letter about pre-and early education (VVE). This type of education aims to assist children between 2 and 5 years old that run the risk of being educationally disadvantaged. This policy has been partially integrated into urban policy and municipal policy on educational disadvantages.

Primary education

11.   Most children start primary education when they are 4 years old although this is not compulsory until they are 5. In addition to the standard elementary education there are also Dutch schools for special elementary education and schools for (secondary) special education. The systems for primary education and special education were separated up to 1 Augustus 1998. Primary education and (parts of) special education were brought together by the introduction of the Primary Education Act (WPO) in 1998. In de WPO both schools providing basic primary education and those proving special education are included[3]. One of the aims of the WPO is equip primary education to be able to deal with pupils with behavioural and learning problems so that fewer are referred to special education[4]. Secondary education for LOM and MLK is subject to the Secondary Education Act (WVO). The other types of special education and secondary special education have been governed under the Expertise Centre Act (WEC) since 1 August 1998.

12.   The legal arrangements for funding education (LGF) offer the parents of disabled children a choice between mainstream and special education. The LGF came into force in August 2003. Pupils who as a consequence of a sensory, physical or mental disability need special facilities to be able to participate in basic education are provided with a student-linked budget, sometimes called"back-pack". The financial means that are required for a child with a disability or disturbance to be able to participate in education accompany the child when it goes to mainstream education. The budget is intended to cover the cost of personal and material needs and also for any adaptations required.

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[3] These are schools for children with behavioural and learning difficulties.

[4] Since 1991 the general policy is toward keeping these children who need extra care within normal primary education.

Secondary education

13.   Children are, on average admitted to secondary education or to a special school for secondary education when they are 12 years of age. Once the eight years of primary schooling or special education have been completed a choice is made for the type of secondary education:

- Pre-vocational secondary education (VMBO): four years
- Senior general secondary education (HAVO): five years
- Pre-university education (VWO): six years.

14.   Most secondary schools combine various types of education so that pupils can transfer easily from one type to another. All types of secondary education begin with a bridging period of basic secondary education. The range of subjects studied is virtually the same for all the pupils. The core targets state what all pupils must learn. Since 1 August 2006, schools have had considerable freedom to organise teaching in the period of basic secondary education. At the end of the second year the schools will advise the pupils which further type of schooling is most suitable for them. This could be VMBO, HAVO or VWO.

15.   VMBO was introduced in the school year 1999-2000 to replace the old types of VBO and MAVO. There are 4 varieties;

- basic vocational syllabus
- middle-management syllabus
- combined syllabus
- theoretical syllabus.

16.   After obtaining a VMBO certificate, usually at the age of 16, pupils can go on to secondary education (MBO).Pupils who earned their certificate by completing the theoretical programme can choose to go onto the HAVO so that later they can go on the HBO. Pupils with a HAVO certificate can gain entry to higher professional education (HBO) and those with a VWO certificate can proceed to the university (and HBO) Some HAVO students go on to the VWO after gaining their certificate.

17.   In the school year of 1998/1999 the upper levels of the HAVO (classes 4 and 5) and VWO (classes 4, 5 and 6) modernised to form the Second Stage. Pupils from the HAVO and VWO can choose from four profiles in the Second Stage:

- nature and technology
- nature and health
- economy and social studies
- culture and social studies

18.   A profile is a cohesive educational programme acting as preparation for higher education. Each profile has one common component. In addition there is a programme component with subjects linked to the chosen profile. And finally, there are some free hours. These allow pupils to take other subjects from another profile component, for example. This improves their chance of being able to move on to higher education.

19.   The "study-house" approach is frequently used by HAVO and VWO. In such cases teachers coach and supervise their pupils during learning sessions. This stimulates pupils to work independently and take the responsibility for their own education.

Professional education and adult education (BVE)

20.   Professional education is provided in schools at three different levels: VMBO as mentioned previously, the middle-management vocational programme (MBO) and higher professional education (HBO). It is import that all three levels have continuous learning path ways so that pupils can transfer from one to the other without too many problems

21.   The WEB came into force on 1 January 1996. Regional Educational Centres (ROCs) offer the complete pallet of vocational education (at MBO level) and adult education under one roof. Agricultural education is provided by the Agricultural Training Centres (AOCs). Vocational training in the field of agriculture and natural surroundings is the responsibility of the Ministry of Agriculture, Nature and Nutrition.

22.   Secondary vocational education is provided at four levels:

- Level 1. training to assistant level (from 6 months to a year)
- Level 2. basic vocational education (2 to 3 years)
- Level 3. professional training (2 to 3 years)
- Level 4. middle-management training (3 to 4 years) and specialist training(top courses from 1 to 2 years)

23.   Pupils with a level 4 certificate can go on to Higher Professional education. Each of the programmes in secondary vocational (MBO) is intended to lead to a certain qualification, and this qualification is built up of parts belonging to a set of final requirements. Such final requirements are specified qualities such as knowledge, skills and the attitude to the job (KSB) and were introduced in 1997. The examination tests whether the participant meets all the requirements to obtain the specified qualification. All the educational institutions working on this vocational education qualification structure are entered in the Central Register of Vocational Education (CREBO). This records:

- which institutes provide what courses;
- what the exit qualifications are;
- which learning pathway is involved;
- which of the part qualifications are subject to external validation.

24.   A new qualification structure is being developed for secondary vocational education, thus is based on competences. The present qualification structure for secondary vocational education and type of training offered cannot keep up with present developments in the labour market and in society. .

25.   In principle there are two learning paths for each type of education:

- the vocational path (BOL) where the extent of the practical vocational training will be between twenty and sixty percent
- special vocational education where practical training is more than sixty percent.

26.   A new qualification system for adult education (KSE) was introduced in 1997. This system has 4 types of courses (at 6 levels). The 4 types are:

- adult secondary education (VAVO), leading to a pre-vocational secondary education VMBO, HAVO or VW certificate
- courses providing a wide basic education to facilitate functioning in society
- courses in Dutch as a second language (NT2)
- courses aiming to encourage self-reliance.

27.   Education has been decentralised to municipal level. Local municipalities buy in educational from Regional education Centres (ROCs). The aim of such education is not to train participants for a specific job but to provide them with a solid foundation for education in the MBO or secondary education and enable them to participate in society

Higher education

28.   Higher education is provided by Universities (WO) and Higher Professional Education institutes (HBO). In 2002 a start was made to introduce the bachelor-master structure and in the school year 2006/2007 all the students involved in higher education will work towards obtaining bachelor or master qualifications. Obtaining a bachelor degree at a university will take 3 years, at a HBO this will be 4 years. Qualifying for a master's degree can take place at either a university or HBO and usually takes 1-2 years. After gaining the master degree it is possible to go on to work for a PhD. Students working towards a PhD in a university usually have a paid position in the Netherlands, contrary to those studying abroad who are still spoken of as PhD students .

29.   The figure below is a diagram of the Dutch educational system.

Figure 2.1   The Dutch educational system

Diagram of the Dutch Education System

(i) WO = wetenschappelijk onderwijs
HBO = hoger beroepsonderwijs

(ii) Most WO master's degrees require completion of 60-90 credits; those in engineering, mathematics, natural sciences, and agriculture require 120 credits, and those in pharmacy 180 credits. Programmes in dentistry (300 credits) and medicine/veterinary medicine (360 credits) are still offered as integrated programmes leading to only one degree. HBO master's degrees require completion of between 60 and 120 credits.

(iii) Only 1 of 4 types of VMBO qualifies for access to HAVO

* a solid arrow |———————▶| indicates a right to access
* a dotted arrow |‑ ‑ ‑ ‑▶| indicates that some form of selection or bridging requirement may be applied.

Source Nuffic/ Ministry OCW

30.   Education has one independent advisory body; the Educational Council which provides the government with advice, both requested and un-requested about education and legislation. The Educational Council covers the very wide ranging field of the entire educational system, starting with pre-school education through to the PhD level. The Council publishes its recommendations and reports and initiates congresses and web discussions on relevant subjects (See www.onderwijsraad.nl). It is also obligatory that all new legislation (including that applying to education) must be submitted to the Council of State before it is laid before parliament.

2.2 The freedom of education and the management organisation

Freedom of education

31   One of the essential characteristics of Dutch education is laid down in article 23 of the Dutch constitution: the freedom of education. The freedom to found schools and to provide education in this school, education that is based on a specific principle or religion. Consequently there are both publicly runs schools and also private schools in the Netherlands.[5]

32   Public schools

- are open to all children, irrespective of their religious beliefs or outlook;
- are usually subject to public law;
- are governed by the municipal authorities (mayor and aldermen) of the municipality in which the school is located or by a governing body or legal entity appointed by the local council.

33.   Privately run schools

- are governed by the board of the association or foundation;
- provide education based on religious or ideological beliefs and include: Roman Catholic, Protestant, Jewish, Muslim, Hindustani and anthroposophy schools;
- are private school, not founded by the government but funded by the government
- are allowed to refuse pupils whose parents do not subscribe to the belief or ideology of the school[6].

34.   Most children in the age group for which education is compulsory attend a school that is funded by the government. The law allows children to follow compulsory education at a school that is not financed by the government. There is a very small segment of schools in all sectors that is not financed by public money.

35.   Some schools base their teaching on specific behavioural or educational methods e.g. Montessori, Dalton, Freinet of Jenaplan methods. These schools may be publicly or privately run.

36.   The freedom to organise teaching means that private schools are free to choose what is taught and how. However, in educational legislation the Ministry of Education, Culture and Science does set quality standards that apply to all schools: the subjects to be studied, the attainment targets/examination syllabuses and the contents of national examinations, the number of teaching hours per year, the training and qualifications required for teachers, the participation of pupils/parents and staff in planning and reporting etc The Education Inspectorate is responsible for maintaining the quality of education.

Management structure

37.   A distinctive feature of the Dutch educational system is that it combines a central educational policy with the decentralised administration and management of the institutions. The Ministry of Education, Culture and Science, on behalf of the central government, controls education

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[5] In primary and secondary education both public and privately run schools exist. In vocational education there are no public schools.

[6] This procedure is reconsidered at this moment. Policy aims for a general duty for acceptance of students

through legislation while keeping in mind the provision of the Constitution. The Ministry's primary responsibility for education is to structure and finance the system, the Education Inspectorate, the central examinations and student support (allowances to assist in meeting expenses in secondary education and grants for vocational and higher education. All school are governed by a legally recognised, competent authority or school board. This is the body that is responsible for implementing legislation and regulations in schools. Much of the authority formerly held by the central government has now been transferred to school boards. Central government is becoming more and more responsible only for more general or framework legislation and for ensuring and monitoring the quality of education. It creates the necessary framework for good education. The school board or other competent authorities now have more freedom in the sense that they can employ their resources (people and means) in the way they think best. They do, however, remain accountable for their performance and policies.

39.   There is an enormous variety of governing bodies within primary and secondary education (Education Council 2004). Basic education has various types of legal forms, both for private and public education. In private education the recognised authority is a non-profit making legal entity: an association or an institution. One special variant is the combined board (when an institute maintains both public and private schools, or a variety of private schools from different background). Public schools have the right to choose between 6 different types of legal forms: the municipal executive, integral management, a governing committee, a legal person governed by public law, a foundation for public education and a body designated for this purpose in a joint agreement.

40.   The Education Council distinguishes three management models for the management and interim supervision of education:

- a classical model: management consists of volunteers bearing final accountability.
- paid professional managers (with final accountability) and a supervisory board of volunteers.
- general management consisting of volunteers and a working committee with one or more paid or unpaid manager(s).
- the legislator assumes that the school leaders will utilise the (direct) authority based on a mandate only.

41.   In comparison with primary and secondary education the BVE has fewer variations in governing bodies. These are usually very large institutions with a separate supervisory body that operates with together another management body. ROCs usually have a supervisory task but they also have a private character (contract education and research). All BVE institutes are privately run. Most ROCs have a Supervisory Board. The WEB contains stipulations concerning the delegation or transfer of authority to a board of governors.

Developing effective leadership

42.   In July 2005 the Minister of Education, Culture and Science compiled a policy document over good leadership/management in education and included the accompanying plans to implement this. The core of this message is that education management should be arranged in such a way to ensure that those providing the actual teaching are allowed sufficient freedom to provide high quality education. The attitude of the management should be to enable parents, pupils, teachers, municipality and businesses to influence the educational policy of a school. It is important to realise that external accountability will be accepted as being trustworthy only when internal accountability is effective. In the document a distinction is made between management and internal supervision. An internal supervisory board is obligatory in the BVE sector. In primary and secondary education the school is offered a choice of: either a supervisory board or a division of management and supervisory functions. Supervision must be transparent.

43.   Codes of good management behaviour are, or will be, drawn up in the various sectors. These codes will make it clear how well the sector applies, maintains and monitors good management.

44.   The municipal authorities play a special role in basic education (PO and VO): they enforce the Compulsory Education Act and play a part in reducing the number of early school leavers. The local council also implements the local juvenile and welfare policy that in of importance for the school. The local authorities are also responsible for housing (building new houses and the complete renovation of) schools. The role of the local council has changed in recent years; it no longer intervenes in the internal policy of schools. Formerly, for example schools were accountable to the Council for various facets of the policy on the educationally disadvantaged. Implementing policy to help the any disadvantaged pupils now is now the responsibility of the schools (Advisory Council for Education, 2004).

2.3   Number of School Boards, school and pupils

Primary education

45.   The figure below shows the number of School Board in primary education.

Figure 2.2 School boards in size (number of primary schools per board (2000 -2006)
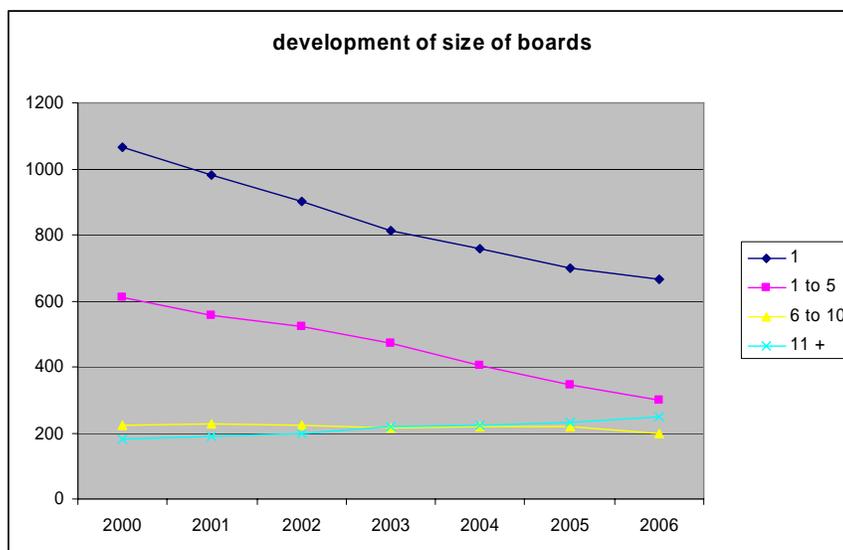
Source Ministry OCW 2006

46.   The number of school boards fell from 2,082 to 1,407 (management functions) between 2000 and 2006. This led to a change in the composition of school boards. In 2000 almost 1,100 boards were responsible for one single school. In 2006 this number dropped to 664. In the same period the number of school boards each responsible for more than 10 schools increased from 180 to 247. The reason for this was the introduction of the Primary Education Act (WPO 1998), and the policy stipulated in this act to encourage boards combine their efforts.

47.   Between 2000 and 2006 the number of primary schools decreased from 7,047 to 6,929. The number of schools for children with learning or behavioural problems dropped from 359 to 326 (mergers). The number of schools for special education also dropped slightly; from 331 to 323.

48.   Developments in the numbers of pupils are shown in the table below

Table 2.1: Number of pupils in primary education (x 1000)

	2001	2002	2003	2004	2005
Basic education	1552	1550	1547	1549	1549
Special basic education	52	52	51	50	48
Special education	32	33	34	34	35
Special secondary education	17	19	21	23	25
total primary education	1652	1654	1654	1656	1657

Source: Ministry OCW 2006

49.   In 2005 the number of pupils in primary education rose slightly to 1,657,800 (5,000 more than in 2001). After a decline in 2002 and 2003 the number of pupils in basic education is increasing again. This is due to demographic developments.

50.   The number of pupils in special basic education dropped in 2005; the decrease totalled 3,500 pupils compared to 2001 and amounted to a total of 48.300. The number of pupils in special schools rose to 35,300. In the same period the number of pupils at special schools for secondary education rose even more sharply to 24,700. This increase was mainly the result of the number of pupils in penitentiary institutions.

Secondary education

51.   In the school year of 2004-05 the number of secondary schools amounted to 655; a decrease of 129 compared to three years previously. This very clear reduction is the consequence of mergers in which the majority of the 112 schools for special secondary education (LOM and MLK) merged with other schools - usually wide-ranging comprehensive school. Such comprehensive schools cover various types (VMBO, HAVO, VWO) of secondary education.

52.   Wide-ranging comprehensive schools represent the largest group; 42% of all schools. They are also the largest schools because 70% of all pupils attend such comprehensive schools. This does not mean to say that all the pupils, VMBO, HAVO and VWO are in the same building. Most comprehensive schools have several buildings.

53.   In the school year of 2005-06 slightly more then 900,000 students enrolled in publicly funded schools for secondary education; an increase of more than 30,000 compared with four years previously. The increase was due mainly to demographic developments.

Vocational Education and Education

54.   In 2006 there were 42 Regional Educational Centres (ROC) 11 Agricultural training centres, 13 vocational schools[7] and a few other institutions[8]. The number of institutions is becoming

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[7] Vocational schools are specialised in education for one specific profession such as butchers, agriculture and shipping.

[8] One school is a school integrated in a institute for higher education, and another school is specialised in education for persons with hearing disabilities.

smaller and the size of the institutions is, on average, becoming larger, the larger institutions with more than 10,000 pupils have increased from 18 to 22.

55.   In 2006 the number of MBO students rose by 2% compared with the previous year to amount to 460.000 in all. The largest of the three paths is the vocational training route with 315,000 participants (68% of all MBO students). The number of those participating in the vocational projects (BBL; 131,000 participants and those taking part in the part-time course (BOL 15.000 students) both dropped. The majority of the BOL students work on courses at level 3 or 4 (69%). The participants in the part time BOL and BBL are distributed among all 4 levels.

56.   In 2006 the number of those participating in education amounted to 145.000 persons. Approximately 2/3 of those (98.000) were following courses in Dutch as a second language (NT2). After a considerable drop in recent years the number of participants in adult day-evening education has risen to 13.000. The number of adults in basic education was 35,000 in 2005.

2.4   Employment in education

57.   The figure below shows employment as number of persons

Figure 2.3 Development of employment (in persons times 1,000).
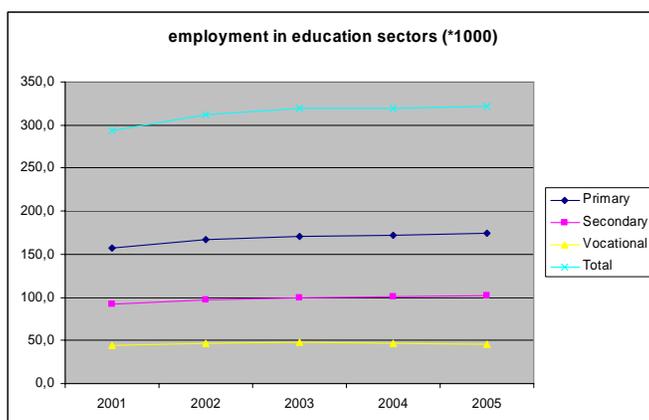
Source Kerncijfers 2001 – 2005. Ministry OCW, 2006.

58.   The figure show that employment in the primary and secondary sector rose in the period 2001 -2005. The numbers remained almost the same in the BVE area Employment expressed as FTEs increased in all sectors. The employment of school leaders will be dealt with in chapter 5.

The labour market for teachers; trends and developments

59.   In education the labour market is, at the present time, well balanced. There were serious shortages in the period before the last recession (1998-2001). There were fears that these shortages would re-appear in primary and secondary education but, to date, this is not the case. Estimates of the requirements of the education market show, however, that should the economic growth continue, the shortage of teaching staff would increase significantly (Source: Working in Education in 2007 Ministry of OCW, 2006). Three quarters of the teachers in secondary education will leave in the next ten years (mainly because of aging), leaving 47,000 full time vacancies to be filled. It is estimated that the shortage could increase to approx 10 to 12 percent of employment in the post 2012 -2013 period. Based on economic growth the shortage of teacher in primary education could increase to about 3 percent of employment in 2010-2012. As comparison, in the previ-

ous period of shortage (2001-2003), vacancies in primary education amounted to about 1.5 percent. Chapter 5 deals with the subject of school leaders in the coming years.

2.5   Social partners

60.   There are various Teaching Unions in the educational sector. One of the unions is the CNV (based on Christian principles), there is a union for secondary and higher personnel (CMHF) and the General Education Union (AOb). There are also unions of school leaders in primary education: the general Association of School leaders (AVS), the Protestant Chrisitian Organisation (PCSO) and for head teachers etc the National Christian Education Union (OCNV) and the general Education Association (AOb). AVS has, together with other educational organisations, taken the initiative to establish the Netherlands School Leaders Academy, an organisation that stimulates and monitors the quality and professionalism of school leaders in basic education9 (Chapters 4 and 6 go into more detail about the work and products of the NSA).

61.   At the end of 2006 it was known how many members some of these organisations had. The AVS had 5,046 school leaders as members (of whom 3,392 were directors, 260 deputy directors, 441 upper school managers and 953 members in the category 'others').
The number of members registered by the NSA is 2,250, of which 1983 were registered directors in education and 267 aspirant registered directors in education. Two thousand schools leaders are registered by AOb[10.] Six hundred school leaders are affiliated with the PCSO and over 3000 with the OCNV.

62.   All sectors of education have their own employer's organisations. Since 1996 this has been the MBO council in the BVE sector (formerly the BVE council).The VO council was established for secondary education in May 2006 The VO council will be fully operational from 1 January 2007. These councils will direct their attention to quality improvement, policy development, and collective interests including negotiating CAOs (Collective labour agreements). The Association of Employers in Primary Education (WvPO) was founded min the middle of 2005[11]. In addition to agreeing a de-centralise CAO (now only secondary labour conditions) the WvPO represents the interests of the sector in a number of consultative situations. Other than in the VO there is no mention of a sector organisation with wide ranging duties. They however work closely together on subjects like school development and innovation.

63.   There are considerable differences between the three sectors when negotiating CAOs in the Netherlands. The BVE sector was de-centralised in 2003. Employer and employee organisations are the 2 parties that agree the conditions of the CAO. In primary and secondary education this is not entirely so, refer or paragraph 5.1.7 for more details.

64.   Employer and employee organisations jointly manage the sector management of the education labour market (SBO) that has existed since 1996. All sectors of education, from primary education to higher education inclusive participate in the SBO. SBO's objective is to improve the working of the educational market. Up until 2000 the Minister was a member of the management of the SBO. After that time the responsibility for the educational labour market, as in other sectors, became the joint responsibility if employers and employees The SBO is funded by the Minister and has as task to gather and distribute information concerning the operation of the educational

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[9] The following organisations are represented in the committee of the NSA: The general Association of Schoolleaders (AVS), De Protestants Christelijke Schoolleiders Vereniging (PCSO), de Algemene Onderwijsbond (AOb) and the Christelijk Nationale Vakorganisatie (O-CNV).

[10] These numbers are on the basis of the calculation by the unions. Some professionals are member of more than one organisation and are counted likewise.

[11] The WvPO consist of the employers organisation of all different types of school.

labour market. For this purpose it charts the bottlenecks in the labour market and helps to implement part of the CAOs of individual sectors.

2.6   Trends in funding education

65.   The Ministry of Education, Culture and Science is the primary source of finance for educational institutes. Budgets are made available to the managers of the institutes. The institutes are also free to exploit other sources of income e.g. parents' voluntary payments for participation in specific projects or interest on reserves. There are no exact figures as to the extent of other available income.

66.   Block grant funding was recently (August 2006) introduced for primary education. Block grant funding is characterised by the fact that the school management itself is then responsible for how the block grant is allocated used (staff, material, training). The government makes an annual amount available and the institutes are, in principle, free to spend it as they see best.

67.   Schools in secondary education have been working with the block grant system since 1996. Schools receive a certain amount of funding from the government and from this sum they meet both personnel and material costs.

68.   The Education and Vocational Education Act (WEB) governs secondary vocational education. Schools operating in this field have various sources of funding

- Government funding (block grants according to the WEB.
- Course fees paid to the institution by the participants.
- Contract activities for businesses, private persons and government organisations

69.   The table below shows the amount of government funding for the three educational institutes

Table 2. Minister of OCW s budget expenditure (x €1 million)

Expenditure	2001	2002	2003	2004	2005
Total	22.562,4	23.710,6	24.977,0	25.878,5	27.039,9
PO	6.267,0	6.827,4	7.216,8	7.485,3	7.838,4
VO	4.658,1	4.928,8	5.122,8	5.277,6	5.565,9
BE	2.457,6	2.527,9	2.551,6	2.677,3	2.845,6

Source: Ministry OCW, 2006 (www.minocw.nl)

2.7   Policy objectives

70.   Modern society is characterised by ever increasing diversity and is becoming more and more multi-cultural. Knowledge and information are becoming increasingly important within our society (and the economy) Education recognises two challenges - on the one hand the best possible development of (young) people so that they can play their part in society and on the other hand social integration. These two development objectives are recognisable in the subjects that have played a central role in politics concerning education in the last ten years. The focus was on improving the quality of education, promoting equal opportunities and increasing effectiveness Schools and their staff have an important role to play in achieving these objectives.

71.   Decentralisation is an important principle in the government's policy. To an ever increasing extent schools and their management are enabled to make their own decisions. However, the freedom to make decisions is accompanied by accountability and the necessity to achieve good results. [12]

72.   In order to allow schools more autonomy and authority, in personnel policy for example, it was essential to re-position certain important actors on this stage to achieve this.

- The Education participation Act will be changed (1-1-2007) to strengthen the position in the school of personnel, pupils and parents.
- The Vocational Education was passed (1-8-2006). This stipulated the quality of teaching staff.
- The Supervision of Education Act was introduced (1-9-2002). This Act gives the Education Inspectorate the authority to assess, based on stipulated quality aspects.
- The Education Number Act was introduced (2001). This Act makes it possible to follow students throughout their time at school and therefore gain better policy information concerning the results of education.

73.   These acts are the foundation on which the new system is built and that allow the schools much greater freedom to strive to achieve their own objectives and at the same time they become accountable to the Minister and to society. Schools are now themselves responsible for the content, type and results of the education they provide. They are also expected to introduce a system of self-evaluation and so meet the quality criteria with which they are expected to comply. If they are not successful; then the Inspectorate or the Minister will be required to intervene.

74.   To be able to work well within the policy context both schools and management will have to develop their capacity to make the most effective use of the scope they have been given. They, themselves will have to determine their own performance. The school itself will have to change if this goal is to be achieved They will need to acquire their own management information, formulate objectives with those involved in, and with the, aims of the school concerning the quality of education and will have to adopt a realistic and responsible attitude towards pupils, parents and society.

Subjects for future policy

75.   In June 2004 three documents were published that, combined, outlined the future policy for primary education, secondary education and secondary vocational education The production of these documents reflects the way in which the government wishes to involve both public and vocational sector in policy formation. Freedom and the scope for individuals to make their own choices are the key words for primary and secondary education. The most important principle for all three sectors is that professionals in and around schools are given the scope to determine how education should be provided. Schools set their own targets both for quality and innovation. Schools make their own financial planning and, in as far as possible, their long term personnel planning.

76.   Innovation and scope and freedom for schools and participants are the most important themes for the MBO. The new qualification structure is based on competences, with the aim to achieve a better fit between education and vocation. One significant distinction between these competences and those in previous job profiles is that they are expressed in much wider terms.

77.   In the field of special education the Minister of OCW proposes to simplify the present system and make it more flexible. Schools will be obliged to offer the type of education most suitable

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[12] The three "Koers" (direction) documents for the three sectors.

for each pupil (special care). Schools for basic, special (basic) and (special) secondary education will make agreements with others in the same region about offering suitable education for all pupils needing extra attention and care. As a result the educational system should be better able to meet the needs of the pupils and the wishes of the parents. The position of the parents of pupils requiring extra care and attention must be improved. These changes to the system are the subject of discussions held by the policy makers with parent organisations, schools, management and teaching unions.

Bureaucracy and regulations

78.   One very significant development for the entire field of education is the "OCW deregulates" project. Legislation sometimes contains some very detailed instructions about the way in which funding needs to account for. The teachers and pupils in a school are also obliged to provide information about the educational process for the public or politicians. This obligation to provide information results in administrative burdens for schools. The government has now initiated a way to reduce these administrative burdens. One important instrument to achieve this is to have fewer and simpler regulations. The possibility to harmonise various educational acts is also being investigated.

3　　MANAGEMENT AND LEADERSHIP IN SCHOOLS

3.1　　The actual situation in the Netherlands

79.　　This chapter provides more detailed information about leadership in schools in relation to the management and the place of schools within the social order and the legislation on which this is based. The structure of this chapter is as follows: the actual situation and its background is described (3.1). This paragraph is followed by a look into the future; what will be the most important challenges for school leaders in the near future? (3.2). The literature on which this chapter is based can be found in 3.3.

3.1.1　A definition of the term school leader

80.　　Characteristic of the situation in the Netherlands is the fact is that there is a great variety in names for school leaders: there is freedom to choose a name. School leaders are officials that provide leadership in a school. Leadership is increasingly being shared between or among various officials and this is certainly the case where very large, complex organisations, in which thousands of pupils are involved. How leadership tasks are distributed among the various officials and precisely what their function entails varies according to the circumstances.

81.　　Very many descriptions of the term leadership are now in circulation, a substantial variety of synonyms, head teacher/director, sector director, manager, upper school manager, co-ordinator etc. This is the consequence of wide ranging differences between institutions and the freedom to allot task and functions (and names) in the way that the persons in the school itself deems suitable. The function of school leader is not regulated by law and function regulation by the sector itself is still in the first stage of development

82.　　In CASO[13] the position of school leader was traditionally divided into two function groups in the three sectors: directors and deputy-directors) head teachers and deputy head teachers). This was linked to legislation from the past and the regulations for defraying of payment for the various salary scales that existed (and to some extent still exist) for school leaders, teachers and support personnel. These categories are still normative in statistics.

83.　　Taking into account this arrangement it is evident that a clear description and analysis of the responsibilities and functions of school leaders is a condition for good insight into the development of the function of school leader in the various sectors of Dutch education.

84.　　The scale enlargement stimulated by the government has had consequences for the task undertaken and the role played by the school leader. The fact that many new forms of leadership have been created has, as will be explained later, is due mainly to the fact that school organisations, also in relation to the increased scale of management, have become considerably more complex.

3.1.2　Management structures, assignments and the roles of school leaders

85.　　A classification of types of management has been made based on interviews and studies on the subject of management in education (Regioplan, 2000, SCO, 2006, SCO 2000 and Dutch School leaders Academy, 2006). When considering this classification it is important to keep the "classical" distribution of accountability and the developments of the past ten years in mind. The classical relationship is that of authorised management and the school leaders – particularly in primary education – that larger management boards (boards governing several schools) have made

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[13] CASO is the original administrative salary system for all thee sectors. In this system names of professions and functions are specified.

professional provisions for policy development/implementation, co-ordinating and steering the so-called upper school management for. The structure of the provisions can differ. The structure, tasks and roles of school leaders per sector are described below.

Primary education

86.   In primary education the management structure of an increasing number of schools consists of one layer (SCO, 2006, Regioplan, 2000). In schools where there is still only one layer of management this consists of a director and possibly a deputy director. The director has integral accountability for one school. There does not seem to be a clearly defined job description for the deputy-director but commonly most deputies find that, in addition to their management duties they are also expected to teach (often a substantial amount) and that many of their duties are shared with the director and there are very few for which they themselves are responsible In schools in which two management layers are distinguished these usually involve a general manager (director and deputy director) supported by teachers with management duties. In many cases shared leadership involves a middle management that consists of building or ICT co-ordinators and internal mentors. In some cases leadership is a two-person team (duo-job).

87.   When upper school management is involved (when boards have several schools) an enormous variety of types and functions can be distinguished

- Director General with management responsibility for a large group of schools
- Cluster director (reports to the General Director) is responsible for a cluster of schools.
- Management director with partial responsibility (financial, material and upper school personnel policy).

88.   When upper school management is involved the school director usually has a limited function (no integral responsibility).

89.   From interviews and other research activities (Regioplan, 2000) it is apparent that the content of a school leader job depends on the type of management structure chosen. In primary education the director can be given a mandate by the management for all types of: educational duties (integral) personnel policy, financial policy, quality control, accommodation, following municipal policy for disadvantaged children, large scale school development etc. The school leader implements the assignments but the management remains accountable. In addition to management duties more than half of these directors are also expected to spend some (limited) time teaching. Many of the directors delegate management duties to groups of teachers.

90.   Upper school management often involves assigning portfolios. The upper school manager is mainly concerned with management duties and other work at strategic and co-ordination levels. The director is more involved with the teaching staff and the educational policy. According to some interviewees there is a trend for the upper school managers to take on more educational matters. This is the consequence of increasing attention for, and supervision of, the quality of the education. The management is increasingly being tackled about accountability for the results achieved.

91.   Broadly speaking, leadership can be said to be spread over various levels (vertical distribution of leadership) with more persons per level (horizontal distribution of leadership).

92.   Recent studies (ITS, 2006) have found that many school boards (80%) with four or more schools have an upper school management bureau where the central management, policy staff and staff/ support staff work On average these bureaus consist of. 5 members of staff (3.6 fte).

Secondary education

93.   In secondary education there is also a large variety of meanings (even more than in the "CASO-classification" of director and deputy director) of the term school leader in use. The following terms are used: rector, (central) director, sector-/departmental director, location director, team leader and chairman of the Board of Governors. Characteristic of the situation in secondary education is that the teachers play an important part in supporting the management (Regioplan, 2000) and, contrary to primary education there is less often upper school management.

94.   The increase in scale in secondary education as consequence of de-regulation and numerous educational innovations (including basic education, VMBO and the Second Stage) have led to many schools being merged (Source Regioplan, 2000) The increase in scale led to many management structures being created and the introduction of educational innovations have has a considerable effect on the duties of school leader.

95.   The members of the central board of directors are mainly concerned with matters at strategic level (policy development and long term planning). Such subjects can relate to education and personnel and also to financial and material management. Directors often have a wide ranging set of duties. In addition to dealing with strategic matters many directors also carry out co-ordinating and implementing work (a few teach). Many directors have strategic, co-ordinating and implementing duties in the field of personnel affairs. Directors are also responsible for strategy concerning financial and material management, although to a lesser extent than for the other two sectors. Deputies, sector and location directors concentrate more on implementation. Many of them also have strategic and coordinating functions in the field of education itself.

BVE

96.   Finally, the BVE sector also has a wide ranging variation of function titles for school leaders. The two main types of management structure are the sector structure and the unit structure. In general the sector structure consists of four management layers: Board of governors, sector director, departmental director and the departmental co-ordinator. The unit structure has 3 layers: the Board of Governors, unit director, team leader or departmental director or co-ordinator.

97.   Here it seems as if the governing body and management have merged. It is no longer a question of management with a large number if institutions for which they are responsible. There is a one-to-one relation between management and institution. The institute itself often has a considerable number of locations.

98.   Over 20 years ago there were more than 500 mainly small MBO schools active in the BVE sector, 500 schools that were mono-sectoral (i.e. only technical education was provided or only economy was taught). The management then was fairly simple, with a governing board and the director with the major accountability and a few deputies. As the enlargement of scale was introduced at the end of the eighties and is proceeding even further institutions have been created that sometime have as many as 10,000 pupils and many hundreds of employees. The management structure of such institutes has changed drastically and so has the nature of the work of school leaders. The block rate funding that followed the increase in scale and the recent changes in the terms and condition of employment (employers and employees in this sector have had their own Collective Labour Agreement (CAO) since 2003) have resulted in the further evolution of the profession of school leader. The most recent policy line that has been followed since BVE(2) is the emphasis on innovation and quality, once again changing some aspects and accountability for school leaders[14].

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[14] From 2006 innovation investment are booked directly to the schools. There is a "regeling innovatiebox beroepsonderwijs" that describes how schools can deal with this funding.

99.   Broadly speaking this development can be defined as follows: In the middle of the '80s school leaders in the BVE field, just as those in secondary and primary education, were made responsible for the entire range of the tasks involved in operational and strategic management including finance, the educational aspects and personnel affairs. As legislation covered many items in the financial field and the personnel component was also firmly established by law, policy making by school leaders (and consequently the content of their function) was limited School leader were able to concentrate mainly on the contents of the education provided.

100.   With the increase of scale (introduced at the end of the '80s) this changed drastically. The school leader became an organisational advisor that had to supervise mergers and ensure that the right person was in the right place in the new organisation. At that time many new managers from outside the institutions entered the sector, people with exactly the organisational qualities required.

101.   As a logical consequence of the increase in scale the educational accommodation of many of these new institutions no longer adequately served its purpose. School leaders now had the burden of housing to deal with, buying and selling buildings and realising the building of new premises. The ICT revolution also took place in the same period. These developments meant that school leaders were occupied with facility management, with the accompanying complicated financial background. The considerable importance of the financial function was emphasised by the developments in the field of labour conditions which allowed the school leaders much more freedom in the field of personnel policy

102.   In addition the greater independence led to accountability becoming even more important. BVE institutions remained publicly run institutions accountable both to the stakeholders in de region and to governmental authorities. A good understanding of the production and control cycle within the institutes became increasingly important.

103.   The most recent policy line was introduced with the "Koers BVE" (2) in which institutes are encouraged to carry on a dialogue with the stakeholders in their region with the aim to achieve renewal in education and in work. New arrangements should be made between education and vocation that will improve the quality of education and ensure a better fit between education and the labour market. This brings us back to the essence of the requirements that must be set for educational institutes: education must be strengthened.

104.   The diverse policy lines of past decades have led to various accents in the requirements that school leaders have to meet. At first these were mainly items of an organisational nature, and then facility management became much more important, bringing the financial function of the management into the limelight. These were followed by a stronger emphasis on personnel matters and, since 2003, attention has returned to the educational aspects. [1]

105.   It is characteristic that, with the exception of real educational functions, more and more new personnel (organisation manager, accountant, real estate manager, HRM advisor) have become part of the management team layers. This was possible because such specialisation require specific expertise that can be obtained, to a large extent, from outside education. That is not the case for the final requirement, knowledge of education. Knowledge of educational management cannot be obtained externally, that has to be provided by the institution itself.

3.1.3   Legislation

106.   Legislation and regulation do not set any requirements for roles and duties of school leaders. Until recently (1-8-2006) such requirements did exist for primary education. But with the in-

troduction of the Decree governing legal status PO per 1-8-2006, the job description of directors no longer applied15.

107.   The lack of legal stipulations means that there is complete freedom about the way tasks are implemented and the accompanying accountability. Professional organisation in (founding) education have accepted the responsibility to support and professionalize the professional group (refer also to 3.2.6).

3.1.4   Financial and didactic policy

Block rates

108.   Blocks rates are a common means of funding in all sectors. This is quite new for primary education (Augustus 2006), block rates were introduced in secondary education in 1996, the BVE sector has the longest tradition of working with block rates (1992). Block rate funding means that the school management is responsible for how it uses the money (personnel, material and schooling). The government grants an annual amount to the institution that is then free to spend it in the way it thinks best. The implementation of education is in the hands of the Municipality that makes contracts with bidders.

109.   Expenditure is supervised by accountants' audits, annual reports and via visits from the Education Inspectorate that usually co-operates with auditors and CFi within the framework of single audit and single information. School and institutions are increasingly being required to account for the use of financial means they have received from the government.

 110.   Block rate funding means that the institutes must have a considerable amount of financial knowledge within the organisation. The school leader must have this knowledge himself or it must be available through other layers in the management structure of the school or the board of governors. In the BVE field we saw that the introduction of block rate funding led to emphasis being placed on the management of the planning and control cycle and that it is necessary to introduce this specialisation into the institute. We can now follow the introduction of block rate funding in primary education. During the preparation for the introduction of the block rate funding a start was made in strengthening knowledge in this field among school leaders. Block rate funding allows institutes greater freedom. And with freedom comes the necessity to make choices; exactly the job for which intense involvement is required from the school leader. Attention to further reinforcement will be essential in the coming years.

Educational policy and the consequences for school leaders

111.   When considering the accountability for the content and design of the curriculum it is apparent that there are differences and similarities among the sectors. The most important similarity is that schools and institutes are free to plan the education they provide and there are no pedagogic/didactic stipulations. The schools are also free to choose their teaching methods and educational aids. There are, however, regulations for all sectors that determine the teaching time that must be provided but these do not contain instructions about the use of the time e.g. the proportion of time spent on actual teaching and the time used for processing the formation. The schools and institutions are free to choose: teachers are the professionals who know what type of instruction or work is best for which pupil in his or her group at any given time. It should, however, be stated that the Inspectorate for primary and secondary education does examine the quality of teaching and can make a negative judgement if the school does not tune the education offered to meet the

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[15] This does not affect the fact the sector itself is given the scope, within the parameters of the CAO to include this for school leaders (requirements, scale etc).

needs of each pupil or finds the teaching method too general. The results of such an inspection are included in the Inspectorate's school report which is open for public perusal.

112.   There are also differences in the education content of the curriculum. Core objectives are set for basic and primary education and the foundation course for secondary education and these give, per subject, a description of the educational content: schools are obliged to provide such contents In doing so the school can chose their own emphasis or profiles (depending on the group of pupils). For the upper school of secondary education and the BVE sector there are centrally specified examination requirements that set the standard for each subject. The examination requirements for secondary education are set annually by the Central Examination Commission (CEVO) and approved by the Minister of Education. In the BVE sector the knowledge centres for vocational education and business (composed of representatives of employers and employees) formulate the competences for the various vocations. The Minister sets the annual final attainment level of education and indicates which courses are eligible for funding.

113.   Legislation does, however, set pedagogic requirements in terms of the length of education, attainment levels and examinations. These have changed only slightly. Dutch education institutions have always had considerable freedom for the arrangement of education, didactics, the way in which the institutions work and teaching methods. Being offered freedom means having to make choices and the school leader plays a prominent part in making these choices. The leader becomes publicly accountable, not only for the results achieved, but also for the content and methods involved[16]. These are all tasks resting mainly on the shoulders of the school leader.

3.1.5   Personnel policy and school leaders

114.   Although self-regulation is now taking a more prominent place in all the sectors, in general the government remains responsible for ensuring the quality of the teachers. The Minister is accountable for the quality of education. It is the management of schools and institutions that implement the personnel policy (selection, appointment, promotion and sometimes even dismissal. Since the introduction of the BIO Act on 1-8-2006, schools now have qualification requirements and must enable their staff to maintain and increase their qualifications. In many cases the school leader has been given a mandate from the management to implement personnel policy for teachers and support staff. In almost all schools the school leader is involved in supporting the professional development of teachers and providing feedback.

3.1.6   Management classification

115.   In the Netherlands a distinction is made between public and special schools In 2004 the Education Council issued advice about changing management relations in Dutch education. As a consequence of increase in scale, de-regulation, becoming more conscious of the function in society and the wish to become more professional, the need arose to clarify the relation between management, various supervisory boards and the world of education and various interested parties in the environment of education institutes.

 116.   The increasing autonomy in education is accompanied by new duties and roles for management and governing boards. There is an increasing need to clarify the formal relation between various types of management. The codes for good educational management that have, or are, being developed in various sectors (BVE and PO) can prove very helpful. The main feature of these codes is the dialogue with those involved and the accountability to each other. Accountability applies to those involved internally, the teaching staff, the pupils and participants. An internal sys-

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[16] Concerning the contents of education we see little structural changes. On the subject of public accountability there are changes after the introduction of the new law with regulates the Inspection (WOT, 2002).

tem of checks and balances precedes the accountability to the environment and is a condition for public accountability.

3.1.7   Public accountability

117.   In the policy document "Governance in education", dealt with in chapter 2, it states emphatically that increase of autonomy, transparency and accountability belong together. School/institutes and managers (supervisory boards) do not have to be accountable only internally, the environment of the school also needs to be directly involved in the performances achieved This implies both horizontal accountability by the management to the social environment of the school (e.g. parents, local council, the neighbourhood, institutes for secondary education) and also vertical accountability to the Education Inspectorates and the Ministry of OCW. Vertical supervision will be permanently focussed on the legitimacy and quality of the education. The management is accountable in all cases. The Minister has to convince citizens that all educational institutions meet the minimum quality requirements. Supervision must be tailor-made (proportional). If a school or institution has ensured that its quality is satisfactory then supervision can be light. If performances lag behind or the accountability inside the school and to its environment do not meet the requirements then supervision will be stricter.

118.   In addition to public accountability as to the quality of education, information about which goes to the Education Inspectorate, the school must also provide information to other sources including Cfi and IBG[17]. Such information is the basic data for costs (students and certificates), information about the construction of the education, informing pupils about conforming to the Compulsory Education Act and about the teachers. Most of the data to be supplied have been digitalised and simplified in recent years.

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[17] Cfi is the public organisation that is in charge of the payment of schools. IBG is the public organisation that has a number of administrative tasks in the all sectors of education.

119.   What is relationship between public accountability and the role of school leaders? We use a recent report from the Education Inspectorate about very weak schools as an illustration. From an investigation into the background of some very poorly performing schools in primary education (source IO2) it was found that in almost all these schools failing management and supervision was an important cause of the poor performance These schools were characterised as having weak pedagogic leadership and little attention was paid to quality. A good system of quality assurance was lacking, as was a vision of education and learning. In many cases there was no professional school culture in which the staff's attention was drawn to their duties and responsibilities. The staff was not involved in decision making and development. The functioning of management, the effective use of personnel and material were all much poorer in these schools than in schools with good educational results.

120.   It is not standard for the Inspectorate to examine the way in which management and super-vision occur during a school visit. That usually depends on the results achieved by the school's pupils and on crucial indicators such as quality assurance and the educational learning process. According to the inspectorate the background for this approach is based on the following state-ment: if the school's quality assurance is up to standard then the school leadership is also up to standard and the educational achievements of the pupils are also satisfactory. However, the re-verse is not always true; good educational performances do not mean that the school leadership and quality assurance is also good. One possible explanation for this is that schools in a stable situation (usually the same team/few changes in the student population etc. do not always have the same quality assurance level) According to them there is no necessity to invest in quality, "why should they invest in quality assurance?" There is a risk here because external factors change and then a well-functioning quality system is extremely important

121.   Making the results of schools and institutions visible has a function in horizontal and ver-tical supervision. The school reports and the quality cards based on these reports and issued by the Educational Inspectorate about the quality of education are also published (www.onderwijsinspectie.nl). Institutes' annual reports are also published. In the BVE sector the MEO Council, together with the institutions develops a benchmark which makes it possible to make comparisons between institutions.

122.   Changes in the field of supervision and public accountability mean that school leaders have to be more transparent about their views and their results. School leaders can be held ac-countable both internally and externally (Educational Inspectorate and the school environment).

3.2   Policy development and future challenges.

123.   There is a great deal of movement within education. This is due to some extent to devel-opments on the labour market but also to the changing requirements of society itself and (the ac-companying) changes in education. These developments, in combination with changing opinions about the distribution of responsibility, will have significant consequences for school policy for all parts of the system and therefore also for school leaders.

3.2.1   The labour market for educational personnel

124.   Developments in the educational market will demand much from school leaders in the coming years. The shortage of teaching staff was not so urgent in the past few years and was lim-ited to the densely populated areas in the west of the country In the advice issued by the Educa-tional Council on 31 August and in the document Working in Education 2007 there is some alarm-ing news about the very serious shortages of teachers expected in the near future, This applies par-ticularly to secondary education Starting next year many teachers will retire (take early retire-ment) from teaching. The in-flow of new, well-qualified teachers is insufficient to compensate for

this exit. Solving the problem of this shortage is made even more difficult because males, ethnic-minorities and academics appear to have very little interest in a job in education (Educational Council, 2006). In addition some of the new teachers have had enough after a few years. The working conditions and the poor quality of management are the main reasons for this[18]. Apart from personal reasons the cause must be sought in the push factors in education itself with management as an important factor.

3.2.2 Social developments

125.   Certain developments in society – such as increase in individualisation and a society that has more and more pluralism – require schools to actively promote citizenship and social integration. In addition the school makes it possible for each pupil to have some knowledge of the various backgrounds and cultures of children of the same age. Citizenship is not viewed as a separate subject, but as an obvious integral component of education. The school has achieved the best result if citizenship is interwoven in the way children and teachers act. Starting in the school year 2006/2007 the way in which schools carry out the assignment to promote active citizenship and integration in education will be included by inspectors in their standard inspections of schools.

Broad school and child care

126.   In primary and secondary education it is clear that development of broad schools is being stimulated by the government. A broad school is a cohesive network of accessible and good provisions for children, young people and the family, with the school at the centre. The aim of this school is primarily to increase the opportunities for children to develop. Co-operation between schools and other institutions characterises broad schools. How this cooperation comes into being, what institutes the school works with and what is its objective depends on local needs and circumstances. The government actively supports the development of broad schools, but does not lay down the law to the schools and the municipalities: these schools remain local initiatives. The local council directs the process, monitors the progress and is responsible for the evaluation of processed and yields

127.   Politicians recently decided that it would be compulsory for school management in primary education from 2007 onwards to organise care for pre-school children, before school started and after school finished for the day. This is intended to facilitate children's opportunities to develop and allow parents/carers to participate in employment. The schools comply by offering care themselves or by offering facilities where other parties provide the care (e.g. child care centres). This obligation means that school leaders have to work to keep in contact with the relevant organisations and also communicate with parents who have to state clearly what type of care they require.

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[18] At the end of 2002 the SBO has looked into this problem. Then it was quite clear that the leaving personnel were primarily younger people. Today the minister has a career survey. Because of the relative short period the report of this survey is not jet clear on this causes of these movements.

Premature school leavers

128.   Reducing the number of pupils that leave school prematurely has the highest priority in secondary education and the BVE sector. The number of early school leavers is beginning to decline, from 64.000 in 2004 to 57.000 in 2005, but this is still unacceptably high. In an effort to provide a large group of young people in the Netherlands with a better future the Minister and the State Secretary of OCW have opened the "attack on drop-outs": a set of extra measures to actively combat premature exits. Together with all those involved (schools, local authorities, RMCs, care institutions , employees, CWIs, police, justice, parents and pupils) many activities have been set up to reduce the number of new premature leavers. School leaders play an important part in this More policy needs to be drawn up and implemented to prevent pupils from leaving school prematurely.

Social work experience

129.   Another item to which attention is paid in secondary education is social work experience. The government (OCW and VWS) is promoting a scheme to allow pupils to do voluntary work starting in the school year 2005 – 2006. Schools draw up objectives, think carefully about the place such work experience can have within education and about how it should be steered and assessed. The organisation of this work experience, or having the work experience organised, could also be the responsibility of school leaders.

3.2.3   Innovation

130.   Innovation in education is an integral part of the development of schools. Teaching methods change, new contents are introduced and also the role and position of the school in society is changing. In the policy documents issued by the government under the names "koers PO", "koers VO" en "koers BVE" attention is requested for ways of strengthening and introducing innovation in education. There are, of course, differences between sectors. The Innovation Agenda for Primary Education (OCW, 2006) includes the ambition to improve reading skills in basic education and the innovation agenda for secondary vocational education places emphasis on the introduction of competence linked vocational education and the realisation of agreements made between BVE institutes and businesses in the regions. These innovations would allow education in the BVE sector to react more quickly to changes in the labour market. Education will have to be more practically oriented because co-operation between schools and business is becoming more intense.

131.   New ways of learning are, however, not only applicable in the BVE field. New ways of learning are also emerging in primary and secondary education. These include all sorts of new types of education in which aspects such as combining subjects, breaking through the barrier of class teaching, the pupils' right to initiate, integration of various types of education, and on-the-job learning play an important role.

132.   Together with innovation in the way of learning there are also innovations in the organisation of schools: the learning organisation. This way is characterised by learning in teams with special attention for the development of competences and the coaching of personnel.

3.2.4   Entrepreneurship

133.   In proportion to its size Dutch society has few entrepreneurs. In recent years education started to recognise the importance of stimulating entrepreneurship. This applies not only for higher education and MBO but also for primary and secondary education. Educational institutes will increasingly be urged to seriously consider their job of preparing young people for their role in society, a society of which entrepreneurs are part. This will have consequences for the duties and function of school leaders. A school that is not willing to be an entrepreneur and does nor, or barely, reacts to changing society does not provide a good climate for the development of the en-

trepreneurial qualities of its pupils. The school leader as an entrepreneur inside the educational will become more and more apparent in the coming years. The next move must come from the sector. In the NSA competences requirements for school leaders this is expressed in the competences formulated under 'educational entrepreneurship'. The autonomy of schools means that the government has no formal task in stimulating entrepreneurship in school leaders. However, by continuing to extend this autonomy it is evident that the government does help school leaders to develop entrepreneurship or al least gives them the scope to do so.

3.2.5 *Focus on relationships within institutions and the role school leaders play*

134.   In various discussions it was pointed out that the gap between management and the team is widening It should, however, be stated that the differences between sectors (PO, VO, BVE) and also within the sectors (large school management versus single small school management in primary education are great. Relatively new management tasks (in the field of accommodation) and strengthening internal supervision (accountability) could result in the distance between policy makers and those implementing the policy, becoming greater. Many school leaders are reproached because they are too pedantic in their way of working and this leads to many labour conflicts Management in educational institutes is still very often too hierarchical- it is still top-down and this type of management does not work in an organisation of highly educated professionals.

135.   One of the Trade Unions indicated that the government policy aimed at de-regulation and increasing autonomy transfers too many duties and responsibility to school managements. School leaders, and certainly the teachers, should be allowed to be more involved in policy developments within the school. The school board and the management are, according to this Union, responsible for the wider view: accommodation materials, the timetable, the curriculum and the work climate. Teachers are responsible for working out the educational contents (based on management's more general plan) to suit the needs of the vocational group. To be able to achieve these teachers should be given more autonomy allowing them to make full use of their professional skills. It is essential that management gives teachers the scope to develop an annual learning plan and to make an annual general assessment, mainly of the financial aspects, of this plan. In this way the professionals in the school will be given the opportunity to participate in the educational policy and also personnel and organisational policy.

136.   It is evident that one of the core competences of school leaders must be that of providing effective leadership to an organisation of professionals. A good understanding of mutual relationships and clear and open communication is essential.

137.   In a recent study by SBL teachers were asked to name items that clearly needed to be improved in the future. One of the most important items mentioned was improving the organisation in the field of personnel policy and the distribution of knowledge. These are matters for which school leaders bear full responsibility and for which there is scope enough for improvement. Giving teachers the scope and support, especially teams within the school, is an important item that requires attention.

3.2.6 *Profiling the profession of school leader[19]*

138.   The NSA qualification requirements (primary education), drawn up in cooperation with school leaders, and submitted to the minister at the end of 2005, are based on the core compe-

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[19] In chapter 6, information is given about the training of school leaders. In this chapter only the competencies of school leaders are presented

tences for pedagogic leadership from the professional standard[20]. The competence requirements describe the competences necessary to work as a school leader in primary education. The requirements for school leaders have not yet been adopted in legislation as have the requirements to be met by teachers in PO, VO and BVE as stipulated according to Professions in the Educational Act BIO (Decree governing qualification requirements for personnel in education)[21].

139.   Although these requirements have not yet been included in legislation they are applicable as basis for the contents of training from the HBO-institutes that have been receiving subsidies from OCW for training school leaders in primary education since 1994. It is not only these subsidised educational institutes that use these competence requirements as basic requirements but these are also increasingly being used by commercial institutes that offer training courses (refer to chapter 6 for more information about training) .

140.   In 2003 the predecessor of School Management VVO for secondary education (the Association for the Management of Higher Education (VO) in conjunction with school leaders, ISIS and the VSWO brought the professional profile from 2000 up to date. This profile distinguished twenty competences in six areas of competence. In the recent 2006 document 5 competencies are distinguished; vision, awareness of surrounding organisations, strategic acting, awareness of organisation, higher order thinking.

141.   At this time there are no plans to develop competence profiles for school leaders in the BVE sector The MBO council does have the intention to bundle training activities school leaders in an MBO-academy. No doubt this will require function requirements being specified (see chapter 6).

142.   Initiatives to become more professional are being taken within the group itself, these include important items such as the exchange of information and collegial support Organisations such as the AVS, NSA, VO Council and the MBO Council play an important part in this process.

Development profile for the function of school leader

143.   In the BVE sector the job of school leader has gone through a very specific and detailed development. This was mainly due to governmental policy in relation to initiatives taken by the sector itself. Influenced by government policies such as increase of scale, de-regulation, the liberalisation of labour conditions, block rate funding and innovation arrangements, the emphasis on the various duties of school leaders has changed drastically. Facility management, financial management, HRM management and pedagogic-oriented innovation management have alternated with each other in the last 20 years. This process will continue. Innovation, in particular, which is where the core of the quality of the education can be found, will demand a great deal of attention from school leaders Unlike other developments, such as the introduction of block rate funding in the various sectors, it is very unlikely innovation in education can be realised by hiring in external assistance. The renewal of educational content will need to be performed by people who themselves have an educational background.

144.   Secondary education is undergoing comparable development, although this commenced later and is not so advanced. The development will, without doubt, continue in the future. The function of HRM management in particular is a serious challenge at this time. There is much talk of personnel that are dissatisfied about their relationship with management. Therefore, that sector

[20] The professional standard of school leaders in primary education was presented in 1994 by a special commission. This commission had its assignment a year before that from the minister of education in order to develop a training strategy for school leaders.

[21] The minister is thinking about the method by which it can be regulated. Now the competencies of teachers are regulated in the BIO law. In the future this might not be the place to assure these standards. (beleidsplan onderwijspersoneel September 26 2006)

is dealing with the greatest problems with the labour market. Shortages will increase rapidly and school leaders will be faced with the difficult job, with the (sparse) means at their disposal, of obtaining the best possible teaching staff. In the recent past this has proved to be an almost impossible task which can lead to lessons being cancelled and to many teaching vacancies.

145.   In primary education it is expected that management increase of scale will proceed. One important aspect here is the division of tasks between management and their support facilities and the school leaders. Here lies the challenge! Some years ago there were 300 vacancies (fte) for head teachers although there were 130.000 teachers in the sector. The shortage of head teachers in the past years remained limited: in 2004/2005 and in 2005/2006 the number of vacancies amounted to 150 fte. In de most recent OCW document about developments in employment 'Working in educations 2007' there are estimates which indicate that, based on a good economic situation scenario, the shortage of school leaders in the coming years can rise to approx 5% of employment – 700 to 850 full time jobs annually. Knowing that there is a clear relationship between the quality of education and the quality of management, this will remain an item requiring special attention. The solution could lie in increasing the through- flow of teachers to school leader jobs and possibly the entry of school leaders. An annual increase of 65 fte in the through-flow to a job as school leader would solve the serious shortage. In the past, however, such a high structural through-flow of teachers to management has never taken place.

3.3   Literature

A1	Visie en missie AVS	Algemene Vereniging voor Schoolleiders	2006
AOC1	De (meer)waarde van bovenschools management	Arbeid Opleidingen Consult	2003
AV1	Eén op de tien scholen zonder directeur	AVS	2003
BA1	Taken en taakbelasting op brede scholen	B&A Groep	2002
B1	Governance code BE	BVE Raad	2006
B2	CAO BVE 2005 -2007 (Inhoudsopgave)	BVE Raad	2006
B3	Ruimte voor ambitie en innovatie in het mbo	BVE Raad	2006
CA1	BVE monitor 2003/2004	Capgemini	
CBS1	Jaarboek onderwijs in cijfers 2006	Centraal Bureau voor de Statistiek	2006
CB1	Beroepsprofiel Schoolleiders PO	Commissie Beroepsprofiel Schoolleiders PO	1994
G1	Q*Primair Monitor Kwaliteitszorg	GION RUG Groningen, Risbo EUR Rotterdam	2004
IO3	Toezichtkader PO	Inspectie van het Onderwijs	2005
I12	Bestuur en management	ISIS/Q5	2006
IT1	Aandachtsgroepen monitor	ITS	
IT2	Management en Bestuur, Onderzoek naar de inrichting van bovenschoolse managementbureaus in het PO	ITS	2006
IV2	ICT-Onderwijsmonitor 2003-2004	IVA, ITS	2004
K1	Schoolleiders in het VO, vernieuwend?	KPC Groep	2004
O1	Factsheet Werken in het onderwijs	Ministerie OCW	2006
O2	Kerncijfers 2001-2005 OCW	Ministerie OCW	2006
O3	Werken in het onderwijs 2006	Ministerie OCW	2005
O4	Beleidsnotitie governance in het onderwijs	Ministerie OCW	2005

O5	Een goed werkende onderwijsarbeids-markt, Beleidsplan Onderwijspersoneel	Ministerie OCW	2004
O6	Voortgangsrapportage Beleidsplan On-derwijspersoneel	Ministerie OCW	2005
O7	Op Koers, Voortgangsrapportage Koers PO	Ministerie OCW	2006
O8	Voortgangsrapportage Good Governance in het onderwijs	Ministerie OCW	2006
O9	Koers Po, Ruimte voor de school	Ministerie OCW	2004
O10	Koers VO, de leerling geboeid de school ontketend	Ministerie OCW	2004
O11	Koers BVE, het regionale netwerk aan zet	Ministerie OCW	2004
O12	Wordingsgeschiedenis opleiding school-leiders (incl cijfers)	Ministerie OCW	2006
O14	Opleiding Schoolleiders PO, meewerk-ende of leidende directeuren	Ministerie OCW	1992
O15	Kerndoelen basisonderwijs	Ministerie OCW	2005
O16	CAO-afspraken specifiek voor schoollei-ders in het primair onderwijs (periode 1995 - 2006)	Ministerie OCW	2006
O19	Agenda Koers BVE 2	Ministerie OCW	2003
O20	Convenant professionalisering en bege-leiding onderwijspersoneel in PO en VO	Ministerie OCW	2006
O21	Stimuleringsregeling beginnende direc-teuren PO 2004 – 2006	Ministerie OCW	2004
O22	Stimuleringsregeling beginnende direc-teuren PO 2006 – 2008	Ministerie OCW	2006
O23	Innovatieagenda PO	Ministerie OCW	2006
O24	Voortgangsrapportage invoering lump sum in po	Ministerie OCW	2006
O25	Besluit vaststelling kerndoelen onder-bouw vo	Ministerie OCW	2006
O27	Werken in het onderwijs 2007	Ministerie OCW	2006
O29	Voortgangsrapportage Beleidsplan On-derwijspersoneel	Ministerie OCW	2006
O34	Eurydice, Het onderwijssysteem in Ned-erland 2005	Ministerie OCW	2005
O35	The education system in the Netherlands	Ministerie OCW	2006
N4	De 8 bekwaamheidseisen voor leiding-gevenden in het primair onderwijs	Nederlandse Schoolleiders Academie	2005
N5	Praktijkkatern Schoolleiders PO	Nederlandse Schoolleiders Academie	2006
OE1	New School Management Approaches	OECD, Centre for Educa-tional Research and Inno-vation	2001
OR1	Toerusten = uitrusten	Onderwijsraad	2002
OR2	Bureaucratisering en schaalfactoren	Onderwijsraad	2004
OR3	Degelijk Onderwijsbestuur	Onderwijsraad	2004
OR4	Waardering voor het leraarschap	Onderwijsraad	2006
PR1	Lumpsum primair onderwijs	Projectbureau lumpsum	2006
R3	Taken en werkdruk managers PO, VO en BE	Regioplan	2000

S1	Beleidsplan 2004-2007	Schoolmanagers VO	2004
SCO5	Variatie in leidinggevenden in het po, Rapportage voor de Brink	SCO Kohnstamm Instituut	2006
SCO7	Ervaringen met het vernieuwde onderwijstoezicht	SCO Kohnstamm Instituut	2004
SCO1	Bovenschools management in het Primair Onderwijs	SCO Kohnstamm Instituut, IVA	2000
SCO4	De waarde van bazen van buiten	SCO Kohnstamm Instituut, IVA	2005
UTil1	Governance in het openbaar onderwijs	Universiteit van Tilburg	2006
VOS1	Code Goed Bestuur Primair Onderwijs	VOS/ABB (alle organisaties voor bestuur en management, vakorg)	2005
VVO1	Beroepsprofiel van een schoolleider in het vo	VVO Vereniging voor het management in het voortgezet onderwijs	2003
VVO2	Op weg naar basiscompetenties voor schoolleiders voortgezet onderwijs	VO-raad	2006
V1	Collectief leren in Schoolorganisaties, oratie Fontys Hogeschool		2002

4 PROMOTING LEARNING AND SCHOOL LEADERSHIP

146.   School leaders are faced with the task of creating the best possible conditions for qualitatively good education and consequently an optimal learning performance by pupils. This chapter deals with the role played by school leaders in promoting the quality of learning. The focus here is on quality and the promotion of quality but also on accountability for quality. It will be explained below that there have been important developments in this subject in the past ten years. The current situation in the Netherlands will be described in paragraph (4.1) in which detailed information will be provided about accountability for the quality of education and quality assurance. This will be followed by information about the quality of teachers and the role the school leader plays in this. After all, the quality of education is determined by the man or woman in front of the class and only then derived from systems of quality assurance and accountability. Paragraph 4.2 describes some topical policy developments in the Netherlands that are involved in the promotion of learning. Measures that are being taken to improve arithmetic and reading, augmenting teacher training, making optimal use of school time and the role of school leaders when bottle necks have been reported. The chapter closes with a summary of literature consulted.

4.1   The current situation in the Netherlands

4.1.1   Accountability

147.   In the Netherlands the quality of education is monitored by the Education Inspectorate. Chapter 3 contained a description of what accountability means in changing management relations. In this chapter we look at how this inspectorate works in practice. The Inspectorate carries out regular inspections among schools and institutions and reports the results to both the schools and institutions and to the Minister of Education and to Parliament The Education Inspection Act (WOT) came into force on 1 September 2002 This Act applies to primary and secondary education and to adult and vocational sectors.

148.   The Education Inspection Act divides quality aspects for primary and secondary education during a school visit into two categories:

- statutory regulations relating to basic quality standards and conditions for funding
- other quality aspects such as results and progress in pupils' development
- the structure of the learning process: curriculum, learning/teaching time, educational climate, school climate, teaching methods, response to individual needs and the content, level and implementation of tests, assignments or examinations.

149.   The statutory and quality requirements for the BVE sector are derived from the Adult and Vocational Education Act (WEB). The WEB gives a number of statutory instructions to BVE institutions that have a considerable degree of autonomy as to the way they are implemented. Autonomy and deregulation are viewed in the WOT as instruments to promote the quality of education. Achieving this quality and accountability to the public is an explicit task for the institutions. Visits from the Inspectorate include special attention for the way in which institutions implement the assignments stated in the WEB, what quality requirements they have set and whether these have been realised at an acceptable level.

4.1.2   Education Inspectorate's work methods

150.   Inspection frameworks go into more detail as to the Inspectorate's methods and the content of its inspections The inspectorate provides information about the kind of inspections it carries out, the frequency (yearly, two- or four-yearly or more often according to the quality found), the reports published by the Inspectorate are based on their findings and the relationship between these reports and the digital school dossiers and school report cards. The quality assurance sys-

tems used by the schools (self-evaluation) are an important item when monitoring schools; these are a means of promoting school development. This can contribute to proportional supervision: the more relevant and reliable data a school can make available the less intensive supervision needs to be.

151.   When making its assessment the inspectorate, in addition to self evaluation by the schools, makes use of information and data that is supplied by primary and secondary education once every four years (school plan). In primary education this plan includes an annual syllabus, quality plan and a list of school holidays and in secondary education in addition to the syllabus there is also the verification of exam results, advice, yield cards and programmes for testing and termination and examination results.

152.   When assessing the quality of education in schools and institutions the Inspectorate works with a system of standards. These standards are necessary to ensure transparency and objectiveness and to make the same judgement in the same circumstances. The inspectorate records its verdict in qualifications. In this way schools are made aware of matters that the Inspectorate finds should be changed or which indicators are in order.

153.   On the whole school leaders compile the required information and data and make this available to the Inspectorate. This is an extra burden for of school leaders in the field of accountability. A study carried out in 2004 into the operation of the supervision in po, vo en bve (SCO, 2004) found that the school leaders considered an inspection visit and the submission of data prior to the visit to be a burden. The principle of proportionality is not yet working effectively because schools do not yet have the data from self-evaluation or quality assurance systems organised well enough. The results of this study have led (among other things) the Inspectorate to reduce the number of indicators for a school visit. The inspectorate also makes use of data that can be obtained from other sources, for instance Cfi or the accountant. This is dome with the intention to reduce the burden for schools and institutions ("single audit, single information").

154.   The school report is published publicly. The reports can be found on the Inspectorate's site. In this way the report and the quality card to which it is linked (a diagram of the assessment) fulfil not only a function in the vertical external accountability but it also increases the transparency for participants, pupils' parents and other interested parties in the school's environment.

4.1.3   Accountability for pupils' yield,

Following the progress o f pupils

155.   The assessment made by the Education Inspectorate as to the quality of education is based to a considerable extent on the yield of the education and the way in which schools follow the progress of the pupils. The term yield 'results and progress in pupils' development' has a different meaning in each of the three sectors.

Primary education

156.   The exact content and didactics of the educational syllabus is not stipulated for primary education. Schools are expected to organise their own activities in such a way that all the subject matter included in the core objectives is dealt with. Core objectives define the general level of the school curriculum and ensure a smooth transfer to secondary education. Schools are free to decide how to allot school hours to areas of special attention and the educational subjects. The primary Education Act stipulates only the minimum number of hours to be given. In the first four school years this is 3520 hours; in the last four school year it is at least 4000 hours. Starting in the school year 2005/6 a change in legislation allows some flexibility in the distribution of hours between lower and higher classes.

157.   To be able to assess the yield of pupils in primary education it is necessary to make a distinction between basic education on one hand and (secondary) special education on the other. For this last group of schools it is important to realise that the development perspective of pupils, formulated at the time of entry, must be taken into account when accounting for the yield. It is also necessary that the school should make it clear that the objectives they set are realistic. The school reports the progress made by the pupils and if a pupil leaves the school then the director, after consulting the teachers and investigating committee, will write a pedagogic report. This report is intended for the school that will take in the pupil Depending on the pupil's age and ability to deal with such matters, a copy will be sent to the pupils or his/her parents.

158.   In basic and special basic education the pupils' progress and results are followed at the end of and during a school period. The Cito-group develops tests using which the schools can compare their final results with those of other schools (final test basic education). The tests includes language, arithmetic, environmental studies (geography, history, biology and sciences) and subject skills Approximately 80% of primary schools use these CITO tests22 These tests are of considerable importance for the Inspectorate's assessment. The inspectorate considers the results to be positive if the results are of the same level, at least, as the level that, based on the characteristics of the student population, may be expected.

159.   Not only are pupils tested at the end of their school time but they are also tested during their school career to be able to follow their progress. Almost all basic schools have some form of system to follow students; many schools follow the CITO group system and the accompanying tests. The results of the tests are passed on to the parents

160.   After consulting the teachers the school leader compiles a pedagogic report about each pupil that leaves primary school. This report is intended for the pupil's next school. The pupil's parents will be given a copy. Pupils do not receive a certificate or testimonial at the end of eight years at primary school.

Secondary education

161.   In secondary education the Inspectorate's assessment of yields is based on the following elements:

- final examination results are at the level that may be expected
- at the end of their education pupils have mastered skills to the level that may be expected
- pupils are developing according to expectation
- pupils are making good progress.

162.   The final examination results and the comparison of these results with those of other schools in comparable circumstances are important items in the assessment. The final examination regulations act as guide for the contents of the curriculum No further regulations are set for the curriculum (subjects, teaching methods educational aids).Core objectives for all subjects are set by the Minister of OCW for the first years of secondary education (foundation) Tests in each subject in the core curriculum are based on the core objectives, test are given for each subject or combination of subjects and the way in which tests are given is included the school plan compiled by the school itself.

22 The use of this test is not compulsory. Some schools use other tests. It is important that these tests meet the national standard T are also school that do not wish to use a final test In such cases the inspectorate doe not give an assessment of the educational yield In October 2006 however, the Minister of OCW send a policy document to parliament proposing to make a standard final test compulsory in primary education.

163.   At the end of the second year the school will advise pupils about the type of education most suitable for them vmbo, havo or vwo. There are national regulations governing the progression to higher education (mainly involving the number of years a pupil is allowed to complete a school stage) and school rules.

164.   In secondary education since 1 August 2006 the following minimum norms apply for school time in clock hours:

- foundation (first two years of vmbo and first three years of havo/vwo) 1,040 clock-hours a year
- third year vmbo, fourth year havo and fourth and fifth year vwo: 1,000 clock hours a year
- examination year vmbo, havo, vwo: 700 clock-hours a year.

165.   The final examination for vmbo can consist of a school examination (physical education, social sciences and art) or of a school examination and a central examination (the other subjects). The school examination for vmbo also has a sector work piece (not compulsory for the basic vocational pupils). The central examination is a national procedure for all students in the same course. For the most general subjects like Dutch language, mathematics and biology the central exam is on paper. Vocational subject like construction and nursing also have a practical examination.

166.   In 1998 a new examination curriculum was introduced for all subjects in havo/vwo that connects well with the four profiles (refer to chapter 2). There is a school examination for some subjects only. The requirements are laid down in the examination programmes compiled by the Minister of OCW. Not all the components are examined take place in the final year. "One central examination" is a test in which all the pupils of a certain type of school are given the same questions. All the pupils are assessed according to national norms. The central examination is taken per type of school at a certain time set by the government.

BVE

167.   Yields in the BVE-sector are defined by the inspectorate as being: the results of the education. Vocational education makes three distinctions::

- internal yield (certified pupils at various qualification levels that meet their own objectives and so also meet the expectations of their environment) and,
- external yield (available information about the position of ex-pupils on the labour market).

168.   For the education sector itself the objective is that pupils that exit the school will have achieved their own objectives in which the expectations of their environment are included.

169.   The Adult and Vocational Act (WEB) includes no stipulations about the contents of education. It is the responsibility of the institution itself to plan and offer the type of education that will enable the participants to gain their certificate. There are specific organisations called "kenniscentra" (knowledge centres) who have the legal obligation to develop and maintain a set of competencies for a specific profession or set of professions and to advise the minister about financing specific courses. The minister determines the final attainment level on the basis of an advice by these centres. The hours specified for a completed course of education in MBO is 850 contact clock hours a year.

170.   This sector is busy working on a new qualification structure based on competences. The objective is to achieve a better interface with education and the labour market. An experimental regulation has been included in the WEB since August 2005. This forms the foundation for experiments with competence-based qualifications .One important condition for this experiment is

that teaching material is tailor-made. Using ICT and internet is essential if learning – independent of place and time- is to be achieved.

171.   The agreements made between the institution and the BVE participant, include various clauses about tutoring and these include the regular provision of advice about continuing education either within the present course or externally. This also applies to participants in education. The vocational agreements made also contain clauses about assessing vocational education during practical work

172.   A new examination system was introduced in 2004. Examinations will be appraised by one institution only, the KCE (Examination Quality Centre.). KCE's external control is based on national norms to ensure the quality of the examination The KCE l gives an independent appraisal and, based on this, issues an independent assessment and provides the institution with a published statement. The requirements for the final examination are set by the Minister of Education.

4.1.4   Quality assurance

173.   Quality assurance systems are used to develop quality in education. The four components of the quality assurance system as given below (Scheerens, 1996):

- measure and register;
- assess and evaluate;
- quality control or quality improvement;
- organisation of quality assurance.

174.   Before starting to measure and register for quality assurance purposes it is necessary to determine the norms on which quality assurance will be based. In order to judge this quality service a standard has to be developed that indicates very accurately when the desired level has been achieved.
Quality assurance applies to everything that is done with the results of quality registration and evaluation – keeping a finger on the pulse. Quality improvement indicates the intention to use the results of the registration and assessment to improve (the working of) the organisation and to change it, and this can be done from both an external control perspective (accountability) and from an internal management perspective (improvement) The organisation of quality assurance is a measure of the extent to which an organisation is equipped to embark on quality assurance.

175.   In the past years many schools and institutions have shaped their quality assurance not only to meet their own needs to work on quality improvement but also because they are accountable for their results and the way in which they approach quality assurance and improvement. The Education Inspectorate, when carrying out an inspection, examines the extent to which quality assurance has been developed. The extent to which schools and institutions have implemented quality control assurance varies between the sectors and also within the sectors. It is a process "in development", according to the Inspectorate. It is evident that BVE-institutions already had a greater degree of autonomy and have also been involved in developing quality assurance for a longer period. This sector is continuing to work more with quality assurance systems which include quality variables that have to be achieved by departments (units). These departments make agreements with teams of educational clusters. Stimulating quality assurance systems in primary and secondary education is of recent date: they are not as advanced as the BVE sector. Fifty-three of the schools in basic education have a satisfactory score for (components of) quality assurance according to the Inspectorate. In secondary education two-thirds of the schools satisfy the requirements for quality assurance.

4.1.5   The role of school leaders in accountability and quality assurance

176.	The school leader plays an important part, particularly in accountability for learning results. This is internal and external accountability for the total yield (of an educational institution or training) and is less concerned with the results of individual pupils. That is quite different when compiling the education report in basic education and advising about the second stage in secondary education. In this situation the school leader is involved, often supported by the relevant teachers

177.	The quality assurance systems of schools and institutions are an important source of information about the development of the quality of education, here again the school leaders have an important task in realising such systems. In the NSA, 2005 competency requirements for school leaders in the field of "Competent in organisation policy and management" it states that school leaders must be able to organise systematic self-evaluation systems at school level. There is, as yet, no information available as to the extent to which school leaders have approached this aspect.

### *4.1.6	Coaching, assessing and professionalising teachers*

178.	School managements are responsible for their personnel policy and for coaching (new) teachers. As we have already seen these tasks are often passed on to school leaders. The financial means to fund personnel and labour market policy are included in the block rate funding. The possibilities to professionalize and coach education staff were subjects included in the covenant agreed between the Minister of OCW with employers' and employees' organisations in primary and secondary education in June 2006. The schools will receive an extra amount starting from August 2006. All the schools together receive a structural budget of €100 million. For an average primary school (223 pupils that is €7.310 and for an average school in secondary education (1,435 pupils) that is €62.600. The BVE-sector has also received an extra professionalisation budget (over 8 million). The BVE sector makes its own decisions as to the use of this budget; i.e. there is no covenant such as that for primary and secondary education.

Coaching new teachers(beginners)

179.	How new teachers are taken care of and coached is important in providing them with a good start on the labour market. The large numbers of newcomers and the formation of new groups within the schools make this even more important. Since the year 2000 it has been possible to become a teacher in primary and secondary education without having followed the usual teacher training system. Much of the training of these "horizontal entry teachers" takes place on the work floor[23]. In primary and secondary education the coaching is undertaken mainly by colleagues (subject teacher) and the school leaders. The colleague is more often the coach in secondary education.

180.	Older colleagues are usually assigned to coach teachers that are just beginning as these colleagues are able to pass on their knowledge and experience to these colleagues. The Ministry of OCW and also the Education market sector management now support initiatives taken by schools to use older teachers and even teachers who have retired (or taken early retirement) as a coach (Nestor, Fitte Vutters).

Assessing the quality of teachers

181.	The school management is responsible not only for recruitment and appointment but also for the professional development and assessment of teachers. These tasks are usually performed by the school leaders.

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[23] Up until now 4000 horizontal entries have taken place.

182.   A distinction can be made between the job evaluation interview (discussing the way the teacher is functioning and the perspectives for the future) and job assessment (assessing the way the teacher functioned in the previous period). This assessment can have consequences. It makes possible to apply salary differentials. The school itself must determine what conditions to apply and how much can be spent must on differential rewards. The function structure developed by decentralised CAO partners for secondary education and the BVE sector has examples for teachers and support personnel. In this way the function structure allows scope for career and promotion opportunities. Schools can assess, based on competence development, whether promotion to a more highly rated function is possible. This also depends on pedagogic and organisational choices and the financial means of schools and institutions. In primary education the existing set of instruments of standards and examples offers sufficient freedom for differentiation among the teaching staff and among the support staff.

183.   The monitor of integral personnel policy clearly indicated that schools for primary and secondary education are making progress in the field carrying out job evaluations. (Research voor Beleid 2005). Assessment interviews, in particular those linked to differentiation in primary (salary) and secondary (duties, schooling) labour conditions are not yet common to all schools.

184.   In the BVE area many improvements in the field of integral personnel policy are evident[24]. The attitude of all those involved with IPB shows a strong progression. The instruments for integral personnel policy are being used more than before and the mutual integration of the instruments has been strengthened. A great deal of attention will be paid to vertical integration; the interfacing of objectives and instruments and personnel and organisational with each other.

Decisions relating to professional development

185.   The quality of education depends a greatly on maintaining the competences of its personnel. When the BIO Act came into force on 1 August 2006 the professionalisation of personnel was highlighted. In the school quality assurance plan the school management is responsible for reporting how it intends to maintain the competences of its personnel. This is the base on which agreements relating to specific schooling and improving expertise are made between employers and employees. The results of the personal efforts (e.g. a certificate, diploma, certificate of participation) will be included in a "competence" file. The financial means mentioned previously (100 million for primary and secondary education and 8 million for bve) may be used to achieve this.

186.   The school management, as employer, must take into account the fact the teachers that qualify after 1 August 2006 will have a testimonial stating that they have met the competence requirements. For those teachers already working in schools it is necessary that the school management should include information in the school plan or the quality assurance report as to how the required competences will be maintained or further developed. It should also state what measures and instruments the school will use to achieve this. This will happen in consultation with the teaching staff.

187.   The Education Inspectorate monitors compliance with the wet BIO. The Inspectorate can, for instance, examine the compilation of the plan for educational institutes. Has the school included its competence requirements policy in the school plan or in the quality assurance report? The realisation of these plans is also checked. Has the policy chosen been translated into actual agreements with each member of the staff?

4.2   Policy developments and challenges for the future

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[24] Research voor Beleid. Monitor Integraal personeelsbeleid. Derde meting. Leiden 2005

188.   Around the theme of 'promoting learning' there are, as far as the quality of education is concerned, more policy-linked items that that have demanded attention in the past. Although Dutch pupils scored well in international comparative research (PISA, PIRLS) national studies indicate that certain parts of education would benefit from improvement (Education Inspectorate referring to technical reading and PPON about arithmetic and mathematics 'with pen and paper' in basic education). In addition there is also a great deal of criticism of the quality of teacher training and concern about the number of teaching hours given in secondary education and the BVE sector. These items will be discussed below as will the role of school leaders.

4.2.1   Reading and arithmetic

189.   The most recent report of the Education Inspectorate (Inspection in Education, 2006) warns that many pupils (approximately one quarter) leave basic education with reading skills equal to those of the group 6 level. The Education Inspectorate makes it clear that this to be blamed on the quality of reading lessons. There is very little difference, as far as technical reading is concerned, between the performance of pupils from various social-economic and ethnic groups. The pupils' background (social environment and the language spoken at home) plays an insignificant part.

190.   This situation has, of course, an effect on the opportunities for pupils in secondary education to develop. It is apparent that one quarter of the pupils on the basic vocational pathway and the middle-management vocational education pathway (VMBO) are not capable of reading their textbooks themselves. The Inspectorate warns of the risk that insufficient reading skills can lead to pupils leaving school prematurely.

191.   The PPON-report (Periodical Assessment of Education in the Netherlands) shows that for the subjects of arithmetic and mathematics in basic education there is a negative development in the approach to the way that pupils have to make sums on paper (addition, subtraction, multiplication and division).

192.   Various measures have been taken and announced to strengthen the teaching of reading and arithmetic and to improve the pathway from basic education to secondary education. In this way the Inspectorate will be able to tackle those schools with poor performance record for reading. Schools need to draw up plans for improvement to ensure that pupils and teachers receive assistance in achieving better results. The Inspectorate has also recently sent schools a brochure containing suggestions for improving reading at an early stage.

193.   In addition to the measures taken by the Inspectorate there have, for a long time, been many organisations and initiatives aiming to improve the teaching of reading (Expertise Centre Netherlands, plan of attack Illiteracy (Laaggeletterdheid), Masterplan Dyslexia, initiatives in pre- and early school education.

194.   Further investigation will be required into the causes of the decline of these skills. The Education Inspectorate will carry out further investigations in the school year 2006/2007.

4.2.2   Teacher training

195.   It is important for teaching both language and arithmetic that there is an early warning system that indicates where the problems are and makes it possible to be able to anticipate such problems. This is important not only for the quality assurance systems in the schools but also for teacher training. The competence requirements for teachers offer sufficient opportunities for institutes to visit and assess the teacher training colleges (pabo) as to whether they conform to the quality requirements. Starting in the school year 2006/2007 students entering teacher training will have to take a diagnostic test in reading and arithmetic. The students will be tested again at the end of the first year and, should the result not be satisfactory, the students will be not be allowed

to continue this training The Minister has announced that the selection procedures of teacher training institutes will be closely supervised in the first year.

196.   Other actions by teacher-training institutions generally have more to do with the quality of the training itself. The NVAO (Dutch/Flemish Accreditation Organisation) made some critical remarks about the quality of teacher training in 2005; these were applicable to both primary and secondary education. They dealt mainly with ensuring the level of higher education and tests and examinations. The Council of Higher Education has made agreements with the teacher training institutions about improving the quality of the training (translating the competence requirements into educational terms, the examination quality, assessing competences gained elsewhere and indicators for internal quality assurance systems for teacher training). The teacher training courses at universities have also started improvement plans for these subjects.

4.2.3   School hours in VO and BVE

197.   In the Netherlands there has been concern about the number of effective school hours realised in secondary education and the BVE sector. Investigation (O30, O31, IO4 and R4) showed that there was no conformation with the specified number of hours applying to these sectors. This is due, on one hand, to the lack of efficient educational timetables and, on the other hand to the cancellation of lessons. This can have an adverse effect on the quality of the education. The legal stipulations about learning time are, it is true, a condition of payment, but are also very important in relation to ensuring the quality of education. Participants/pupils and parents must be able to rely on the legally fixed number of school hours of supervised education.

198.   The Inspectorate gives priority during supervision to conformance with the requirements of the number of supervised learning hours and will pay attention to this item not only during regular school visits but will also carry out unannounced spot checks in the schools. At the same time the accountants control in secondary education will be stricter. The Inspectorate will reports non-conformance in the school year 2006/2007 to the Minister who may decide to impose sanctions. The VO council has provided the Minister with a response to questions about the problems involving supervised learning time in secondary education, (VO Council, Letter learning hours 10-11-2006). The most important result that talks the VO council held with members achieved is that schools and management (will) accept their responsibility. The discussion over learning hours that commenced in 2005-2006, has resulted in schools looking more critically at the way that they communicate with parents and pupils. The conclusion reached was that improvement is necessary and possible. Many schools have, therefore, taken measures in their preparation for the school year 2006/2007 The measures vary: shorten the start-up period of the school year, the week test and exam weeks are filled in, different times for meetings (out of school hours), etc. Aiming to increase the supervised learning time may not, according to the VO council, be at the expense of variations in the education offered and of activities aimed at mentoring pupils and the development of education. These aspects are of great importance for the quality of education. School have also indicated that they will require time to adapt so that well considered changes can be introduced in good harmony.

4.2.4   Role of school leaders in dealing with bottlenecks

199.   The bottlenecks already described in the quality of education have a significant effect on the activities of school leaders. It is evident from these measures that supervision of the quality of education is becoming stricter wherever that performance is lagging behind expectations or where there a lack of conformance with educational specifications. Just as for the (very) poorly performing schools described in chapter 3, the school management is expected (and it is the school leaders that have to work out the necessary measures) to draw up improvement plans, for example for the teaching of reading and arithmetic or take measures that guarantee sufficient schooling hours. How they achieve the improvement is up to them. Only the results count.

4.3   Literature

B3	Ruimte voor ambitie en innovatie in het mbo	BVE Raad	2006
CITO1	Resultaten PISA 2003	Citogroep	2004
CITO2	Onderzoek en achtergronden Cito Eindtoets basisonderwijs	Citogroep	2006
CITO3	PPON algemeen	Citogroep	2006
G2	Het nieuwe leren is inefficient en ineffectief	GION RUG Groningen	2005
G1	Q*Primair Monitor Kwaliteitszorg	GION RUG Groningen, Risbo EUR Rotterdam	2004
IO2	Ontstaan en ontwikkeling zeer zwakke scholen in het basisonderwijs	Inspectie van het Onderwijs	2006
IO3	Toezichtkader PO	Inspectie van het Onderwijs	2005
IO4	Onderwijstijd in het vo, Onderzoek naar de naleving van de minimale onderwijstijd in het voortgezet onderwijs	Inspectie van het Onderwijs	2006
IO5	Staat van het onderwijs: onderwijsverslag 2004-2005	Inspectie van het Onderwijs	2006
IO6	Eindtoets basisonderwijs	Inspectie van het Onderwijs	2006
I6	Het schoolplan, van papier naar proces	ISIS/Q5	2004
I10	Saus of marinade	ISIS/Q5	2006
IV1	Professionele kweekvijvers in het primair en voortgezet onderwijs	IVA	2006
IV3	De praktijk van taakbeleid	IVA	2000
IV2	ICT-Onderwijsmonitor 2003-2004	IVA, ITS	2004
O30	Beleidsreactie op inspectieonderzoeken naar naleving urennormen in mbo en vo, brief TK	Ministerie OCW	2006
O31	Beleidsreactie op inspectieonderzoeken naar naleving urennormen in mbo en vo	Ministerie OCW	2006
O32	Publicatie Educaton at a Glance 2006	Ministerie OCW	2006
O33	Beleidsreactie Onderwijsverslag 2004-2005	Ministerie OCW	2006
O34	Eurydice, Het onderwijssysteem in Nederland 2005	Ministerie OCW	2005
O35	The education system in the Netherlands	Ministerie OCW	2006
N5	Praktijkkatern Schoolleiders PO	Nederlandse Schoolleiders Academie	2006
OE2	What makes school systems perform? Seeining school systems through the prism of PISA	OECD, Centre for Educational Research and Innovation	2004
R4	Onderwijstijd en lesuitval in het voortgezet onderwijs 2005-2006	Regioplan	2006
RvB2	Monitor Integraal Personeelsbeleid in het PO en VO	Research voor Beleid	2005
RvB3	Monitor Integraal Personeelsbeleid in het BVE	Research voor Beleid	2005
S4	Nieuw leren waarderen	Schoolmanagers VO	2006
S5	Brief Onderwijstijd	Schoolmanagers VO	2006
SCO6	Vernieuwen in Onderbouw VO	SCO Kohnstamm Instituut	2006

SCO7	Ervaringen met het vernieuwde onderwijstoezicht	SCO Kohnstamm Instituut	2004
SCO1	Bovenschools management in het Primair Onderwijs	SCO Kohnstamm Instituut, IVA	2000
SCO2	Omgaan met verschillen	SCO Kohnstamm Instituut, IVA	2002
SBL1	Waar wij voor staan, De onderwijsagenda voor de beroepsgroep	Stichting Beroepskwaliteit Leraren en ander onderwijspersoneel	2006
U1	Educational Leadership and student Achievement	Universiteit Twente	2003
U2	Conditions of School Performance in Seven Countries, country study The Netherlands	Universiteit Twente	2004
V1	Collectief leren in Schoolorganisaties, oratie Fontys Hogeschool		2002

5 THE APPEAL OF THE SCHOOL LEADER'S PROFESSION

200.   The chapter focuses on the appeal of the school leadership. In 5.1 we sketch the present situation in the Netherlands. We give the most recent figures about the number of school leaders in the three sectors and then go on to deal with developments in the labour market and the reasons for exits. The wishes expressed by teachers when moving to higher functions will be examined and so will employment and the payment of school leaders.

201.   There has been concern for some time about the supply of school leaders in primary education. In past years various measures have been taken to recruit and retain school leaders for this sector. These policy measures can be found in 5.2. The literature on which this chapter is based is in 5.3.

5.1   The present situation in the Netherlands

5.1.1   Supply of school leaders

202.   For years now a log has been kept of the developments in the educational labour market in the Netherlands. The statistics are published on internet and in the annual publications of the Ministry together with key figures concerning education and the document "Working in Education".

Primary education

203.   In primary education (basic education and special education) the number of directors (in persons) dropped slightly in recent years from 7,174 (2003) to 6,905 (2006). There was a reduction in deputy directors from 4,217 (2003) to 3,796 (2006). There was an increase in the number of upper school directors from 1,053 (2003) to 1,338 (2006) In addition to these categories there are also interim-director, directors with no educational qualifications and other members of management in the category of 'others'. A total number of 564 in 2006[25]. The reason for these developments is to be found in the increase of scale in management in primary education.

Secondary education

204.   There are fewer schools in secondary education than in primary education. Because of the increase of scale that took place here, and is still continuing the number of directors and deputy directors dropped: 835 and 1345 in 2003 and 750 and 962 in 2006 respectively. The number of directors in the category 'others' (middle management made up of sector directors etc) however increased from 1,707 in 2003 to 2,029 in 2006. Refer to appendix 2 for the tables.

BVE

205.   In the BVE-world also it is evident that the more complex structure of the institutions and their increase in scale resulted in a substantial increase in the number of members of management in the 'other' category': 844 compared to 83 directors and 16 deputy directors in 2006 (Source: Ministry of OCW, aandachtsgroepenmonitor).

5.1.2   Gender and origin of school leaders

206.   In primary education about 80% of the teachers are female (based on fte), slightly more than 23% of the directors are women. The following percentages apply to secondary education: approx. 40% of the teachers are female compared to 18% of women in function as directors. In the

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[25] See appendix 2 for these tables and www.aandachtsgroepen.nl. The numbers are given in persons and also as ftes

BVE sector 43% of the teachers are women and the percentage of women with management functions is 31%. (Source: Kerncijfers 2001-2005 OCW).

207.   Only 3.4% of the directors in primary education are of ethnic minority origin (2006). In secondary education this is 0.8% in 2006 and in the BVE sector the most recent figures date from 2005 when there were 2.2% non-western directors. (Source: Ministerie van OCW, aandachts-groepenmonitor).

5.1.3   Sufficient supply of school leaders?

Primary education

208.   For some years now there has been concern in the Netherlands about a shortage of school leaders in primary education. Although the number of vacancies for school leaders amounts to 150 ftes in 2006, according to the most recent estimates, expectations for the future differ (OCW Document Werken in het onderwijs 2007)[26]. The estimates for the educational labour market OCW Document Werken in het onderwijs 2007) are based on both a high and a low conjuncture model. In the high conjuncture scenario the shortage of school leaders rises to more than 5% of employment. The demand for new school leaders is, to a large extent, filled by teachers who go on to fulfil a management function. The shortage occurs in spite of the fact that teachers move up to the position of school leader. This increase must, however, take place in a period that the shortage of teachers also increase drastically The demand for school leaders is a consequence of the exit of teachers mainly due to aging In absolute numbers this seems to be a problem that can be solved. The (net) through-flow from teacher to school leader still needs to be about 65 (on top of the 850) full time jobs to solve the problem. In the past, however, such a high structural flow from teacher to management has never been observed.

Secondary education

209.   The figures show almost no tension in the labour market for secondary school leaders[27]. The number of school leaders required (annually) is 200 to 300 full time jobs. To a very large extent the demand for school leaders is met by teachers who flow through to a management function. The other new school leaders required originate from the silent reserves: a maximum of 100 full time jobs are occupied annually by persons working outside the educational sector. Aging is again the main reason for the demand for new managers.

BVE

210.   Some 50 to 70 school leaders (full time jobs) exit the BVE-sector annually. Although in the absolute sense these are relatively small numbers, in the relative sense this is a significant part of the work force that exits (in total there are about 600 to 650 full time management jobs in the sector).The demand for replacements is met by in-flow from outside the sector. Only a small number of vacancies are filled by the in-flow of teachers. The school leaders in the BVE are distributed reasonably equally among the various age groups and therefore there are no specific moments at which the exit of school leaders due to aging increases.

5.1.4   Reasons for the exit of school leaders

[26] In the recent past the situation has been different. Only in 2003 the AVS gave a signal that one out of every ten primary schools lacked a school leader.

[27] There are signals that this situation changes. In the larger cities (especially Amsterdam) it is said by the AVS that shortages do occur.

211.   Leaving the sector due to (early) retirement is a major reason for the creation of vacancies. In the Netherlands it is usual for everyone to retire at the age of 65. The Flexible Pension and Retirement Act (FPU) came into force on 1 April 1997 The is a flexibly structured pension scheme that includes allowing employees to determine at what age, between 55 and 65 they will retire or take partial retirement. It goes without saying that the moment at which they stop will also affect the amount of their benefit.

212.   What other reasons are there for school leaders to leave? We shall deal with this question in the supplement to this paragraph, paying extra attention to the differences between men and women.

213.   For some time now, acting on instructions from the Ministry of OCW studies have been carried out on the subject of the development of vacancies in education. The reasons for the creation of vacancies for school leaders in primary and secondary education are now known[28]. In primary education vacancies were caused mainly by school leaders leaving voluntarily for a job e education (40% in the school year 2005 – 2006), normal turnover (17%) and reorganisation and mergers (16%).

214.   Normal turnover is the main reason for vacancies for school leaders in secondary education, followed at some distance by voluntary exit. In the last few years the normal turnover increased explosively (from 20% in the school year 2003 – 2004) to 61% in the school year 2005 - 2006).

Reasons for leaving, differences between male and female school leaders

215.   Although women more often leave prematurely, the reasons for leaving are almost the same (Source SCO, 1999 and 2000). Reasons for leaving can be classified according to factors linked to characteristics of the organisation, the work environment, the selection procedure and starting phase and the school leader him/her self.

216.   A diversity of causes in the field of organisation was mentioned. Leavers experience the lack of professionalism of those in authority as a push factor. The lack of clarity as to the division of duties between management and school leaders was also put forward. Mergers which involve increase of scale both in management and organisation could also be an important factor as could a poorly developed personnel policy. Specific risk factors can also be pinpointed. The lack of deputies with whom work could be shared (primary education) was mentioned but the relationships between male management and female school leaders can be tense.

217.   Concerning the working environment a relatively poor working relationship between members of the management team was mentioned and also the relationship of the management team with the teaching staff and the lack of a good relationship with the teachers or authorities. School leaders complained about the lack of willingness to change in the school. Finally the very demanding work environment was also given as a reason to leave.

218.   Many of the causes were to be found in the character of the departing school leader himself. They are appointed school leaders in complex situations but have insufficient management experience and find teaching a problem if it has to be combined with management. Sometimes the style of leadership and the school's expectations do not match. Young school leaders are not always accepted in that role. For female school leaders the style of leadership and being more involved with teaching itself are reasons to leave Men more often do not have a good relationship with upper school management.

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[28] Source Regioplan 2006; also see www.onderwijsarbeidsmarktbarometer.nl. Information about vacancies in the BE sector are absent.

219.   Many problems can be traced back to items that happened during the selection process or in the starting phase of school leadership. Leaders consider that they were insufficiently informed during the appointment procedure, given an impracticable assignment by the management, asked without success for coaching and consider the entire appointment procedure to be "unprofessional".

5.1.5   *Insight in why teachers want to progress to school leader*

220.   In primary and secondary education in particular many teachers progress to management functions. A study carried out in 2006 (SCO, not yet published) asked teachers in primary education and being trained to become school leaders, or who had already been trained, whether they really intended to apply for a leadership function. Seventy percent of the group were women. There were considerable differences in age. Fifteen percent of these potential school leaders decided not to apply. Their reasons are:

- Doubt about their suitability, in their own opinion they do not meet the NSA-requirements but consider these to be important.
- Have had too little experience in management tasks.
- Fear of the effect of a management function on their private lives.
- Do not like the greater distance from the pupils
- Have no good picture of what the function entails.
- Will accept the function only as duo-job.
- The expectation that the job will be difficult and lead to a long working week.
- The expectation of being unable to have little influence in improving education.
- Fear that accountability for the quality of education will weigh heavily.

221.   From studies of the position of women in basic education and the barriers they meet when flowing-through (Astri, 2006), it has become apparent that the picture teachers have of the content of leadership is relatively close to reality. It is true that teachers do not see the attractive sides of leadership that the leaders themselves do see – the freedom that leaders have and the satisfaction they get from smaller and larger successes. Some teachers think that they are not competent to fill a leading function and they are not able to learn the necessary skills. This varies from being a leader to having financial insight or having enough self-confidence. The support they have experienced from management doe not always match the support they require in their career development. A barrier for promotion is the limited number of function levels, which means that the step they take is quite large and serious. Finally, the possibilities of combining work and private life is in itself no barrier to promotion but teachers often want to work part time because of their children , and a part time job in leadership is not common. At the same time there are many teachers and leaders who are of the opinion that being a school leader is a full time job only.

222.   As far as this last item is concerned studies on the subject of shared jobs (IVA, 2002) also examine the possibilities to interest women in a leadership function as a duo-job The advantages of such arrangements are endorsed by women teachers: in particular the team character and the time aspect (part time leadership) are viewed as considerable advantages.

5.1.6   *Employment and working conditions*

223.   School leaders are recruited and selected by management. The great majority of school leaders have a permanent position. There are no regulations for their evaluation. It is up to the organisations to come to some agreement. In the "Convenant Professionalisation" and Coaching of Educational Personnel (June 2006) it was agreed that the CAO-PO would include the stipulation that a director who has qualified to become a registered director of education (rdo) will be entitled to reimbursement (more about registration in chapter 6).

224.   As explained in chapter 4 the competence requirements for school leaders in primary education have not yet been included in legislation. There are, therefore, no regulations for the use of a competence file. It is, however, expected that many governing boards in primary education will use the competence requirements for school leaders' job assessments.

5.1.7   Payment structure, salary scales

225.   There are differences between the three sectors of education as far as collective labour agreements (CAO) are concerned. The BVE sector is de-centralised and in November 2205 the parties came to an agreement about a new CAO till the end of January 2007. There are various degrees of decentralisation in primary and secondary education. The secondary labour conditions in secondary education have been de-centralised since 1996. This also applied for primary education starting August 1 2006. A covenant for the decentralisation of conditions of labour for primary education will be signed in the second half of this year The intended date is August 1 2007. The aim is to decentralise the primary conditions of labour for primary education in 2008.

Primary education

226.   The salary level of school leaders in primary education (head teachers and deputies) depends on the size of the school and has a shorter career progress than that of the teachers. (See appendix 2 for salary tables, career progress, teachers, deputy –directors and directors)

Table 5.1. Salaries and career progress for teachers, deputy directors and head teachers in primary education

Salary scale	Start	End	*number of years*
Teacher A	€2.141	€3.089	*18*
Teacher B	€2.220	€3.393	*18*
Deputy of a school of 400 pupils	€2.141	€3.194	*11*
Deputy of a school of 900 pupils	€2.193	€3.444	*13*
Deputy of a school over 900 pupils	€2.242	€3.959	*18*
School leader of a school up.to 200 pupils	€2.457	€3.619	*13*
School leader of a school up to 400 pupils	€2.553	€4.102	*15*
School leader of a school up to 900 pupils	€2.650	€4.586	*16*
School leader of a school over 900 pupils	€2.650	€4.780	*18*

Source Ministerie van Onderwijs, Nota werken in het Onderwijs 2007

227.   The starting salary for the various functions are very similar Looking at the final salaries the differences between teachers and the deputy director in particular are limited The directors of large schools earn considerably more than teachers at their top level but. The difference for directors and deputies in small schools is less.

Table 5.2. Salarissen en carrièrelijnen leraren, adjunct directeuren en directeuren in het speciaal basisonderwijs en speciaal onderwijs

Salary scale	Start	End	*number of years*
Teacher A	€2.220	€3.393	*18*
Teacher B	€2.220	€3.611	*18*
Deputy of a school up to 200 pupils	€2.193	€3.444	*13*
Deputy of a school over 200 pupils	€2.242	€3.959	*18*
School leader of a school up to 200 pupils	€2.553	€4.102	*15*

School leader of a school up to 400 pupils	€2.650	€4.586	*16*
School leader of a school over 400 pupils	€2.650	€4.780	*18*

Source Ministerie van Onderwijs, Nota werken in het Onderwijs 2007

228.	The salaries of teachers and school leaders are slightly higher in special basic education but again the differences are not great.

Tabel 5.3 Salaries: teachers, directors and chairmen of secondary education

Salarisschaal	Start	End	*number of years*
Teacher B	€2.220	€3.393	*18*
Teacher C	€2.233	€3.959	*18*
Teacher D	€2.242	€4.504	*18*
School leader scale 11	NA	€3.959	*NA*
School leader scale 12	NA	€4.504	*NA*
School leader scale 13	NA	€4.884	*NA*
School leader scale 14	NA	€5.367	*NA*
School leader scale 15	NA	€5.896	*NA*
School leader scale 16	Na	€6.478	*NA*

Source Ministerie van Onderwijs, Nota werken in het Onderwijs 2007

229.	The top salaries in secondary education are considerably higher than in primary education. But there is a considerable overlap between the scales for teachers and school leaders. Only from scale 14 does the salary of directors and chairmen become substantially higher.

Tabel 5.9 Salarissen leraren directeuren en voorzitters in het BVE veld.

Salary scale	Start	End	*number of years*
Teacher B	€2.221	€3.395	*18*
Teacher C	€2.234	€3.961	*18*
Teacher D	€2.243	€4.506	*18*
Director	€4.013	€5.370	*12*
Chairman Board of governors (CvB)	€5.370	€7.829	*13*

Bron Ministerie van Onderwijs, Nota werken in het Onderwijs 2007

230.	The salaries for teachers in the BVE-sector are comparable with those in secondary education. The salaries of school leaders, the directors and chairmen in particular are higher.

Salaries in education

231.	The Ministry of Home Affairs and Commonwealth Relations pays attention to the salaries for government employees in relation to those of employees in the market sector. (O27) This study found that the salaries of education personnel are lagging behind those of employees in the market-sector. Further investigation by the Ministry of OCW showed that salaries varied greatly according to age, type of contract, and the educational level of the educational personnel, generally speaking the salary differences increase according to the educational level and age. The education sectors offer reasonable starting salaries but, as a consequence of long career progress and a very limited career perspective (due to the flat organisation structure of education), these do not rise very quickly. At a later age the difference with the market becomes less pronounced because salaries, due to the longer career progress continue to rise longer than those in the market.

CAO Primary Education

232.   The position of school leaders in primary education has been a subject of discussion in Collective Labour Agreements for years. As example: CAO agreements for primary education were made about the professionalisation and promotion of competences of school leaders in the field of integral personnel policy in 1999-2000 (structural 96 million euro) and in the CAO 2000 – 2002 a new salary structure for directors was introduced, including improvement in the career pattern by, for example, raising the maximum of the scale. The job of school leader is not always considered to b e attractive because of the weight of the function and the lack of sufficient support. For that reason the CAO included financial measures to allow basic education to take on support personnel. (for 8 hours in total, structural 50 million euro). See appendix 2 for a complete review of CAO items specifically intended for school leaders in primary education.

5.2   Policy developments and challenges for the future

Initiatives intended for school leaders in primary education

233.   In the Netherlands policy initiatives to recruit school leaders are intended for primary education. Although some policy initiatives also apply to other sectors the expected shortage of school leaders in primary education (and the fact that most of them are promoted from the teaching staff) is the reason for this policy.

234.   The shortage of school leaders in primary education in the past years has remained limited in comparison to earlier expectations. This does not mean to say that it is unnecessary to remain alert and continue recruiting, retaining, and further professionalizing school leaders. The "Regiegroup" of school leaders in primary education has undertaken many activities for which the Minister of OCW made a budget of over €45 million available in the period 2004-200729[1] Below we give a description of initiatives specifically intended to promote the recruitment of school leaders. Other impulses, in the field of professionalisation for example, have also had an effect on the image of the group and could therefore influence recruitment

235.   Under the auspices of the Regie group investigation ahs been carried out on four themes (nurseries; coaching and mentoring; entry and exit, the organisation of management and leadership). These studies have resulted in a series of practical documents, intended as support for prospective school leaders or school leaders that have just begun. The subjects are:

- Nurseries: how are the sources from which new school leaders must emerge organised?
- Coaching: How is the coaching and mentoring of newly appointed school leaders organised?
- Entry and exit: What are the success factors that ensure that potential school leaders really will enter?
- Organisation of management and leadership. What are the (im)possibilities and what is the effect of shared leadership in the school?

236.   Coaching and mentoring starting school leaders is very important. Without such support there is a considerable risk that they will leave the profession within not too long a time Since the school year of 2004/2005 the Ministry of OCW has given an annual subsidy of €6.000 for a qualified authority that has appointed newly qualified school leaders. This subsidy has been extended to Augustus 2008.

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[29] The regie group (chairing the Nederlandse Schoolleiders Academie) consists of representatives of organisations for governance and management, school leaders, trade unions school leader training institutions

237.   The nurseries to train a management's own potential (teachers and other members of staff) is an initiative that originated from the concern about the increasing number of unfilled vacancies for school leaders. A description of this initiative in primary and secondary education is given in chapter 6 of this report.

238.   Policy initiatives have been taken, aimed at specific target groups, to deal with the shortage of school leaders in primary education for example "duo-jobs" and the project "bazen van buiten" (recruiting managers from outside education).

Shared jobs

239.   In the Convenant "Professionalising and coaching education personnel" for primary and secondary education, agreed between the Minister of OCW and employers and employees in June 2006, agreements were made about the improvement of the representation of women. Because of the expected exit of school leaders in primary and secondary education up to 2015, it is necessary that more women should progress to take on a management function. All parties are working to achieve the objective that, via 'up-schooling', women teachers would progress to a management function so that the percentage of women among school leaders in primary education on 1 October will have risen to 36%[30] en in upper schools to 22%[31] and that the percentage of women in management in VO will have risen to 23%[32].

240.   The Ministry of OCW has granted a subsidy for each "duo-job" in order to solve the shortage of school leaders in primary education In addition to permanent "duo-jobs" temporary 'duo-jobs' will also be created. The temporary "duo-job' is intended to ensure the smooth transition from a school leader who is retiring and his (female successor) The project " women in education ' is also intended to stimulate women to combine their work in the family with a job as school leader.

Schoolleaders from outside education (Bazen van buiten)

241.   In addition to recruiting school leaders from their own circles in the last few years a great deal of attention has been paid (in particular in primary education) to recruiting school leaders from other sectors. One example is "Bazen van buiten"(leaders from outside education) when leaders from business sectors are trained to become a school leader in primary education. Candidates with an hbo- or wo- certificate are first assessed. If they are considered suitable they follow a dual training for one year. The "bazen van buiten" have no education qualifications but address their full attention to management an (educational) leadership. Initial evaluations of this initiative (SCO, 2005) were found to be very promising. The original resistance to employing school leaders that had gained their work experience outside education and had no educational qualifications seems to have been overcome. Those involved in this project, in the first round of which 13 persons completed the training to become school leaders, appreciated the refreshing view that school leaders from outside education had of the functioning of the school organisation. In the second round (2005), 7 persons completed the training[33].

5.3   Literature

A4	Eén op de tien scholen zonder direc-	Algemene Vereniging	2003

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[30] The same figure from 2004 was 30%.

[31] Same figure 2004 close to 18%.

[32] Figure 2004 17%.

[33] The evaluation report of "bazen van buiten" will be published later this year.

	teur	voor Schoolleiders	
As1	Vrouwen in de schoolleiding in het basisonderwijs	Astri	2006
BA1	Taken en taakbelasting op brede scholen	B&A Groep	2002
B3	Ruimte voor ambitie en innovatie in het mbo	BVE Raad	2006
CA1	BVE monitor 2003/2004	Capgemini	
CBS1	Jaarboek onderwijs in cijfers 2006	Centraal Bureau voor de Statistiek	2006
EC1	De toekomstige arbeidsmarkt voor leraren en managers in het primair en voortgezet onderwijs	Ecorys	2003
EC2	De toekomstige arbeidsmarkt voor onderwijspersoneel tot 2015	Ecorys	2006
E1	Knelpuntenanalyse Onderwijsarbeidsmarkt 2004	EIM	2004
IT1	Aandachtsgroepen monitor	ITS	
IT2	Management en Bestuur, Onderzoek naar de inrichting van bovenschoolse managementbureaus in het PO	ITS	2006
IVA4	Duobanen voor schoolleiders in het primair onderwijs	IVA Tilburg	2002
O1	Factsheet Werken in het onderwijs	Ministerie OCW	2006
O2	Kerncijfers 2001-2005 OCW	Ministerie OCW	2006
O3	Werken in het onderwijs 2006	Ministerie OCW	2005
O5	Een goed werkende onderwijsarbeidsmarkt, Beleidsplan Onderwijspersoneel	Ministerie OCW	2004
O6	Voortgangsrapportage Beleidsplan Onderwijspersoneel	Ministerie OCW	2005
O12	Wordingsgeschiedenis opleiding schoolleiders (incl cijfers)	Ministerie OCW	2006
O14	Opleiding Schoolleiders PO, meewerkende of leidende directeuren	Ministerie OCW	1992
O16	CAO-afspraken specifiek voor schoolleiders in het primair onderwijs (periode 1995 - 2006)	Ministerie OCW	2006
O18	Werken in het onderwijs 2003	Ministerie OCW	2003
O20	Convenant professionalisering en begeleiding onderwijspersoneel in PO en VO	Ministerie OCW	2006
O21	Stimuleringsregeling beginnende directeuren PO 2004 - 2006	Ministerie OCW	2004
O22	Stimuleringsregeling beginnende directeuren PO 2006 - 2008	Ministerie OCW	2006
O27	Werken in het onderwijs 2007	Ministerie OCW	2006
O28	Eindrapport vervolgevaluatie WEV (brief TK)	Ministerie OCW	2006
O29	Voortgangsrapportage Beleidsplan Onderwijspersoneel	Ministerie OCW	2006
O34	Eurydice, Het onderwijssysteem in Nederland 2005	Ministerie OCW	2005

O35	The education system in the Netherlands	Ministerie OCW	2006
N5	Praktijkkatern Schoolleiders PO	Nederlandse Schoolleiders Academie	2006
OR4	Waardering voor het leraarschap	Onderwijsraad	2006
R1	Arbeidsmarktbarometer, 3e kwartaal 2005	Regioplan	2006
R2	Arbeidsmarktbarometer,schooljaar 2004-2005	Regioplan	2005
R3	Taken en werkdruk managers PO, VO en BVE	Regioplan	2000
SCO5	Variatie in leidinggevenden in het po, Rapportage voor de Brink	SCO Kohnstamm Instituut	2006
SCO3	Mobiliteit en voortijdig vertrek van directeuren in het po en vo	SCO Kohnstamm Instituut, IVA	2000
SB3	Onderwijsarbeidsmarkt in beeld, Jaarboek 2005	Sectorbestuur Onderwijsarbeidsmarkt	2006
SB4	Een andere directeur, acht portretten van basisschooldirecteuren van buiten	Sectorbestuur Onderwijsarbeidsmarkt	2005
SB5	Oriëntatie op management	Sectorbestuur Onderwijsarbeidsmarkt	2004
SB6	Ruimte maken voor allochtone docenten, managers en bestuurders	Sectorbestuur Onderwijsarbeidsmarkt	2006

6   TRAINING AND THE PROFESSIONAL DEVELOPEMNT OF SCHOOL LEADERS

242.   This chapter contains a description of the education, training and professionalisation of teachers. First we sketch the actual situation (backgrounds and the type of education provided by schools (6.1). We then go on to describe future developments (6.2). In conclusion references are included in 6.3.

6.1   The actual situation in the Netherlands

6.1.1   Backgrounds

243.   Work in the field of schooling and training school leaders cannot be seen isolated from the increase in autonomy and changing management relationships and the developments in the educational labour market. As has already been explained the duties of school leaders in primary and secondary education increased considerably. These duties are very varied. Training school leaders now has an important place in the preparation and implementation of change.

244.   As far as the developments in the labour market are concerned it is evident that it is expected that there will be a shortage of school leaders for some years yet in primary education[34]. The previous chapter explained what initiatives the government, in cooperation with sector organisations, has taken to recruit school leaders and to retain them. Most of the school leaders in primary and secondary education previously worked as a teacher (often in the same school). As a result of shortages on the labour market or changing requirements (e.g. financial expertise) more and more people with work experience outside education are now entering the education sector.

245.   In the Netherlands there are many initiatives are to train teacher and/or to provide additional training. This applies for potential target groups in education (teachers who are interested in progressing to leadership functions) and also for possible target groups outside education. Central government does not prescribe any training in this field.

246.   There is very great variety of institutions etc offering education, training and tailor made courses for school leaders: Higher Vocational Education (HBO) , intermediaries of trade unions such as the General Association of School leaders (AVS), national pedagogic centres, Centre for Innovation in Education (CINOP), trade unions and commercial training institutes.

247.   The length of the training period varies greatly, from 2 (sometimes 3) years for an integral training (with an average of 1 day a week study time required) to one-day courses on a specific (topical) subject. Such training courses cannot be compared, either as to content to price. The prices vary from about €100,- for a master class on the results of good governance in education to over €22.000 for education for upper school manager with 40 sessions, including a graduation project, in approx.ca. 16 months. It should be noted that almost all the institutes quote commercial rates for their products. Some of them offer special prices for members and training school leaders for primary education is partially subsidised (see section 254-257).

248.   In the past years progress has been made towards achieving a considerable extent of self-regulation in the field of developing and guaranteeing professional skills, and the accompanying provision of education by school leaders in the sector. The competence requirements to be met by school leaders in primary education have no legal base as yet, but act as basic principles for the content of the education offered so that they are in line to follow integral educational pathways.

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[34] For secondary education and the BVE sector these shortages are not expected, although recent figures indicate that after years of a decline in vacancies in these sectors in the third quarter of 2006 the number of vacancies is rising again.

249.   It is no longer compulsory to follow any training. Neither do school leaders in the Nether-
lands need to have a teaching competence[35]. The decision to participate in schooling is made by
the school board.

6.1.2   Classification of training activities

250.   It is impossible to give a complete list of all the institutes that are active in the training
market for school leaders. However, a general classification as to the types of activities can be
made:

- integral education lasting from 2 to (in few cases) 3 years for primary secondary
  and.(sometimes) vocational education (BE)
- a shorter training for school leaders (approx. 1 year) for those who already have a leading
  position in education
- training in specific subjects
- orientation training for management functions
- nursery projects
- "bazen van buiten" school leaders from outside education
- tailor-made pathways
- attention to pedagogic/didactic leadership in initial teacher training

251.   Most training programmes are intended for school leaders in primary and secondary edu-
cation. The supply is more limited for school leaders in the BVE sector. A great many tailor-made
courses are purchased by ROCs.

252.   Many of the training courses offered (and in particular when lengthy courses are involved)
follow an intake procedure or an assessment is made. The objective of such procedures is to assess
whether candidates are suitable for management training and to ascertain what knowledge and
skills they already possess in the field of leadership (competences gained outside education). Us-
ing the information obtained it is possible to compile personal learning objectives.

Integral education

253.   Integral training is given for school leaders in all sectors. The emphasis on integral educa-
tion is on primary and secondary education Integral education for the BVE sector is limited.

254.   Training for the primary education sector has a vary favourable position: since 1994 the
Minister has granted a subsidy to HBOs (Higher Vocational Education) offering training for
school leaders : HBO Amsterdam, HBOs in Arnhem and Nijmegen, Christelijke Hogeschool
Windesheim, Fontys Opleidingencentrum Schoolmanagement and HBS Drenthe, co-operating in
SAMOS (Samenwerkende Opleidingen Schoolleiders)[36].

255.   HBOs started training school leaders in primary education as a consequence of the Smets
report, a report compiled by a committee, chaired by Smets in 1992 on request of the then State
Secretary for education, giving advice about training for school leaders in primary education The
committee reported that the school leaders themselves had indicated that they needed training.

256.   In addition to the subsidy from OCW the school board was expected to accept at least 50%
of the cost for its own account. The method of subsidising changed in the school year 2002-2003:

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[35] For primary education this obligation existed until 2002.

[36] At first 4 HBOs were subsidised (in 1994), in 1996 the HBO drenthe also received a subsidy.

from the financial means for a fixed number of places for directors (head teachers) and deputy-directors to a sum that the HBOs themselves could decide how it would be used. In addition they were given the opportunity to offer other types of training, for example for upper school leaders or nursery pathways.

257.   In the Ministry OCW' progress report policy plan for educational personnel it was explained that, from the school year 2006-2007, the subsidy would be transferred to the schools in stages and added to the budget that was part of the Convenant for professionalising and coaching teaching staff in primary and secondary education. In this way control of the demand for this type of training will be stricter. From 2009 on these training is no longer subsidised by the central government.

258.   An example of the contents of one HBO's training (central learning areas based on the NSA competence profile) for a school leader in primary education has been included as appendix.

259.   The HBOs themselves are responsible for the internal quality assurance of the training From the evaluation that was carried out, on the instructions of the Ministry of OCW, as to whether the participants were satisfied it was found that their reaction was very positive. (Ministry of OCW, Wordingsgeschiedenis opleiding schoolleiders 2006).

260.   In addition to the five HBOs there are also commercial institutes with similar offers. The AVS also has a career progress line for school leaders: from orientation to management (see also section 264) up to and including a master in 'Upper school leadership' (School for leadership).

261.   Most of the HBOs also offer training for school leaders and/or middle management for secondary education and BVE. One HBO has, in co-operation with a university, established a post-educational institute offering a masters degree in integral leadership. Integral leadership is offered with two means of entry: one for school leaders in primary education and one for school leaders in vo and bve. In the third year both flows merge to go on to the master qualifications.

Short training course for school leaders (approx 1 year)

262.   In addition to the 2- or 3-year training HBOs also offer training for persons that have been working for a longer period in a leadership position in primary education (sometimes specifically for older school leaders) or others who previously participated in education or training. The students can complete a one year course of training to become a school director, a course in which the focus is on personnel policy, financial management, didactics and policy development. The contents of the training are continuously adapted to take into account the experience of those involved.

Training and courses in specific subjects

263.   There is a great deal of variety in this category both as to subject and parties offering the training. The target group consists of school leaders in primary and secondary education. The courses offered include pedagogic leadership, organisation development, financial management, personal leadership and also middle management courses (officials who can offer leadership to a group of colleagues but are not accountable for them)[37]. Such coursed are offered by HBOs, AVS, trade unions, national pedagogic centres, CINOP and commercial training institutes.

Orientation training for management functions

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[37] Subjects that occur relatively often are; Leadership in educational innovation, Leadership styles and methods, quality assurance, HRM (integral), lump sum, conflict handling, cooperation in the region, pressure of work.

264.   Many of these training institutes offer orientation courses with the aim to allow teachers that are interested in leadership functions to discover whether they have the required capabilities. One example of such a course is "Orientation towards Management", brief training for primary education given on the instructions of SBO by AVS. "Orientation towards management" takes place within the framework of the regional platforms of the educational labour market.[38] School boards, upper school managers and school leaders of school within the regional platforms are approached and asked to select candidates from their own schools. These candidates first take part in an information session. During this session they fill in a scan that provides some insight into their leadership talents and affinity with leadership. Then the potential candidates participate in a two-day training during which various topics in the field of leadership are dealt with. After the training there a competence analysis based on which the candidate draws up a Personal Development Plan. The "Orientation towards Management" then widens into a further training for candidates that are interested and suitable.

Nurseries

265.   Another form of orientation consists of the "nurseries" in primary and secondary education A nursery project is a training method in which a school's/institution's own potential (teachers, other members of staff) is trained for a leadership function in one of its own institutions The initiative for nurseries originated from the concern for the growing number of vacancies for school leaders. A large majority of the vacancies for school leaders will have to be filled by teachers that are interested in, and have a talent for, management. Various forms of nurseries have existed since 1998. Large school management (sometimes in cooperation with others) developed together with other teacher training institutions, a training pathway for staff with talent and ambition. School leader training institutes then also developed nurseries open to teachers interested in having a leadership function .The Ministry of OCW stimulated the developments.

266.   Nursery schemes sometime differ greatly from each other. Sometimes the curriculum is designed for experienced teachers and the participants are allowed to decide what they need to learn. Sometimes very specific subjects are dealt with but in other nurseries the contents are arranged around a number of basic roles the school leader has to player. In other cases the professional standard and the core competences such as pedagogic leadership are the threads running through the curriculum. Often the contents are planned to satisfy requests made by the school management. In spite of this diversity the nurseries have quite a lot of common ground; the participants have the opportunity to become acquainted with management and leadership. In addition there is also scope to practise skills Part of the training is applied to on-the-job learning

"Bazen van buiten" (schoolleaders from other sectors)

267.   Previously in (chapter 5) we described the project "Bazen van buiten" for primary education. In this project school leaders from other business sector are trained for leadership functions in primary education. Candidates with HBO or WO certificate first go through an assessment. Then, if they are found suitable, they go on to a dual trainings path lasting 1 year. These candidates have no education qualifications but focus on other management (and pedagogic) leadership[39].

268.   One HBO offers training for people with HBO and university certificates with management experience that enter education (the direct path 10+).[40] They are offered a 10-month training

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[38] In more and more regions schools and teacher training institutes are deciding to come to agreement about the educational labour market They are doing this by uniting in platforms and setting down agreements in a regional covenant they specify how they intend to co-operate in making a efficiently functioning regional labour market

[39] "Bazen van buiten" has recently been evaluated. The report will be available in the course of 2007.

[40] Teachers who already have a leadership function or duties can also follow this pathway

that meets the NSA profile requirement for school leaders. As a follow-up, or at the same time, the participant can take part in coaching sessions in the following ten months. Specific subject didactic training modules can also be a source from which to obtain extra teaching skills. In this way it is possible to earn educational qualifications (in a second year).

Tailor-made training

269.   In addition to the courses offered by various institutes there is an increasing demand for tailor-made training based on the requirements of governing boards or managers. In such cases contents are carefully tuned to meet the individual wishes of the students and those of the client (usually linked to the organisational policy). Tailor-made is based on a thorough assessment of needs, during which bottle-necks and their possible causes have to be taken into account. Some subjects for tailor-made training could be. Integral personnel policy, competence management, coaching, team building, conflict management, time management. Other educational renewals could also be the subject of such training CINOP, for example offers an in-company course for the BVE sector that focuses on competence based learning and teaching. The information and skills gained are therefore, anchored in the organisation.

Attention for pedagogic leadership in initial teacher training for primary education

270.   It has recently become apparent that more attention is being paid to pedagogic leadership in the initial teacher training programmes (primary education). One of the HBOs offers a minor in Pedagogic leadership. This is a new option for students in the final two years of teacher training for primary education. This minor provides training not only in pedagogy but also deals with subjects such as management, financial and renewal processes. In this way young teachers can develop into the school leaders of the future.

6.1.3   *Statistics and assessment of the supply of training*

Figures

271.   The wide distribution of the supply of training makes it impossible to give a total number of school leaders that have taken part in some type of training. The institutions offering training that we approached for this study were unable to state the total number of students involved or could give only a rough estimate. An approximate total of participants in the school leaders training for primary education subsidised by OCW, can be given.[41]

272.   The figures starting from training year 1994/1995 up to and including training year 2004/2005 are as follows:

* The number of directors (head teachers) trained was almost 5.000. This number includes both one year and two year courses.[42]
* The number of deputy directors (deputy head teachers) was more than 700.[43]
* The number of aspiring school leaders (nursery pathways) was a little under 600.[44]
* The number of upper managers trained was approx. 100.[45]

[41] No exact figures can be given because of the change in the subsidy system from a fixed number of student placed to a fixed amount

[42] The one-year training courses started in 1999/2000.

[43] This type of training started later: from 1998 as a pilot (128 participants), from 2000 structural with places for a possible 160 subsidised students per 15- month course.

[44] From 2001/2002 5 HBOs were granted subsidies (max 200 students per annum); before then a subsidy was granted now and again in 1999 i to public education in Rotterdam for a nursery project (28 students.

Assessment of the supply of training courses Primary education

273.   The Nederlandse Schoolleiders Academie (NSA) plays a part in describing and assessing education and training for primary education. The 'professionalisation indicator' contained data about over 100 organisation and institutions and institutes and describes over 500 products and services. All these products and services are linked to the competences in the NSA vocational standard. Using this vocational standard as basis the NSA tests all product and services for the management of primary education in primary education as to their quality (certification based on NSA quality standards). It is necessary to use have criteria that are of importance for the vocation before it is possible to judge the quality of the professionalising training offered. Therefore a certification procedure has been developed, in consultation with the vocational group, in which the supply is compared with the relevant quality criteria. The description of the supply available explains how institutions have organised their own internal quality assurance. It also stated all the types of certification an organisation has been granted e.g. ISO, CEDEO. Assessing the criteria of institutions supplying education and training and also tailor-made courses and private coaching started in 2004. When selecting education or training school leaders can first consult the assessment of training institutions

274.   In addition to describing and assessing training the NSA also keeps up to date the Register of Educational Directors (RDO). The purpose of the register is to ensure the professional quality of those registered and to promote their professional development. The NSA register is, in principle, for all school leaders in primary education (those working for the WPO and the WEC). In the middle of 2006 approximately 2000 school leaders from primary education were included in the register and there are more than 250 aspiring register educational directors.

Secondary education and BVE

275.   There is also a quality list for training offered for school leaders in secondary education and the few courses offered for the BVE sector. ISIS/Q5 in co-operation with CINOP have published a brochure which helps to make the quality of training clearer A description is given of 19 integral training courses and any external quality certificates awarded such as CEDEO, ISO or NVAO are also listed. As the basic competences required for school leaders in secondary education have not yet been fully worked out; therefore assessing these requirements is not yet possible. A new edition will be published at the beginning of 2007.

276.   Registering directors in secondary education and the BVE sector is not yet under consideration. An initiative should come from the sector itself.

6.2   Policy developments and challenges for the future

277.   From the interviews held to compile this country report it became apparent that interest in short courses in particular is declining. This decreasing interest is probably due to a certain "fatigue", (we have heard this all before).it is considered by some to be more of a day out ("old boys network"), but little is learned. Schools seem to be becoming careful with what they do with their budgets (especially in the primary sector where block rate funding was recently introduced).

278.   Our inventory based on interviews and documentation shows that the accent in the supply of training is mainly in the primary and secondary education This does not mean to say the there is no training in the BVE sector. The interviews revealed that ROCs are continuing to buy-in tailor-made courses. There is, however, a real need to bundle expertise: "the sector is ready for a management academy".

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[45] This includes a subsidy from OCW for training given by AVS in 1998/2000 (over 60 participants).

279.   A relatively new development in the field of professionalisation is the creation of knowledge circles/knowledge centres and networks. There are knowledge circles in primary and secondary education that aim to distribute knowledge from research and the experience of schools among a much wider target group. The function of such an initiative by one of Fontys HBOs is to build up knowledge about collective learning. There is feed-back of knowledge not only to the schools but this knowledge is also available for types of training for school leaders. Another initiative for a knowledge centre (A11) originated from a HBO and a university This initiative describes the core function of the centre as "narrowing the gap between practical education and research by building a bridge to connect research, training and school development". The AVS, with the School for Leadership also wishes to contribute to the development, research and innovation of leadership and knowledge with knowledge and new insights.

280.   The Netherlands School Leaders Academy (NSA) took the initiative to establish a knowledge centre for leadership in primary education. This knowledge centre, called, "De Brink" intends from an independent position, to encourage leadership development, stimulate learning by school leaders and so contribute to the further professionalisation of this professional group. The Minister supported this initiative by granting a starting subsidy.

281.   Within the framework of ISIS/Q5 initiatives have also been taken to set up networks of school leaders in secondary education with as aim to learn from each other but also to reflect on their own deeds. In the past 2 years 7 net works have been active and 15 to 25 school leaders participated in each network. The experience gained from these networks has been used to make brochures with handy tips for a wider public.

282.   Another initiative to promote professionalisation is the website on Kennisnet that is intended specifically for the (profession of) school leader in primary education. The objective of the website (on line since October 2006) is, in addition to supplying information of interest to school leaders, providing inspiration and offering opportunities for inter-action.

283.   Finally, the project "Co-coaching" can also be seen as an initiative in which the exchange of knowledge and sharing experience are in the fore-front. The projects is similar to 'Partners in Leadership', a project that has been running in the United Kingdom for some years and that brings managers from education and business together The SBO has taken the initiative to offer the same opportunities in the Netherlands to school leaders in primary and secondary education It is the intention that couples should coach each other with the goal to achieve higher personal and professional effectiveness. In addition the project stimulates further co-operation between education and business. The SBO organises the project Co-coaching together with Jong Management (JM).[46] The project started in three regions in 2005. During the initial meetings managers from businesses and education met each other and couples were formed. The managers themselves determine the frequency and nature of the coaching sessions, once every three months is the minimum. At the end of one year there is a concluding session during which managers can exchange information about their experience during the project.

284.   The first impressions of co-coaching, in which 60 couples are involved at the present time, are positive. The participants are enthusiastic. It does, however, appear to b e difficult to find businesses willing to co-operate.

6.3   Literature

A2	Trainingen en opleidigen schooljaar 06/07	Algemene Vereniging voor Schoolleiders	2006
A3	Toelichting op AVS School for Lead-	Algemene Vereniging voor	2006

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[46] JM is an employers organisation linked to the VNO-NCW .

	ership	Schoolleiders	
AI1	Kenniscentrum voor leiderschapsont-wikkeling in het onderwijs	Amsterdams Instituut voor Onderwijs en Opvoeding	2005
AO1	Dienstverlening op maat PO	AOb	2006
AO2	Dienstverlening op maat VO	AOb	2006
AO3	Dienstverlening Onderwijspersoneel	AOb	2006
AO4	Masterclass schoolleiders po	AOb	2006
CN1	Masteropleiding integraal leiderschap	Centrum voor Nascholing Amsterdam	2006
C1	Sturing geven aan onderwijsvernieu-wing MBO	CINOP	2006
CB1	Beroepsprofiel Schoolleiders PO	Commissie Beroepsprofiel Schoolleiders PO	1994
D1	Minor Onderwijskundig leiderschap	Driestar educatief	2006
F1	Kenniskring Schoolontwikkeling en schoolmanagement	Fontys Hogescholen	2004
I2	Erkend aanbod voor schoolleiders	ISIS/Q5	2006
I3	Overzicht initiële/integrale opleidingen schoolleiders	ISIS/Q5	2006
I4	Projectopdracht ISIS/Q5	ISIS/Q5	2005
I5	Veranderen Verbeteren, ISISQ5 con-ferentie 26-9-2006	ISIS/Q5	2006
I7	Opleidingen voor schoolleiders in het vo	ISIS/Q5	2006
I8	Scholing als professionaliseringsac-tiviteit	ISIS/Q5	2003
I9	Het biografisch gesprek op school	ISIS/Q5	2005
I10	Saus of marinade	ISIS/Q5	2006
I11	Ervaringen met erkende aanbieders in het po en vo	ISIS/Q5	2005
I14	Leiderschapsprogramma	ISIS/Q5	
IT2	Management en Bestuur, Onderzoek naar de inrichting van bovenschoolse managementbureaus in het PO	ITS	2006
IV1	Professionele kweekvijvers in het pri-mair en voortgezet onderwijs	IVA	2006
M1	Professionalisering van schoolleiders	Magistrum	2006
O12	Wordingsgeschiedenis opleiding schoolleiders (incl cijfers)	Ministerie OCW	2006
O14	Opleiding Schoolleiders PO, meewerk-ende of leidende directeuren	Ministerie OCW	1992
O27	Werken in het onderwijs 2007	Ministerie OCW	2006
O28	Eindrapport vervolgevaluatie WEV (brief TK)	Ministerie OCW	2006
O29	Voortgangsrapportage Beleidsplan Onderwijspersoneel	Ministerie OCW	2006
ND1	Leergang kweekvijver voor manage-menttalent	NDO van Hs Arnhem en Ni-jmegen	2006
ND2	Opleidingenaanbod NDO (HAN)	NDO van Hs Arnhem en Ni-jmegen	2006
N1	Vooraankondiging conferentie school-leiderschap	Nederlandse Schoolleiders Academie	2006

N2	Professionaliseringswijzer	Nederlandse Schoolleiders Academie	2006
N3	NSA Keurmerk	Nederlandse Schoolleiders Academie	2006
N4	De 8 bekwaamheidseisen voor leiding-gevenden in het primair onderwijs	Nederlandse Schoolleiders Academie	2005
N5	Praktijkkatern Schoolleiders PO	Nederlandse Schoolleiders Academie	2006
N6	Voortgang Kwartiermaken 'de Brink'	Nederlandse Schoolleiders Academie	2006
NE1	Schoolleidersopleidingen	NES, Hogeschool Drenthe	2006
NES1	Opleidingenaanbod NES (Hs Drenthe)	NES, Hogeschool Drenthe	2006
OC1	Schoolmanagementcursussen	OCNV	2006
OC2	Scholingsaanbod 2006-2007	OCNV	2006
Oct1	Opleidingenaanbod Octaaf (Winde-sheim)	Octaaf	2006
R3	Taken en werkdruk managers PO, VO en BVE	Regioplan	2000
S3	Overzicht cursusaanbod najaar 2006	Schoolmanagers VO	2006
S2	Overzicht cursusaanbod 2005/2006	SchoolmanagersVO	2005
SCO5	Variatie in leidinggevenden in het po, Rapportage voor de Brink	SCO Kohnstamm Instituut	2006
SCO3	Mobiliteit en voortijdig vertrek van di-recteuren in het po en vo	SCO Kohnstamm Instituut, IVA	2000
SCO4	De waarde van bazen van buiten	SCO Kohnstamm Instituut, IVA	2005
SB1	Bazen van buiten, stimuleringsregeling	Sectorbestuur Onderwijsar-beidsmarkt	2003
SB2	Co-coaching	Sectorbestuur Onderwijsar-beidsmarkt	2006
SB5	Oriëntatie op management	Sectorbestuur Onderwijsar-beidsmarkt	2004
SB6	Ruimte maken voor allochtone docen-ten, managers en bestuurders	Sectorbestuur Onderwijsar-beidsmarkt	2006
w1	Management Ontwikkel Traject	Windesheim	2006
C2	Sturing geven aan onderwijsvernieuwing VMBO		2006
INT1	Opleidingenaanbod Interstudie (HAN)		2006

7   CONCLUSIONS

285.   This report gives a picture of a school leader in the Netherlands. It has become very clear that there are many types of school leaders in educational organisations. Firstly, there are considerable differences between the sectors. A school leader in a more complex organisation such as an ROC has a completely different set of responsibilities and requires other competences than those of a school leader in a primary school. But even within sectors there are substantial differences between school leaders. In primary education in addition to the 'traditional' directors (head teachers) there are now deputy directors, directors of one location, upper school managers. In secondary education there is a diversity of structures with several layers of management but also traditional schools with one school leaders. This also applies for the BVE sector. These differences make it almost impossible to find a good definition that covers all types of school leaders. For the purpose of this report we have focussed on those school leaders that, within a school or institution or a part of the same, carry out leadership duties.

286.   A school leader has a key function in the organisation. He or she steers and supports personnel and work processes in the institution. There is evidence that the quality of education and the quality of school leadership are strongly connected. Schools that perform poorly nearly always have poorly functioning school leadership.

287.   No regulations about the school leader have been included in educational legislation – neither about duties, functions or authority nor about the qualifications or quality and competences of school leaders. For teachers this is regulated in the BIO Act. The sector itself is responsible for the specification of the function of school leader. The sector willingly accepts this challenge. The NSA (together with the school leaders) has now compiled a professional profile and required competences for primary education and there is a register for school leaders. The VO council is preparing relevant competence requirements for secondary education but there is no register of school leaders. There is no such system for MBO as yet but there are plans to develop an 'MBO-academy' in which school leaders can follow training and where extra training activities are offered.

288.   If we look at the function of school leader from a historical perspective we can see that much has changed as years have gone by. Things altered as a consequence of the changes in government policy. There are two principles that explain the government policy of increase of scale and decentralisation.

289.   The increase in scale came into being in secondary education and the BVE sector in particular where school with thousands of pupils (and sometimes more) were created. Increase of scale also occurred in primary education in terms of the board of governors: the average size of the schools themselves has remained about the same. Increase of scale has consequences for the school leader. Larger, and therefore more complex, organisations have more layers of management each with its own duties and functions. In larger organisations there is also scope for specialisation: managers occupied specifically with personnel policy, accommodation, ICT, finance and accountability. In the usually much smaller schools in primary education we see, as a part of the increasing number of management, the upper school managers who often have a specialisation comparable to school leaders in the other sectors.

290.   Decentralisation has been a general tendency in the educational policy of the past decade. Education entirely stipulated by the State has never been known in the Netherlands: schools have always had considerable freedom in the field of education itself (style, methods and content). However there have been some significant changes in the fringes (finance, personnel, accommodation, ICT). Although these aspects were formerly organised by the central government they are more and more topics being left to the institutions themselves to arrange. Recently schools in primary education have been given block rate funding. Block rates allow the schools more opportunity to make their own choices when spending the financial means they receive from the govern-

ment. In the field of labour conditions the primary labour conditions for the BVE sector have been decentralised (the Minister is no longer a party in these), this will in the near future also apply for secondary education and, in the slightly longer term, to primary education. The decentralisation in various areas does not only affect choices but also implicates the obligation to choose. If choices are not laid down in law and regulations, the schools themselves will have to make choices. The school leaders occupy an important position in decision making. Preparing, weighing up and finally making the choice assumes knowledge and skills that formerly, when the leader for the most part was the person who implemented regulations set by a centrally specified arrangement, did not need.

291.   School leader are not only in charge of a team of professionals but they also have accountability (responsibility for both the financial and educational yield to government, local councils, pupils, parents and social organisation), in the field of personnel policy (quality and quantity of teachers and support staff)), educational accommodation and reorganisation (increase of scale). They have to provide inspiration for the content of the work and sometimes the good example (charge hand), but at the same time in some cases they are HRM-expert, organisation advisor, financial specialist or real estate specialist. This has increase strongly in all sectors of education in the course of the years.

292.   There is hardly any shortage of school leaders in secondary education and the BVE sector, nor is there expected to be in the future. That is quite another story in primary education, where there have been unfilled vacancies for school leaders for some years now, although the extent was limited in the last two years (2005 en 2006). Extra efforts will be required (such as improving the image of the profession by increasing salaries and by attracting more support staff) in order to replace those school leaders in primary education leaving the profession, mainly due to aging, with new school leaders.

293.   There are a number of on-going debates on the subject of school leaders that will require attention in the coming years.

The pressure on school leaders in secondary education will continue to increase in the coming years.

294.   A number of developments are converging in secondary education. First, the labour market: a serious shortage of teachers is expected, due partly to the fact that entry to teacher training is much too low and partly to the large numbers of teachers leaving because of ageing. In addition there is still talk of a far reaching increase of scale that will result in organisations become larger and more complex. Finally there is also one of the more serious problems that educational policy wishes to tackle, i.e. premature school leavers that, to a great extent, is prevalent in this sector. This exerts extra pressure on the schools and therefore also on the management. The sector has recently installed VO council and is engaged in improving the knowledge and activities it can offer and so creating a framework to deal with these challenges.

The development, schooling, registration and coaching of school leaders is being continued and reinforced

295.   Here again the sector has to make the move. The lines are clear. In primary education various organisations such as the AVS and the NSA actively working on training and registering school leaders. In secondary education the VO council is also active and that same applies to the MBO council in BVE. There is a wide range of training for school leaders in which teacher training also plays a role. Those involved in primary education will continue to work on professionalising the function of school leader. Secondary education and the BVE are all working to professionalize the job of school leader. This is taking place using methods tuned to the sector itself, for example inter-vision and conferences.

Scope for teachers

296.   The call for more autonomy is widely heard. Both the educational field itself and politicians are calling for fewer regulations issued by The Hague and more control for the schools. Here again the school leaders play an important part in sharing the scope they are given with teachers. The actual education, as core product of the sector, is not provided by the school leaders but by the teachers. The step in converting the scope given to schools into more scope for teachers still needs to be taken in many cases. Various teaching organisations, but also the employer and employee organisation are making themselves heard on this subject and propagating the scope that the teacher, as professional, should be given in educational institutions. Formerly this scope was limited by regulations issued by the Ministry and now many teachers are noticing that their own management are now doing the same thing. This requires the management of educational institutions to develop into an adequate and effective steering instrument for highly educated professionals. In doing so it is necessary to find the correct balance between providing scope and responsibility to teachers and making them accountable to the management for the results achieved by the pupils.

Improving the quality of school leaders

297.   The objective is to raise the quality of school leaders to a higher level. This is necessary considering the way in which their duties have been increased, the greater complexity of their job and the key function they fulfil in relation to the quality of education. One of the most crucial aspects of leadership is the capacity to guide a group of professionals. Managers have formerly been teachers. Then they had to teach and coach students but in their new role they have to do the same with adult professionals. This requires a whole new set of competencies. As far as improving the quality of school leaders is concerned it is now the sector that must take action, the Minister can stimulate action by setting the boundary conditions and having discussion with the sector about the training required. In future more attention will be paid to leadership training during teacher training, even in the initial stage (as a minor perhaps). The NSA and the employers and school leader organisations continue to work towards training and the registration of school leaders. The MBO and the VO-councils continue to provide support through courses; workshops and conferences. The school boards themselves are active in the training and coaching of new management.

Allowing teachers to progress to management functions, as has been the case in recent years, remains of great importance

298.   At present, as far as quantity is concerned, there is hardly any shortage of school leaders However, it is very clear this is likely to change, especially in primary education once the labour market improves. In primary education in particular the institutions with nurseries for management, and their attention to training teachers for management, will have to increase their efforts. The same applies for the recruitment of school leaders from other sectors. Only by an effective approach to these problems will it be possible to avert a severe shortage. Another factor that plays an important role is the fact that, in primary education, the teaching staffs consists for the greater part (80%) of women. When stimulating the promotion of teachers to school leader functions the specific requirements of female personnel will have to be taken into account (good facilities for child care and the stimulation of part time functions as school leaders).

The accountability of education could have undesirable side-effects

299.   Schools are accountable for their results to both their immediate environment and to the Minister of education. Guidelines about quality assurance systems and public accountability have had their effect; more and more schools have a system of quality assurance. However, the question whether or not this will have undesirable side effects has never been asked in the Netherlands. The fact that public accountability has become so prominent could lead to school taking a risk-

avoidance attitude. Quality assurance and public accountability can also result in an increase in internal bureaucracy in institutions.

	Key statistics on primary school pupils				
	2001	2002	2003	2004	2005
A) Number of pupils (x 1000)					
Primary education overall	1.652,3	1.654,1	1.654,3	1.656,2	1.657,8
Total BAO + SBAO + (V)SO	1.652,0	1.653,9	1.654,0	1.655,7	1.657,3
BAO + SBAO + SO	1.635,4	1.634,8	1.632,7	1.632,9	1.632,6
Mainstream primary education	1.552,1	1.549,7	1.547,3	1.548,5	1.549,0
Special primary education	51,8	52,1	51,4	50,1	48,3
Special education	31,6	33,1	34,0	34,4	35,3
Secondary special education	16,6	19,0	21,3	22,7	24,7
Highest daily rolls					
Itinerants in mainstream primary education	0,3	0,3	0,3	0,5	0,5
B) Proportion in percentages					
Mainstream primary education	94,9	94,8	94,8	94,8	94,9
Special primary education	3,2	3,2	3,1	3,1	3,0
Special education	1,9	2,0	2,1	2,1	2,2
C) Number of pupils in primary education by weighting (x 1000)					
Overall	1.552,1	1.549,7	1.547,3	1.548,5	1.549,0
No weighting	1.132,8	1.147,9	1.164,6	1.182,7	1.199,2
0.25	212,6	197,6	183,3	170,6	158,9
0.40	1,1	1,1	1,1	1,0	1,1
0.70	3,3	3,1	3,0	2,9	2,9
0.90	202,3	200,0	195,4	191,3	186,9
D) Number of pupils in primary education by weighting (in percentages)					
No weighting	73,0	74,1	75,3	76,4	77,4
0.25	13,7	12,8	11,8	11,0	10,3
0.40	0,1	0,1	0,1	0,1	0,1
0.70	0,2	0,2	0,2	0,2	0,2
0.90	13,0	12,9	12,6	12,4	12,1
Source					
OCW (CFI: Pupils on reference date, 1 October)					
Notes					
- From 2002 on, figures for secondary special education include the unoccupied places					

	in the educational facilities of state judicial juvenile institutions.
	- From 2003 on, figures for secondary special education include the unoccupied places in the educational facilities of residential institutions.
	- For the weighting arrangements in primary education, see Appendix Notes and Definitions, Part C.

	Total number of pupils (x 1000) and percentage of ethnic minorities per type of school									
	2001		2002		2003		2004		2005	
	Number	% min.	Number	% min.	Number	% min.	Number	% min.	Number	% min.
Secondary education overall, funded by OCW	871,9	10	879,8	10	889,8	9	898,7	3	903,0	3
Secondary education overall, excluding special needs facilities	768,6	7	777,6	7	786,8	7	791,6	2	792,5	2
Course years 1-2	329,2	8	334,3	9	338,9	8	337,4	2	327,8	2
VBO 4	39,3	11	0,7	4	.		.		.	
VMBO basic vocational programme 3-4	20,9	15	39,5	14	36,6	15	32,5	4	28,4	4
VMBO middle management programme 3-4	25,6	10	45,5	9	44,7	10	44,6	2	45,3	2
VMBO theoretical programme 3-4	38,5	7	80,2	8	80,2	8	78,3	2	78,8	2
VMBO combined programme 3-4	9,8	7	14,9	6	15,7	6	17,3	1	18,3	1
MAVO 4	50,6	7	.		.		.		.	
HAVO/VWO 3	77,5	4	78,8	4	80,6	5	84,6	1	87,1	1
HAVO 4-5	84,5	5	88,0	5	91,4	5	94,1	1	98,0	1
VWO 4-5-6	92,7	3	95,7	3	98,8	3	102,8	1	108,8	1
Special needs provision overall	103,3	30	102,2	27	103,0	24	107,1	12	110,5	10
LWOO 1-2	43,9	40	46,7	29	44,4	23	45,3	8	46,8	6
LWOO basic vocational programme 3-4	14,3	24	27,0	23	27,7	23	27,4	8	26,9	7
LWOO middle management programme 3-4	1,4	22	3,5	22	4,7	22	5,9	8	7,4	6

LWOO combined programme 3-4	0,5	3	0,4	14	0,5	17	0,6	8	0,7	7
LWOO theoretical programme 3-4	0,3	10	1,5	10	1,0	5	1,5	11	1,6	10
LWOO 4	12,2	22	0,4	8	.	.	.	.	.	.
SVO-LOM	10,1	12	.	.	.	.	.	.	.	.
SVO-MLK	3,7	19	.	.	.	.	.	.	.	.
Practical training	17,0	30	22,7	29	24,5	29	26,3	22	27,2	23
Source										
OCW (CFI: Integrated survey of school rolls (ILT), SVO surveys and LNV surveys)										

Tabel 6.3	Participants in adult and vocational education				
	2001	2002	2003	2004	2005
Participants (numbers x 1000)					
Vocational education (MBO), funded by OCW	431,8	445,9	451,8	449,1	460,2
BBL	150,1	155,9	151,0	133,5	130,5
BOL-ft	253,9	264,5	280,8	300,2	314,8
BOL-pt	27,8	25,5	20,0	15,5	14,9
Vocational education (MBO), funded by LNV	23,7	23,6	23,9	24,8	25,0
BBL-green	8,4	8,6	8,9	9,1	8,6
BOL-green	15,3	15,0	15,0	15,7	16,4
Adult education (OCW)	166,3	163,8	156,3	156,0	144,8
KSE 1-3 / ER, SR, PRO and PRG (2004)	50,9	49,0	44,2	45,9	34,5
KSE 4-6 / VAVO (2004)	20,1	16,0	13,4	12,4	12,9
DSL	95,3	98,8	98,8	97,7	97,5
Adult citizens (aged 18-64) (x 1000)	10.337	10.379	10.403	10.419	10.418
Source					
OCW (CFI: various surveys)					
CBS: population forecast and surveys of numbers in adult basic education					
LNV: department of management instruments					

Autochtonic and foreign students in BOL and BBL

Legend:
- Unknown
- Foreign non western
- Foreign western
- Authochtonic

Categories: BBL, BOL, BOL-parttime
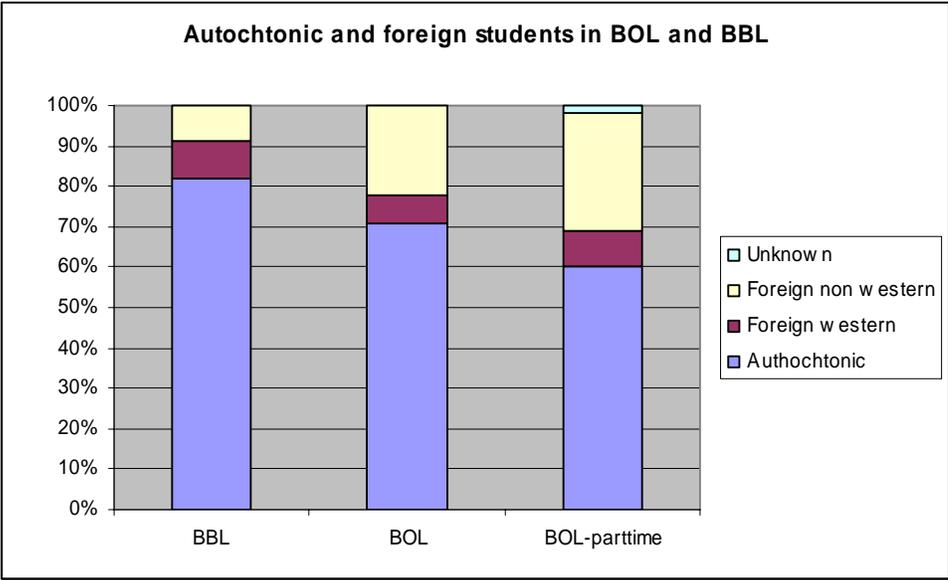
Source: Cfi

APPENDIX II TABLES FOR CHAPTER 5

Table 5.1. School leaders in primary education (in fte and personen)47

	2003		2004		2005		2006	
	fte	pers	fte	pers	fte	pers	fte	pers
Director								
Primary education	6471	6583	6403	6508	6329	6421	6241	6342
Special education[1]	598	591	588	590	571	586	552	563
Deputy director								
.Primary education	3462	3621	3286	3454	3149	3311	3016	3194
.Special education	590	596	574	588	570	585	590	602
Manager (more schools)								
.Primary education	858	881	954	989	994	1030	1037	1073
.Special education	178	172	197	200	232	237	268	265
Assistant manager								
.Primary education	-	-	-	-	135	292	161	369
.Special education	-	-	-	-	10	29	10	17
Director without teaching qualification								
.Primary education	-	63	-	102	113	132	70	79
.Special education	-	67	-	9	9	10	12	14
Manage-ment.otherwise								
.Primary education	26	26	38	40	34	38	45	51
.Special education	22	23	23	24	26	26	29	34
Total	12205	12623	12063	12504	12172	12697	12031	12603

Table 5.2. Schoolleaders in secondary education (in fte en persons)

	2003		2004		2005		*2006*	
	fte	pers.	fte	pers.	fte	pers.	fte	*pers*

[47] Gegevens over (adjunct) directeuren zijn afkomstig uit de Basis Registratie Personeel van Cfi. Gegevens over de overige categorieën zijn populatieschattingen afkomstig uit een schriftelijke enquête. Peildatum is 1 januari.

								.
Director	834	835	720	724	697	701	747	*750*
Assistant director	1317	1345	1163	1199	1036	1060	937	*962*
Director (more schools)	167	170	202	242	322	334	251	*268*
Interim-director	22	48	20	47	22	42	23	*56*
Management Other- wise	1680	1707	1954	1983	1974	2006	1994	*2029*
Total	*4020*	*4105*	*4059*	*4195*	*4051*	*4143*	*3952*	*4065*

Source: Ministry of Education Culture and Science

Table 5.3. Schoolleaders in BVE (in fte en persons)

	2003		2004		2005		2006	
	fte	pers.	fte	pers.	fte	pers	fte	pers.
Director	76	78	69	70	68	68	82	83
Assistant director	19	19	18	18	19	19	16	16
Interim-director	23	48	20	26	196	196	25	53
Management Oth- erwise	789	811	817	842	805	837	811	844
Total	907	956	924	956	1088	1120	934	996

Source: Ministry of Education Culture and Science

Table 5.4. Cao- agreement specific for schooleaders in primary education (period 1995 – 2006)

CAO	agreement	Date	Amount
1999-2000	1) Development of models and positioning and tasks of manager versus governors 2) Bonus for schoolleaders primary education 3) professionalisation management for integral HRM policy	January 2000	14 mln euro structural 96 million out of IPB budget (structural)
2000-2002	1) moa-budget (management, support and labour market policy) 2) New salary structure for function of director primary education.	August.2000 March 2001	50 mln euro structural 15 mln euro structural
2001-2002	Bonus for schoolleaders primary education for those who have reached their maximum of the scale (200 euro)	August 2001	1.8 mln euro structural
2003	Impuls support staff	August 2003	25 mln euro structural
2005-2007	1) Bonus for registered director pri-	Augustus 2006	25 mln euro structureel

	mary education. 2) impuls support personnel		

AOb	Trade union for education professionals
AOC	Agricultural school
AVS	Trade union school leaders in primary education
BBL	Vocational training (part time, combined with work)
BIO	Professions in education (law)
BOL	Vocational training (full time)
BVE	Vocational and adult education
CAO	Collective agreement
CASO	Salary system
CEDEO	Quality institute for training
CEVO	Central.exam commission
Cfi	Governmental agency for finance and information
CINOP	Institute for innovation of courses
CMHF	Trade union for higher and mid-level professionals
CREBO	Central registration vocational training courses
FPU	Flexible pension
HO	Higher education
HRM	Human resource management
IBG	Governmental agency for student finance and information
ICT	Information and communication technology
IPB	Integral human resource management
ISIS/Q5	Agency for professionalisation en quality assurance in secondary education
ISO	International standard of quality
ITS	Institute for applied social sciences (Radbout university Nijmegen)
IVA	Institute for Labour market studies (university Tilburg)
KSE	Qualification structure adult education
LGF	Finance system
LOM	Learning and behavioural difficulties
MBO	Vocational education Secondary level (16+ years old)
MLK	Children with learning difficulties
NSA	Netherlands School leaders academy
NT2	Dutch as a second language
NVAO	Netherlands Flemish accreditation agency
OCW	Education Culture and Science (ministry, minister)
Pabo	Teacher training primary education
PCSO	Protestant school leaders organisation
PISA	Programme for international student assessment
PO	Primary education
PPON	Periodical Assessment of Education in the Netherlands
RDO	Register of directors
ROC	Regional training centre (vocational and adult education)
SAMOS	Cooperating training agencies for schoolleaders
SBO	Fund of employers and employee organisations in the educational sector
SCO	Research institute for education (University of Amsterdam)
VAVO	Adult education (secondary level)
VMBO	Section of secondary education for preparation for vocational

	training
VNO-NCW	Employee organisation for medium and larger firms
VO	Secondary education
VVE	Early pre-school education
WEB	Law concerning vocational and adult education
WOT	Law concerning inspection of education
WPO	Law concerning primary education
WVO	Law concerning secondary education

APPENDIX IV   EXAMPLE OF THE CONTENT OF INTEGRAL EDUCATION

An example of the educational content (central learning domain based on the NSA-competences profile)of a training for a school leaders in primary education, given by a HBO. The training is an on average a one-day-a- week course and lasts for one year. The subjects of the training are as follows::

View of personal leadership

- Leadership qualities and styles
- Core qualities
- Styles of learning
- Self-assessments
- Personal development and action plan

View of school leadership

- Strategic policy and vision of school
- Internal analysis
- Management of change
- The organisation structure
- Planned organising

The quality of school leadership

- Leadership through coaching
- Conflict management
- Carrying on a dialogue
- Quality assurance (system)
- IPB

The school leader as team leader

- Coaching, teambuilding
- Feedback
- Communication/discussion
- Creating learning teams
- 360-degree feedback

The pro-active school leader

- Common vision
- External analysis
- Changing strategies
- Marketing
- Financial management

The qualities of the professionally competent school leader

- Contact with colleagues
- Negotiation
- Professional
- Maintaining leadership