

**OECD TALIS Initial Teacher  
Preparation Study**  
Country Background Report The Netherlands

## Colofon

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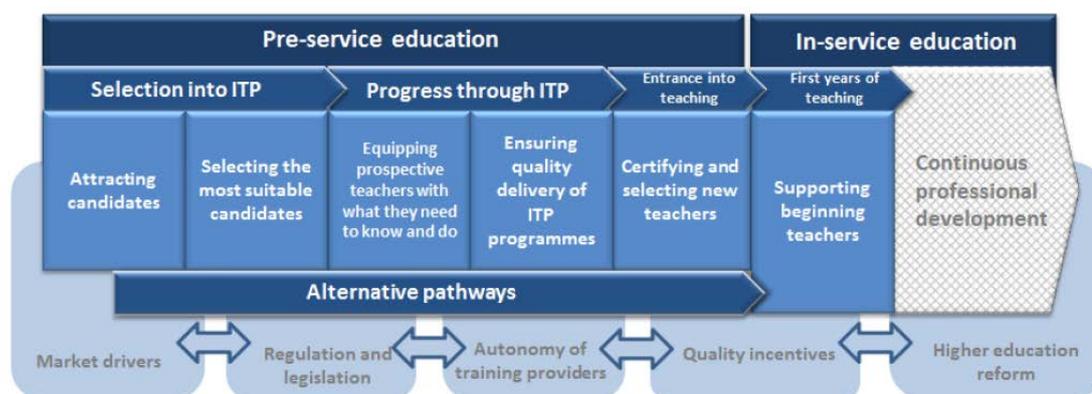
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## Executive summary

The Netherlands participate in the OECD TALIS initial teacher preparation (ITP) project. This project aims to provide policy makers as well as practitioners with policy tool-kits and good practice examples to improve their initial teacher preparation programmes, from recruitment and selection policies for candidates entering ITP programmes to policies supporting new teachers in the transition to the teaching profession. The present Country Background Report (CBR) provides a description of context, key-factors and policy responses with regard to initial teacher preparation in the Netherlands. The CBR serves as a source of information in order to prepare the OECD expert review team for the review visit to the Netherlands in March 2017. The aim of the review visit is analysing and problematizing current issues and developments in ITP in the Netherlands, by means of a SWOT analysis. The Dutch CBR was drafted by The National Centre of Expertise of Vocational Education (ecbo), commissioned by the Ministry of Education.

This report is based on desk-research of over 100 written sources and a variety of websites (see references)<sup>1</sup>. Additionally, (group)interviews with 31 experts in the field of ITP in the Netherlands were held (see annex 1). Analyses of all sources was based on the OECD teacher pathway model. The teacher pathway model consists of the following components: attracting candidates, selecting the most suitable candidates, equipping prospective teachers with what they need to know and do, ensuring quality delivery of ITP programmes, certifying and selecting new teachers, supporting beginning teachers, certifying and selecting new teachers, supporting beginning teachers.



A committee consisting of representatives from the Dutch council for primary education, the Dutch council for secondary education, the Netherlands council for senior secondary vocational education and training, the Netherlands Association of universities of applied sciences, the Netherlands association of universities, and the Ministry of Education supervised specific milestones in the realization of the CBR.

<sup>1</sup> Quantitative data from relevant written sources that will be published around November 21, will be used to update the current Country Background Report: Regioplan (2016), Arbeidsmarktbarometer po, vo en mbo 2015-2016; CentERdata & MOOZ (2016), Loopbaanmonitor 2016; CentERdata (2016), De toekomstige arbeidsmarkt voor onderwijspersoneel po, vo en mbo 2016-2025; Ministerie van OCW (2016), derde voortgangsrapportage Lerarenagenda; TK (2016) arbeidsmarktbrief.

This document describes the current status quo with regard to initial teacher preparation in the Netherlands. Section 1 contains contextual information related to teachers and the education system in general, and to the ITP system in particular. Section 2 contains trends and incentives to attract candidates into ITP programmes. It also explores the broad public perceptions of teaching and the impact of these perceptions on recruiting candidates into ITP programmes. Section 3 contains approaches to selectivity of candidates to ITP programmes. It presents issues around selectivity and selection criteria for entry into ITP programmes, different entry points into ITP programmes and methods for determining suitability for teaching. Section 4 contains the professional requirements of a teacher and presents the types of institutions providing teacher education, how ITP programmes are organised (in terms of pedagogical content, general pedagogical and practical components) and aligned (with one another and with national or sub-national frameworks), flexibility of delivery of ITP programmes, selection and training of teacher educators, variability between institutions of teacher education in the provision of ITP, and autonomy of institutions of teacher education in ITP delivery. Section 5 contains evaluation criteria and monitoring mechanisms used to improve the quality and accountability of ITP programmes and the institutions providing them, in addition to the use of incentives to improve ITP programme quality and transparency of processes. Section 6 contains issues around the processes of certifying and selecting new teachers: when does this occur, what are the criteria, and who makes the decision? The issue of alternative certification, where qualifications to teach are awarded by bodies other than traditional institutions of teacher education (i.e. universities or teacher training institutes), is also addressed. Section 7 contains the nature and extent of support provided to teachers in their first years in the profession. It also presents how these activities are organised within schools and in collaboration with institutions of teacher education; how those providing these activities are recruited, selected and trained; and how the activities are linked to the professional development of teachers throughout their careers.

# 1 Context

## 1.1 Teachers and the education system

### 1.1.1 Key features of the school system

The school system in the Netherlands encompasses three phases: primary education, secondary education and continued education (see also Figure 1).

1. Primary education. Whereas the starting age of compulsory education in the Netherlands is 5 years<sup>2</sup>, most children enrol in primary education (age 4-12) at age 4. When children finish grade 6, they leave primary education. Based on results on tests (e.g. CITO<sup>3</sup>) and school advice, children can enrol in four different levels of secondary education<sup>4</sup>.
2. Secondary education. In secondary education, four levels are distinguished: practical training, pre-vocational secondary education, senior general secondary education, and pre-university education. Practical training and pre-vocational secondary education (age 12-16) provide access to senior secondary vocational education. Senior general secondary education (age 12-17) provides access to universities of applied sciences. Pre-university education (age 12-18) provides access to universities and universities of applied sciences.
3. Continued education. After secondary education, students can, based on their secondary education diploma, enrol in three kinds of continued education: senior secondary vocational education (level 1-4), universities of applied sciences (bachelor-master) and university education (bachelor-master).

In general, students are obligated to follow an educational track until age 18, or until they obtained one of the following qualifications: senior secondary vocational education (level 2, 3, or 4), senior general secondary education, or pre-university education<sup>2</sup>. For a full diagram of the Dutch school system using the international standard classification of education (ISCED 2011<sup>5</sup>), see annex 3.

### 1.1.2 Key features of teacher policy

The key feature of governmental teacher policy can be summarized into two main goals:

1. Ensuring the quantity of teachers
2. Ensuring the quality of teachers

With regard to teacher quantity, there has been a shortage of secondary and senior secondary vocational education teachers due to various reasons such as ageing, a decline in ITP student enrolments, or a relatively large number of part-time working teachers. Whereas in senior secondary vocational education there is a general shortage of teachers, in secondary education there is a shortage of teachers for specific subjects (e.g. foreign

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<sup>2</sup> <https://www.rijksoverheid.nl/onderwerpen/leerplicht/inhoud/leerplicht-en-kwalificatieplicht>

<sup>3</sup> CITO is the main provider of tests for pupils in 8<sup>th</sup> grade. The so called CITO-test was introduced in the late 1960s. Although it was a voluntary test, almost every primary school in The Netherlands used this 3-day test to help determine the most suitable level of secondary education. Since 2014 all schools are obliged to administer such a test, however they are free to choose a provider.

<sup>4</sup> <https://www.rijksoverheid.nl/onderwerpen/toelating-middelbare-school/vraag-en-antwoord/wat-is-het-schooldadvies-in-groep-8-van-de-basisschool>

<sup>5</sup> <http://www.uis.unesco.org/Education/Pages/international-standard-classification-of-education.aspx>

languages, physics, mathematics). A shortage of teachers for foreign languages, and technical science subjects is also expected for senior secondary vocational education<sup>6</sup>. While there is currently no teacher shortage in primary education, a significant teacher shortage is expected for the future, especially in the urban areas. This teacher shortage is expected to be larger compared to the shortage in secondary and senior secondary vocational education. By creating more pathways to become a teacher, as well as encouraging the development of induction programmes for newly certified teachers, the government aims to reduce the shortage of teachers.

To solve the quantitative problem, ways are being sought to increase the attractiveness of the teaching profession for new/potential teachers. For example by introducing differentiation in salary scales, by creating more career opportunities within the educational sector, and by increasing teacher professional autonomy<sup>7</sup> with regard to educational content, educational design and professional development.

With regard to teacher quality, an important question is whether a teacher is and remains equipped with all the adequate knowledge and skills needed in schools. Especially in senior secondary vocational education this is a relevant issue, since teachers in this sector have a different backgrounds. In addition, teachers have to deal with the continuously changing occupational field. In general, there is a perceived lack of teachers with a masters' degree (this holds specifically for teachers in pre-vocational secondary education and senior secondary vocational education) and PhD degree (this holds specifically for teachers in upper levels of pre-university education).

A possible tension occurs between the implementation of the quantitative and qualitative policy aims. To solve current and future teacher shortage problems, a more diverse group of candidates needs to be attracted into initial teacher preparation (ITP) programmes. Initial teacher preparation programmes need to educate and certify an increased amount of teachers while at the same time, ensuring high quality delivery. This generally represents a challenge for ITP institutes.

### Salaries

Table 1 presents the starting and final salaries of teachers in 2015. Depending on the sector (primary, secondary, or secondary senior vocational education), level of education (Bachelor/Master), special roles and tasks within schools, and sometimes years of experience, teachers are placed in one of four teacher scales: LA, LB, LC, or LD.

*Table 1 Starting salary and final salary teachers (EUR) since July first, 2016*

Salary scale	LA (PE)	LB (PE)	LB (SE)	LB (SSVE)	LC (PE)	LC (SE)	LC (SSVE)	LD (SE)	LD (SSVE)
Starting salary	2.436	2.525	2.601	2.687	2.539	2.617	3.071	2.628	3.512
Final salary	3.482	3.826	3.978	4.019	4.464	4.639	4.553	5.279	5.158

Source: CAO PO 2016-2017; CAO VO 2016-2017; CAO BVE 2016-2017

PE = primary education, SE = secondary education, SSVE = senior secondary vocational education

<sup>6</sup> Ministerie van OCW (2016) Derde voortgangsrapportage Lerarenagenda.

<sup>7</sup> <https://www.leraar24.nl/dossier/5107/professionele-ruimte-voor-de-leraar#tab=0>

### Career opportunities

Dutch teachers have limited career opportunities with salary increases, besides a position as manager, expert teacher or senior teacher<sup>8</sup>. The teacher career structure is underdeveloped<sup>9</sup>. To stimulate career opportunities, in 2008, the “function mix” was developed for primary and secondary education, with the intention to enable promotions based on differences in teacher competencies and performance<sup>10</sup>. The Ministry of Education aims to increase the amount (fte) of LB teachers in primary education to 40%<sup>11</sup>. Within secondary education, the amount (fte) of LC or LD teachers in the urban area (Randstad) should increase with to 85%. Outside the urban area, the amount of secondary LC and LD teachers should increase to 56%<sup>12</sup>. For senior secondary vocational education, a “salary mix” was introduced within the urban area with the aim to increase the amount (fte) of LC and LD teachers respectively to 65% and 10%<sup>13</sup>. Results from a recent study<sup>14</sup> show that the function mix has led to improved teacher appraisal. Managers and/or schoolleaders increasingly underpin the outcome of the appraisal and resulting promotion to higher scales. In addition, the function mix has led to a more open, critical attitude of colleagues towards each other. Teachers increasingly hold each other accountable for the proper performance of tasks and/or task-related agreements. However, teachers are critical about the transparency and consistency with which criteria for appraisal and promotion are being used in practice.

Although the function mix promotes greater salary diversity, conditions may not always be sufficiently attractive to draw highly qualified individuals into the teacher profession<sup>15</sup>. Additional career opportunities for teachers exist. In primary education, teachers may become an expert in arithmetic, language, sports, art, special educational needs or pre-school education, become involved in coordinating and managing functions, or transfer to special education. In secondary education, teachers can be assigned different roles such as expert teacher, teacher researcher, educational designer, or teacher leader. The extent to which these roles are implemented differs per school. In senior secondary vocational education teachers cooperate in teams in which tasks are divided among team members, e.g. assessment, study- and career guidance. There are no fixed roles within teams, besides the role of teacher leader. Most often, the teacher leader is a senior teacher who leads the development of subject/occupational content, pedagogical, or didactical knowledge and professional development.

In general, following a master programme such as master learning and innovation, master special educational needs, or a master educational leadership provides additional career opportunities for teachers. A stimulating policy measure by the ministry of education is a scholarship for in-service teachers (“Lerarenbeurs”).

### Accountability

Schools boards and teacher teams are held accountable for the quality of education. Together, they should formulate goals and decide on the roles and responsibilities in achieving these goals. School boards should also provide teachers with opportunities to

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<sup>8</sup> Gerrichhauzen, 2007; Evers, 2007; Commission Teachers, 2007 as cited in OECD, 2016

<sup>9</sup> OECD, 2016

<sup>10</sup> OECD, 2016

<sup>11</sup> <http://www.functiemix.nl/functiemix-po/inhoud/leraar>

<sup>12</sup> <http://www.functiemix.nl/functiemix-vo/inhoud/leraar>

<sup>13</sup> Regioplan (2012)

<sup>14</sup> ROA & CAOP (2016). Carrièreperspectieven van leraren in het kader van de functiemix primair en voortgezet onderwijs.

<sup>15</sup> OECD, 2016

engage in professional development, which contributes to the quality of education.<sup>16</sup> Teacher and school investment in continuous professional development is stimulated with the measure teacher register (“lerarenregister”). This professional register was initiated by the national body of teachers “Onderwijscoöperatie”. Gradual implementation of the register will take place as of august 2017, when the teacher register will be legally binding. The database registers whether teachers have undertaken the necessary professionalization activities aimed at maintenance of knowledge and skills.

#### Additional tasks and roles of teachers

In the Netherlands, teachers devote a relatively great amount of time to teaching itself (more than 10% above the OESO average)<sup>17</sup>. Therefore, ways are being sought to provide more time for additional tasks such as cooperating in teams, educational innovations, and professional development. The amount of time teachers annually spend on tasks, is included in the collective agreement (“taakbeleid”). In primary education, the amount of task-related hours (“normjaartaak”) is 1659 hours per year on a full time basis. Before the summer holiday, teachers and schools negotiate about the amount of task-related hours and other school tasks; the amount of hours for tasks outside school; availability and weekly schedule; and arrangement of holidays<sup>18</sup>. In secondary education, the amount of task-related hours encompasses 1659 hours per year on a full time basis, of which a maximum of 750 hours consist of actual teaching. Schools negotiate with the employee board about a task policy with regard to: the amount of teaching hours; the amount of hours for tasks before and after lessons (e.g. preparing lessons, checking test results); maximum number of classes per week; number of hours for professionalization; number of hours for additional tasks; and yearly evaluation of the task policy. If 2/3<sup>rd</sup> of the employees in a school approve of this policy, it is implemented.<sup>19</sup> In senior secondary vocational education, the amount of task-related hours encompasses 1659 hours per year on a full time basis. Of this total, 1200 hours should be devoted to teaching hours or additional teaching tasks (e.g. preparing lessons, checking test results) and 459 hours should be devoted to organizational tasks (e.g. meetings) and professional development. Teachers negotiate with their manager about the distribution of tasks in a school year. The manager tests whether this fulfils the criteria of the law and school policy and divides the tasks among teachers. If the majority of teachers approve of this division, it is accepted.<sup>20</sup>

In addition to teaching in primary education, teachers may fulfil other tasks or roles, such as special educational needs, arithmetic or languages expert. Examples of additional roles for teachers in secondary education are teacher researcher, expert teacher, teacher leader or school-based educator. Additional tasks in senior secondary vocational education are student guidance, curriculum development, professional development, or coordination.<sup>21,22</sup>

### 1.1.3 Demographic trends

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<sup>16</sup> Ministerie van Onderwijs, Cultuur en Wetenschap, 2013a

<sup>17</sup> Actieplan voor het voortgezet onderwijs, 2016

<sup>18</sup> CAO PO 2016-2017

<sup>19</sup> CAO VO 2016-2017

<sup>20</sup> CAO MBO 2016-2017

<sup>21</sup> Brouwer & van Kan, 2015

<sup>22</sup> CAO MBO 2016-2017

Table 2 presents the number of enrolments of new students in primary, secondary, and senior secondary vocational education from 2011 until 2015.<sup>23</sup> In primary education, the number of enrolments in 2015 was 203.600 students, in secondary education 209.700 students, and in senior secondary vocational education 155.510 students.

In primary and secondary education, the number of enrolments has increased until 2013, decreased between 2013 and 2014 and increased between 2014 and 2015. In senior secondary vocational education, the number of enrolments has decreased until 2013, increased between 2013 and 2014 and decreased between 2014 and 2015.

Tables 3, 4, and 5 and figures 1, 2, and 3 present the total number of students in primary, secondary, and senior secondary vocational education from 2011 until 2015<sup>24</sup>. Furthermore, it provides a prognosis of the number of students from 2016 until 2020. In primary education, the number of students has decreased between 2011 and 2015 to 1.516.773 students in 2015. It is expected that this amount will further decrease to 1.455.300 students in 2020. While in the urban areas<sup>25</sup> hardly any decline is expected, especially in the countryside a substantial decline is expected.<sup>26</sup> In secondary education, the number of students has increased between 2011 and 2015 to 960.100 students in 2015. It is expected that this amount will further decrease to 912.300 students in 2020. As in primary education, the greatest decline is expected in the countryside while the urban areas will hardly experience any decline.<sup>27</sup> In senior secondary vocational education, the number of students has decreased between 2011 and 2015 to 475.000 in 2015. It is expected that the amount of students will further decline to 472.900 in 2017; between 2017 and 2019 an increase in number of students is expected to 476.100 in 2019; from 2019 until 2020 again a decrease is expected to 473.700 in 2020.

#### 1.1.4 Profile of the current teacher workforce

Table 6 displays the number of teachers (fte) in 2015 and their background characteristics.<sup>28</sup> In primary education, 91.800 fte's were filled in 2015; in secondary education 61.600 fte; and in senior secondary vocational education 25.004 fte. In primary education, 83% of the teachers are female, while in secondary education and senior secondary vocational education the number of female and male teachers is approximately equal.

Figures 7, 8, 9, 10, 11, and 12 display the age differentiation for teachers primary, secondary, and senior secondary vocational education from 2005-2025<sup>29</sup>. In primary education, most teachers are currently between 25 and 35 (28%) years of age and between 55 and 65 (25.8%) years of age. It is expected that in 2025, most teachers will be between 35 and 45 years of age. In secondary and senior secondary vocational education, most teachers are between 55 and 65 years of age (respectively 28.8% and 37%). Whereas in secondary education it is expected that in 2025 most teachers will be between 35 and 45 years of age; in senior secondary education it is expected that teachers will still mostly be between 55 and 65 years of age. Table 7 and figures 4, 5, and 6 present the prognosis of

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<sup>23</sup> Onderwijsincijfers.nl; MBO-raad.nl

<sup>24</sup> Onderwijsincijfers.nl; Stamos.nl; Ministerie van Onderwijs, Cultuur en Wetenschap, 2016, Referentieraming 2016 (2016-2020)

<sup>25</sup> Amsterdam, Rotterdam, The Hague, Utrecht, and Almere

<sup>26</sup> Ministerie van Onderwijs, Cultuur en Wetenschap (2015). Referentieraming 2015.

<sup>27</sup> Ministerie van Onderwijs, Cultuur en Wetenschap (2015). Referentieraming 2015.

<sup>28</sup> Onderwijsincijfers.nl; Stamos.nl

<sup>29</sup> Centerdata, 2015; Onderwijsincijfers.nl

the number of teachers from 2016 until 2020<sup>30</sup>. In every sector, it is expected that the number of teachers will decrease in this period. In primary education, the decrease in number of teachers differs per region. In secondary and senior secondary vocational education, a shortage of teachers is expected for specific subjects (modern languages, physics, science, and technical subjects).<sup>31</sup>

## 1.2 Initial teacher preparation system

There are three types of teaching qualifications in the Netherlands: a primary education teaching qualification, second degree teaching qualification, and first degree teaching qualification. Figure 13 summarizes the different teaching qualifications and types of institutional providers. In addition, teachers with a primary education teaching qualification can also teach in practical education (“praktijkonderwijs”) (almost all subjects) and teachers with a 1<sup>st</sup> and 2<sup>nd</sup> degree qualification can also teach in practical education in the subject they are qualified in.

Figure 13 Teaching qualifications.

Types of qualifications	Standard programme		Institutional providers
	Structure	Allows for teaching in	
Primary education teaching qualification	<ul style="list-style-type: none"> <li>Four years integrated bachelor programme (education and practice).</li> </ul>	<ul style="list-style-type: none"> <li>Primary education – all grades</li> <li>Special education – all grades</li> </ul>	University of Applied Sciences (HBO) – “Pedagogic Academic Basic Education” (PABO)
Secondary education 2 <sup>nd</sup> degree teaching qualification	<ul style="list-style-type: none"> <li>Four years integrated bachelor programme on subject (e.g. English).</li> </ul>	<ul style="list-style-type: none"> <li>VMBO – all grades (1 to 4)</li> <li>HAVO – grades 1 to 3</li> <li>VWO – grades 1 to 3</li> <li>MBO – all grades</li> </ul>	University of Applied Sciences (HBO)
Secondary education 1 <sup>st</sup> degree teaching qualification	<ul style="list-style-type: none"> <li>Four years bachelor or master programme focused on subject, followed by 1 or 2 years pedagogical and didactical integrated master programme.</li> </ul>	<ul style="list-style-type: none"> <li>VMBO – all grades (1 to 4)</li> <li>HAVO – all grades (1 to 5)</li> <li>VWO – all grades (1 to 6)</li> <li>MBO – all grades</li> </ul>	University – teacher education college University of Applied Sciences (HBO)

Source: OECD (2016)

While there is only one teaching qualification for primary education, several first and second degree teaching qualifications, depending on the subject. Teachers are only qualified for a specific subject and therefore cannot teach another subject. Although the number of formal teaching qualifications in the Netherlands is rather uncomplicated, there are many different pathways to obtain a teaching qualification<sup>32</sup>.

<sup>30</sup> Stamos.nl

<sup>31</sup> Ministerie van Onderwijs, Cultuur en Wetenschap (2016). Derde voortgangsrapportage Lerarenagenda.

<sup>32</sup> Snoek et al., 2016

Within universities of applied sciences the primary education ITP institutes (or Pedagogic Academic Basic Education) are the pathway for those who want to become a primary education teacher. Regular ITP programmes for primary education last 4 years and lead to a bachelors' degree. The entry requirement is a general secondary, pre-university or the highest level of senior secondary vocational education. In addition to these regular primary education ITP programmes, so called academic primary education ITP programmes exist, mostly leading to two bachelor degrees (a bachelor for the pedagogic academic basic education and a university bachelor in educational or pedagogical sciences). Entry requirement for this academic track is a pre-university education diploma.

Different types of 2<sup>nd</sup> degree ITP programmes exist, in all subjects or domains (sciences, human and social domain, languages and culture, pedagogical domain and technical vocational education domain). Types of 2<sup>nd</sup> degree ITP programmes are:

- a. A Bachelor programme at a university of applied sciences with, in case of a full time programme, a duration of four years. This bachelor programme focusses on a school subject in secondary education or in senior secondary vocational education. Entry requirement is general secondary, pre-university or the highest level of senior secondary vocational education diploma. Sometimes additional requirements are formulated.
- b. A one-year ITP-programme at a university of applied sciences ("kopopleiding") after having obtained a bachelors' degree in a relevant domain for the subject chosen.
- c. An educational minor at a university ITP programme, which leads to a limited 2<sup>nd</sup> degree teacher licence. The educational minor is part of the university bachelor related to the subject chosen. Another variant is the educational minor which follows an university bachelor. Entry requirement for this track is a university bachelor related to the subject chosen.

Universities of applied science also offer ITP programmes that do not lead to a specific degree ("ongegradeerd"). Graduates from the ITP programmes physical education and art can teach in primary education, secondary education, and senior secondary vocational education. These ITP programmes are similar to the 2<sup>nd</sup> grade ITP programmes.

A 1<sup>st</sup> degree qualification can be obtained in three ways:

- a. A one-year university master-level ITP programme, with a masters' degree in a related domain as entry requirement.
- b. A two-year university educational master programme. This programme combines a subject master with the ITP programme, with a university bachelor. Entry requirement is a bachelor's degree in a related domain.
- c. A professional master ITP programme at a university of applied sciences. This is a part time programme which requires a 2<sup>nd</sup> degree qualification.

In addition to the ITP programmes leading to a formal qualification, alternative pathways exist for candidates that want to teach in senior secondary vocational education.

- a. Candidates have the possibility to enter the teaching profession by completing a pedagogical didactical course ("pedagogisch-didactisch getuigschrift"). This course is not part of the Bachelor/Master system but does lead to a legally recognized qualification and certifies to teach at a specific school for senior secondary vocational education.

- b. Not only universities provide educational minors. Universities of applied science do so as well. A difference between those two kinds of educational minors is that an educational minor at a university leads to a partial second degree qualification, while educational minors at universities of applied sciences provide access to a 30 ECTS postgraduate programme that leads to a second degree teaching qualification. The latter type of educational minors are specifically aimed at pre-vocational education and senior secondary vocational education.
- c. Another alternative pathway are two first degree ITP institutes that offer programmes aimed at candidates who want to work at bilingual secondary education and international schools. These ITP programmes lead to a first degree teaching qualification in a specific subject. Entry requirement is a master's degree.

### 1.2.1 Objectives and political reforms

Due to several political and societal developments different objectives have been formulated in relation to ITP programmes: <sup>33, 34, 35, 36, 37</sup>

- a. Increasing cooperation between ITP institutions and schools. More school-university partnerships have been established, leading to more school-based ITP programmes. The aim of these programmes is to ensure that beginning teachers are more skilled and prepared, and to allow candidates to make an informed decision about whether teaching is an appropriate career choice.<sup>16</sup> This latter goal is specifically relevant for secondary education and senior secondary vocational education. Another aim is to reinforce a learning culture within schools. Finally, the profession of teaching might be more attractive for students due to the increased collaboration between ITP institutions and schools. In this way, the teacher shortage will hopefully be reduced.
- b. Increasing the amount of ITP candidates with a master's degree. In addition to regular ITP programmes leading to a master's degree, the following programmes are developed:
  - Academic primary teacher education ("academische PABO"), which combines primary teacher education at the university of applied sciences with a university Bachelor in pedagogical or educational sciences.
  - The university bachelor programme teacher primary education.
  - To attract more academic candidates into the teaching profession, alternative pathways such as "Eerst de Klas" and "Onderwijstraineeship" have been developed, see also Chapter 2.
  - Teachers can apply for a teacher scholarship, with which they can follow a Master programme such as Learning and Innovation and Special Needs Education.
- c. Quality improvement of ITP programmes. The ITP programmes for teachers primary, secondary and senior secondary vocational education were accredited satisfactory. Furthermore, student satisfaction with regard to ITP programmes has

<sup>33</sup> Arbeidsmarktplatform Primair Onderwijs, 2015

<sup>34</sup> Actieplan voor het voortgezet onderwijs, 2016

<sup>35</sup> Actieplan Lerarenagenda Nederlandse Universiteiten, 2013

<sup>36</sup> Sectorakkoord VO, 2014

<sup>37</sup> Ministerie van OCW, 2013a

increased<sup>38</sup>. Several initiatives were started to increase the quality of ITP programmes:

- Knowledge bases (“kennisbases”) for ITP programmes at universities of applied science as well as national knowledge tests (“kennistoetsen”) have been developed in 2009. In addition, peer review as a quality instrument is implemented in 45 ITP institutes with a small number of students. In these institutes there is a lack of critical mass to assess the knowledge of students via national knowledge tests in a responsible and efficient way. For these specific subjects a collaborative assurance of knowledge bases has been developed with a system of cross-institutional peer review (collegial feedback). In small groups, teacher educators of specific subjects insure the implementation of the knowledge base and knowledge tests in individual ITP institutions. Teacher educators take on a role as critical friend.
  - As of September 2016, a specialization track “vocational education” in the second degree ITP Bachelor programmes has been implemented. The aim of this specialization is to adequately prepare teachers for both secondary education and vocational education (senior secondary vocational education and pre-vocational education).
  - In addition, to improve the quality of ITP programmes, policy measures are implemented to stimulate the collaboration between school and ITP institute (“regeling versterking samenwerking lerarenopleidingen en scholen”).
- d. Attracting more ITP candidates. To attract more potential teachers additional ITP-pathways have been created<sup>39</sup> or initiatives have been taken, such as:
- An educational minor at several universities of applied sciences.
  - ITP programmes that lead to two teaching qualifications such as a primary and 2<sup>nd</sup> degree qualification, two 2<sup>nd</sup> degree qualifications (e.g. science and mathematics).
  - Increased cooperation between senior secondary vocational schools and regional companies to attract potential teachers.
- e. Improvement of induction programmes. Several formalized induction projects have been developed. For example, the programme support of beginning teachers (“begeleiding startende leraren”) was developed for secondary education teachers. In this programme, beginning teachers receive feedback based on class observations (see chapter 7).<sup>17</sup>

### 1.2.2 Main stakeholders

The main stakeholders with regard to ITP programmes are: students, schools, teachers and different teacher organizations (such as the “Onderwijscoöperatie” a national body that represents teachers in special education, primary education, secondary education and senior secondary vocational education, and other interest groups, trade unions and professional associations), the ITP institutes, the VELON (the Dutch Association for Teacher Educators, the Ministry of Education, Dutch councils for primary, secondary, and senior secondary vocational education, faculties, and researchers/research institutes. For senior secondary vocational education in particular, the professional field is a relevant stakeholders as well.

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<sup>38</sup> Ministerie van OCW, 2016. Derde voortgangsrapportage Lerarenagenda.

<sup>39</sup> NVAO, 2016

### 1.2.3 Broad graduation trends in ITP programmes

#### Number of graduated teachers and background characteristics

Tables 8, 9, and 10 exhibit the number and background of graduated teachers<sup>40</sup>. The number of graduated primary education teachers has decreased between 2010 and 2014 to 4.125 students. The number of graduated first and second degree teachers does not show a unified trend: decreases and increases are alternated. The number of graduated first degree teachers was 2.159 in 2014, the number of graduated second degree teachers was 3.730 in 2014. It is expected that the amount of graduated teachers (from primary, second, and first degree ITP programmes) will decline between 2016 and 2020<sup>41</sup>. The amount of graduated primary education teachers with an immigrant and vocational background, will decline in the near future, due to the introduced entry criteria (see chapter 3). The amount of graduated teachers from a university ITP programme has increased by 50% between 2009 and 2015.

### 1.2.4 Economic and labour market trends

#### Attrition rates

Table 11 presents the cumulative attrition rates of teachers who started in the school year 2006-2007<sup>42</sup>. In primary education, 15% of the teachers who started in 2006 left the educational sector after 5 years; in secondary education this was 27% and in senior secondary vocational education, 35% of the teachers who started in 2006 left the educational sector after 5 years. Due to the introduction of school-based teacher education programmes, beginning teachers drop out less frequently since they feel increasingly connected to the school as a place to work and learn.

#### Number of vacancies

Table 12 presents the number of vacancies for teaching positions in primary, secondary, and senior secondary vocational education.<sup>43</sup> In every sector the number of vacancies has increased between 2013 and 2015, especially in primary and senior secondary vocational education. In primary education, there were 2.740 vacancies in 2015, in secondary education 7.819, and in senior secondary vocational education there were 2.384 vacancies. Table 13 displays the regional differences with regard to vacancies.<sup>44</sup> In primary and secondary education, most vacancies were in the western part of the Netherlands (respectively 78% and 61%); least vacancies were in the northern part of the Netherlands (respectively 0.2% and 5%). Due to the organizational character of senior secondary vocational schools (institutes are spread over different regions), no regional differences with regard to vacancies can be displayed for this sector.

In secondary education most vacancies concern the subjects modern languages (Dutch, German, French and Spanish), mathematics, physics and science. In senior secondary vocational education modern languages (English), Dutch language, care and wellbeing, and teachers in technical subjects are most wanted.<sup>45</sup>

Based on the data, finding new teachers to fill in the vacancies does not appear to be problematic. Approximately 80% of the vacancies are filled after approximately two months.

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<sup>40</sup> Stamos.nl

<sup>41</sup> Stamos.nl

<sup>42</sup> Ministerie van OCW, DUO, and Helms-Lorenz (2014)

<sup>43</sup> Lubberman, J., Mommers, A., & Wester, M. (2014, 2015); Lubberman, Bleeker, & Leemans (2016)

<sup>44</sup> Lubberman, Bleeker, & Leemans (2016).

<sup>45</sup> Lubberman, Bleeker & Leemans (2016).

However, in the school year 2015-2016 filling in vacancies for teachers in physics, science and math appeared more problematic. Although filling in vacancies seems to be relatively easy, especially in secondary education challenges arise regarding the number of available candidates in certain subjects or the lack of suitable candidates with the right qualifications or sufficient amount of experience with certain target groups for the position. When new teaching staff is attracted, it is mostly on a temporary basis. Contrary to school leaders, teachers seldom receive a permanent contract.<sup>46</sup>

#### Nature of employment

Table 14 displays the nature of employment of the current teaching force<sup>47</sup>. Most teachers have a permanent contract (92.2% in primary education, 84.8% in secondary education, and 84% in senior secondary vocational education). Furthermore, most teachers work full time (58.6% in primary education, 74.8% in secondary education, and 74.8% in senior secondary vocational education). In primary education, most teachers with a temporary contract are replacing teachers that are ill or pregnant. Also, beginning teachers are mostly offered a temporary and flexible contract. Furthermore, most teachers are women and they mostly work part-time<sup>48</sup>. In secondary education some teachers work on the basis of a secondment. In senior secondary vocational education, freelancers for specific subject (e.g. arts) are appointed. These teachers are not employed and therefore not covered by the collective labour agreement.

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<sup>46</sup> Lubberman, Bleeker, & Leemans (2016).

<sup>47</sup> Stamos.nl

<sup>48</sup> Arbeidsmarktplatform Primair Onderwijs, 2015



## 2 Attracting candidates into ITP programmes

### 2.1 General trends ITP candidates

Table 15 presents the number of student enrolments in ITP programmes in 2014 and 2015.<sup>49</sup> Candidate enrolment into primary ITP programmes has decreased to 5.050 in 2015, but have increased in 2016.<sup>50</sup> Enrolment by male candidates has increased compared to female candidates<sup>51</sup>. On average, 25% of the ITP candidates are male.<sup>52</sup> Enrolment by candidates from senior secondary vocational education has decreased with 52.8%, enrolment by candidates from senior general secondary education has decreased with 25.5% and enrolment by candidates from pre-university education has increased with 0.4%.<sup>53</sup> Candidate enrolment into 2<sup>nd</sup> degree ITP programmes was 7051 in 2015. Most candidates choose to enrol in a ITP programme in the language and culture domain. Candidate enrolment into first degree ITP programmes at universities of applied sciences was 1.850 in 2015. In universities the number of enrolments in 2015 was 824. The current trends in candidate enrolment are the result of measures taken in the context of increasing the quality of ITP candidates. A possible relevant development is the introduction of the social loan system as of September 2015. In the social loan system, students can finance their study with a loan. In the old system, (part of the) loan was converted into a gift when students would graduate within a specific number of years. To what extent the new social loan system for students affects future trends in candidate enrolment, is yet to be seen. It is expected that the social loan system will result in a decrease of students from senior secondary vocational education that transfer to universities of applied science<sup>54</sup>.

### 2.2 Incentives to attract candidates

In general, there is a (foreseen) shortage of teachers in primary, secondary and senior secondary vocational education. Three types of incentives are used to attract more ITP candidates: creating alternative pathways, creating traineeships and financial incentives.

1. Creating alternative pathways. Alternative pathways are created as an incentive to attract more and a more diverse group of candidates for primary education, secondary education and senior secondary vocational education and to reduce the amount of unqualified teachers in secondary education and senior secondary vocational education. Alternative pathways are:
  - a. Educational minor at universities. An ITP programme in combination with a regular bachelor, leading to a reduced second-degree teaching licence. This pathway can be followed both during and after the regular bachelor.<sup>55</sup>
  - b. "Academische PABO". A second degree ITP programme which combines primary ITP and a university bachelor educational sciences. Furthermore,

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<sup>49</sup> Stamos.nl

<sup>50</sup> Ministerie van Onderwijs, Cultuur en Wetenschap (2016). Derde voortgangsrapportage Lerarenagenda.

<sup>51</sup> Arbeidsmarktplatform Primair Onderwijs, 2015; Ministerie van OCW, 2015a

<sup>52</sup> Ministerie van Onderwijs, Cultuur en Wetenschap (2016). Derde voortgangsrapportage Lerarenagenda.

<sup>53</sup> Vereniginghogescholen.nl

<sup>54</sup> JOB, 2015 <http://www.job-site.nl/wp-content/uploads/2014/09/factsheet-leenstelsel.pdf>

<sup>55</sup> Ministerie van OCW (2016). Derde voortgangsrapportage Lerarenagenda.

plans exist to develop a primary education ITP programme at university on bachelor level.<sup>56</sup>

- c. "Toch leraar Duits". A first degree ITP programme German teacher for candidates without a Bachelor in German. The ITP programme is available at five first degree ITP institutes.
  - d. For candidates with (some) work experience ITP programmes are increasingly delivered custom made. Programmes are adapted to the pre-knowledge and preferred way of learning of candidates, e.g. by means of online/distance learning, or learning in professional practice. With regard to candidates aiming to teach in senior secondary vocational education, flexible (part-time) ITP programmes are being developed, often in collaboration between schools for senior secondary vocational education and second degree ITP institutes. These ITP programmes focus on pedagogical-didactical skills ("PDG-traject").
  - e. To achieve a proportional division between male and female teachers in primary ITP programmes, three primary ITP institutes collaborate to attract more male candidates ("veel meer meester").
  - f. Pathways for second-career teachers. Second-career teachers are able to enter the teaching profession in primary, secondary, and senior secondary vocational education, depending on an aptitude test. After passing the aptitude test and satisfying other qualifications, second career teachers can teach temporary. Generally within a two-year period, they have to obtain a teaching licence.
  - g. Non-government funded ITP programmes deliver alternative bachelor-programmes for second-career teachers. E.g. students follow these dual and part-time ITP programmes 2 to 4 days a month. In addition, students have work placements one day per week.
  - h. Plans exist to develop a flexible postgraduate programme for students who already obtained a university master in a subject. In this programme, students are prepared for teaching by gaining experience in the field in order to obtain a first degree teaching qualification. The pace of the programme is flexible for students.<sup>57</sup>
2. Creating traineeships. Traineeships are aimed at attracting young academics and academic students to the teacher profession. Two initiatives are:
    - a. "Eerst de Klas". A first degree ITP programme in combination with a leadership programme aimed at young academics. This program is developed by the Ministry of Education, secondary teacher education institutes and business.
    - b. "Onderwijs traineeship". A first degree ITP programme aimed at subjects for which there is an (imminent) shortage of teachers.
  3. Financial incentives. Financial incentives are used to attract more candidates to ITP programmes aimed at subjects for which there is a shortage of teachers (languages and beta subjects). Candidates can receive reimbursement from the government (3.000-5.000 euro) as an incentive to follow these programs.

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<sup>56</sup> Ministerie van OCW (2016). Derde voortgangsrapportage Lerarenagenda.

<sup>57</sup> NVAO & Inspectie van het Onderwijs (2016). Van verleden naar toekomst: de universitaire lerarenopleidingen.

Also, teachers that want to follow a first or second degree ITP programme, can be reimbursed by applying for a teacher scholarship (“lerarenbeurs”).

### 2.3 Broad public perception

The quality of teachers is always part of the public debate. Everyone seems to have an opinion about teachers simply because all people have experienced some form of education first hand. The public perception regarding teachers is traditionally quite negative compared to their task and responsibility in society. The public is very critical about the professionalism of teachers and the quality of ITP programmes. Moreover, one of the perceptions about ITP programmes is that it is a quick answer to a wide variety of societal problems. Additionally, the teaching profession has an (inaccurate) negative image based on low salaries, high workload, and low autonomy. Teaching, in other words, is not viewed as a high status profession.

However, the public perception has been changing somewhat for the better. This is due to measures to increase the quality of primary and second degree ITP programmes and positive formal quality assessments. Past critical opinions have resulted in quality improvement of ITP programmes. Implementing quality improvements is however challenging for ITP institutes. ITP institutes have to attract more candidates while end-qualifications and criteria for entry remain enforced.

In addition, teachers as a professional group have started to become more organized. Professional teacher bodies for teachers in primary and secondary education as well as senior secondary vocational education have been founded in 2011. These bodies potentially have a positive impact on the image and public voice of the teacher profession.

### 2.4 Perception of students and teachers

#### Potential teachers' perception of the teacher profession

Potential teachers are critical about the teacher profession. The lack of attractiveness of the teacher profession is especially a problem for academic students. These students often aim to pursue a career in another professional field. Highly educated immigrant students are faced with the same issues. They often pursue a career in another professional field because of the perceived low salaries of teachers. Enrolment into ITP programmes is affected by the negative image of the teaching profession. For ITP institutes it is crucial to attract candidates that are intrinsically motivated because career opportunities in terms promotion are fairly limited.

#### Beginning teachers' perception of ITP programmes

Beginning teachers graduated from primary ITP institutes are generally satisfied with their ITP programme, beginning teachers graduated from second degree ITP institutes are generally fairly satisfied with their ITP programme. In comparison, beginning teachers graduated from first degree ITP institutes are more critical about their ITP programme. One out of five recently graduated teachers indicate they do not feel adequately prepared for professional practice<sup>58</sup>. Generally, student's satisfaction with their ITP programme has

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<sup>58</sup> Inspectie van het onderwijs 2015; 2016

increased over the last years. Students were most critical about the first degree ITP programmes at universities<sup>59</sup>.

#### Teachers' perception of the teacher profession

Teachers generally perceive their workload at the school workplace as high. Besides actual teaching, there are many additional tasks for teachers, such as cooperating with colleagues, administration and registration that take a lot of time in the perception of teachers. Implementation of educational policy measures adds to teachers' perceived workload. Furthermore, teachers have to deal with several stakeholders such as students, parents, colleagues and managers.

Teachers feel they are provided with too little time and (organisational) support for professionalization. The collective labour agreement states the amount of professionalization hours that should be incorporated in teachers' task schedule. Partially because of the high workload, teachers underutilize the individual and/or team professionalization time.

In general, teachers perceive they have limited career opportunities. Policy measures have been implemented to increase job differentiation ("functiemix" in primary and secondary education and "salarismix" in senior secondary vocational education). However, occurring career opportunities, such as conducting research or designing learning material, mostly take place outside of the classroom. This means these opportunities may take excellent teachers out of the classroom and/or into management, teacher education and research. A large group of teachers wants to stay involved in the primary process.

## **2.5 ITP programmes and other professionals within schools**

ITP programmes do not provide initial programmes for students who want to become teaching assistants and school counsellors ("intern begeleider"). Senior secondary vocational education (level 4) provides a programme for teaching assistants. Several universities for applied science offer separate programmes for school counsellors. Candidates need a second degree teaching license and work experience.

Associate degree programmes are developed for pedagogical educational staff (without teaching license such as instructors ("instructeur") in senior secondary vocational education).

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<sup>59</sup> Nationale Studenten Enquête, 2015

### 3 Selecting the most suitable candidates for ITP programmes

#### 3.1 Entry of candidates into ITP programmes

With regard criteria for entry, ITP programmes are bound to the general criteria for entry into higher education. Criteria for entry into higher education are the following:

- a. Candidates for primary ITP programmes and second degree ITP programmes have to be graduated from senior general secondary education, pre-university education or senior secondary vocational education (level 4).
- b. Candidates for first degree ITP programmes at universities need a master's degree in a subject (1 year ITP programme) or university bachelor's degree in a subject (2 year ITP programme).
- c. Candidates for first degree ITP programmes at universities of applied science need work experience and a second degree teaching licence.

Additional nationwide criteria for entry into ITP programmes hold for primary ITP programmes. Since 2015-2016, knowledge level criteria are in place for the subjects history, geography, and nature and science. Candidates that did not graduate in the subjects history, geography, and nature and science are mandatory to take a selection test in order to enter the ITP programme. First results of implementing these selection criteria show that the attrition of students has decreased.<sup>60</sup> Some second degree ITP programmes hold additional knowledge level criteria, for example for teaching German. Other second degree ITP programmes, such as History or English, hold a numerus fixus or a pre-selection due to the large number of applicants.<sup>61</sup>

In non-government funded ITP programmes, an entry criterion is that the candidate has arranged a work placement at an approved school.

#### 3.2 Selection of candidates into ITP programmes

Primary and second degree ITP programmes have no selection criteria in place to measure aptitude for teaching. Only master degree ITP programmes are allowed to use selection criteria. First degree ITP programmes at universities use intake-assessments for specific subjects (history, civic education) to match the number of available work placements. Primary teacher education does use selection criteria during the ITP programme. In the first year of the programme, students are selected based on their knowledge level of language and mathematics. The results of the knowledge tests count for the binding study advice that students receive at the end of their first year. The knowledge tests are repeated in the third year of the primary ITP programme. Most second degree ITP programmes use a national knowledge test that students need to pass in order to graduate.<sup>62</sup>

In the case of the pedagogical didactical trajectory (an alternative pathway that qualifies for teaching in senior secondary vocational education, see 2.2), candidates' aptitude for the teaching profession is assessed prior to enrolment into the trajectory. The assessment of

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<sup>60</sup> Ministerie van OCW (2016). Derde voortgangsrapportage Lerarenagenda.

<sup>61</sup> NVAO (2016). Systeembrede analyse tweedegraads lerarenopleidingen.

<sup>62</sup> NVAO (2016). Systeembrede analyse tweedegraads lerarenopleidingen.

aptitude is conducted by the school. The school can also decide to outsource the aptitude assessment to the ITP institute that provides the pedagogical didactical course. In addition, general entry-requirements for higher education apply. Enforcement of entry criteria for higher education is the responsibility of the ITP institute.

Since 2014, higher education institutes and also ITP institutes are able to require candidates to participate in study choice activities. These study choice activities can vary across institutes and may constitute of a dialogue with staff members of the ITP institute, a questionnaire, taster sessions of the ITP programme. These activities focus mainly on general study skills and job motivation, and less on ITP-specific skills. Based on study choice activities, ITP institutes give advice to candidates. This advice is not binding for candidates who register for their higher education ITP programme before may first of the year they want to enrol.

## 4 Equipping prospective teachers with what they need to know and do

### 4.1 Professional requirements of a teacher

#### Teacher requirements

Minimum requirements for teachers are regulated in the Professionals in Education Act from 2006.<sup>63</sup> The act regulates the standards of competence for teachers. Competence requirements include: interpersonal, pedagogical, subject knowledge didactics, organisational, collaboration with colleagues, collaboration with the working environment, reflection and professional development. The professional requirements for teachers hold for teachers in primary, secondary and senior secondary vocational education. Competence requirements are the foundation of ITP curricula in the ITP institute and are leading in requirement maintenance (“bekwaamheidsonderhoud”) in the school.

#### Revision

In 2014, a revision of teacher requirements was proposed by the National Teacher Body “Onderwijscoöperatie”, based on societal developments. Currently, the teacher requirements are revised. The revised requirements were approved by the Ministry of Education in 2015 and are intended to be effective from august 2017. Competencies are divided into three categories. One, subject content requirements, two, didactical requirements, and three, pedagogical requirements. Also, a distinction is made between requirement levels. Bachelor level requirements for teachers in primary education, teachers in secondary education and senior secondary vocational education. Master level requirements for teachers in upper secondary education.

The “Onderwijscoöperatie” has been leading in revising the professional requirements from 2006. By law, the process of revision requires involvement of/review by (representatives of) teacher employers (schools), parents, and students. In addition, the revision justification document describes involvement of ITP institutes and professional bodies for other professions in education (e.g. teacher educators).

#### Guidelines for ITP curricula

The current seven competences of the professional requirements hold as a guideline for ITP curricula and end terms/final qualifications for ITP programmes. Formal evaluation/accreditation of the ITP programmes verifies whether the competences are covered in the ITP curricula. When students graduate from an ITP programme, this means they have a teaching licence and are competent to start as a teacher.

The professional requirements are also relevant for schools. Schools and teachers are increasingly encouraged to invest in and account for competence maintenance of in-service teachers and their continuous professional development.

#### Acceptation vs controversy

Although within second degree ITP programmes two specialization tracks exist (for teachers in general secondary education and teachers in (senior) secondary vocational education), there still is one set of professional requirements for second-degree teachers. The discussion focusses on the need to distinguish between teachers in secondary education and teachers

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<sup>63</sup> Wet op de beroepen in het onderwijs (BIO).

in senior secondary vocational education. The assumption is that both types of education ask for differentiated requirements.

Another discussion is who has control over the revision of the professional requirements and who ultimately decides on the professional requirements. In the recent revision, the “Onderwijscoöperatie” has had a leading role and has involved stakeholders such as employers, parents and students in the revision process. Stakeholders have a different appreciation of the degree in which the revision process is actually and sufficiently borne by the stakeholders involved.

A final point of discussion is whether there should be a distinction between professional requirements for beginning and experienced teachers. A distinction between levels creates opportunities for evaluating the development of (beginning) teachers. Social partners in primary education agreed to distinguish between three levels of competence: entry competence (“startbekwaam”), basic competence (“baisbekwaam”) and subject competence (“vakbekwaam”). This is laid down in the collective labour agreement for primary education<sup>64</sup>.

The knowledge bases for ITP programmes in universities of applied sciences are widely accepted, due to the involvement of many teacher educators in the formulation and updating process of these knowledge bases.

## 4.2 Types of institutions of teacher education

ITP programmes are delivered at universities of applied science and universities.

ITP programmes at universities of applied science are mainly positioned within the faculty of education. Some primary ITP programmes are positioned in mono-sectoral universities of applied science. ITP programmes at universities can be positioned in three ways. One, the ITP programme is positioned in the different faculties which represent the school-disciplines. Two, the ITP programme has a central position within the university. Third, the ITP programme is positioned in the faculty of social sciences. Each kind of positioning has its strengths and weaknesses.<sup>65</sup>

## 4.3 Organisation and alignment of ITP programmes

### Primary ITP programmes

In general three types of ITP-programmes for primary education teachers exist:

1. A full time regular programme of 4 years, leading to a bachelor's degree.
2. A full time academic programme, a collaboration between primary ITP institutes and universities, exists in three variations. One, a 4 year programme, leading to a double bachelor's degree (university bachelor and university of applied science bachelor). Two a 3 year programme, leading to a bachelor and serving as a pre-master programme which allows for students to obtain a master's degree after an additional one year pre-master programme. Three, a 4 year programme leading to a bachelor's degree. The programme includes a pre-master programme which makes (direct) entry into the university master possible.

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<sup>64</sup> CAO PO 2016-2017

<sup>65</sup> Quality Assurance Netherlands Universities, 2015

3. A part time programme of 2 years, for students who already have a higher education background.

The regular ITP programme focusses on education for children from 4 to 12 years old. Some programmes offer third year specializations in either young children (4-8 years) or older children (8-12 years). The curriculum offers didactical, pedagogical, organisational and communication skills. Also, differentiating between students and creating a proper atmosphere in the classroom, are included. Courses within the ITP programme include, amongst others, educational sciences, mathematics, physical education, culture education, languages, geography, arts, nature and science, music, theatre. From the first year, students are placed in a school to gain experience in the work field.

#### Second degree ITP programmes

The duration of the regular programme is four years. There is also a possibility to engage in a part-time programme.<sup>66</sup> The focus is on gaining domain or subject specific content knowledge, pedagogical knowledge, developing didactical skills, engaging in self-reflection, gaining knowledge of ICT, learning to cooperate in teams, and learn how to guide students.<sup>67</sup> The vocational part of the ITP curricula is based on the generic knowledge base ("generieke kennisbasis"). The generic knowledge base is a description of the required conceptual knowledge for the vocational part of the ITP programme. From the first year, students are placed in a school to gain work-related experience in the field. In the last year, students can choose between two tracks: one track is directed at teaching in general secondary education and one track is directed at teaching in (senior) secondary vocational education. Students' final internship and research project take place in each of these two tracks. To this end, ITP programmes have adapted or even redeveloped existing subjects to fit each track.<sup>68</sup> The so called "kopopleiding", is an ITP programme of 1 year for students with a bachelor's degree in a similar domain as the subject they want to teach.

#### First degree ITP programmes

The duration of the University Master programme is 1 year. Half of the programme consists of placement in schools, the other half consists of pedagogical content knowledge, pedagogical knowledge, educational sciences, and practice-oriented research. This programme has a part-time variant, the duration of which is 1½ to 2 years.

Another regular programme is the educational master, which combines a subject master and an ITP master. This programme is 2 years.

Universities of applied science also offer a first degree ITP programme. This ITP programme, which leads to a professional master, is part-time and requires a 2<sup>nd</sup> degree teaching licence.

#### Alternative programmes

Theory and practice are well aligned in the curricula of alternative programs such as the pedagogical didactical certificate trajectory and the part time programme "teacher technical vocational education". The practical component is the internship and the theoretical component is partly delivered at the ITP institution and partly gained in the field. The flexibility for students to also gain knowledge in the field further strengthens the alignment of theory and practice. The part-time program "teacher technical vocational education" takes 4 years. The pedagogical didactical certificate trajectory takes 1,5 years. Partly these programmes consist of compulsory face to face lessons at the ITP institutions. The other

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<sup>66</sup> <https://www.wordleraarinhetvo.nl/mogelijkheden/lerarenopleidingen/>

<sup>67</sup> <http://www.lerarenopleiding.com/algemeen/lerarenopleiding-voortgezetonderwijs.html>

<sup>68</sup> NVAO (2016). Systeembrede analyse tweedegraads lerarenopleidingen.

part is based on workplace learning and depends largely on the own responsibility of the student. In these trajectories students have the flexibility to decide what they still need to learn in addition to their pre-knowledge, when, and how, as long as they pass the final tests at the ITP institute.

#### 4.3.1 (General) pedagogical content knowledge component

The extent to which ITP programmes deliver compulsory components of (pedagogical) content knowledge varies across the different ITP programmes. In primary teacher ITP programmes, there are compulsory content components (based on the national knowledge base) with regard to geography, visual art education, sports education, dance & drama, Fries language, English, religion/humanities, history, handwriting, music, nature & science, Dutch language, mathematic.

In first grade and secondary grade ITP programmes it differs per subject whether or not compulsory components of pedagogical content knowledge exist. In the case of first grade ITP programmes at universities, compulsory pedagogical content knowledge components hold for all subjects.

In addition to the professional requirements (see 4.1), national knowledge bases for ITP programmes in universities of applied sciences have been formulated by the project "10voordeleraar". These national knowledge bases are actualised every 6 years, and must remain relevant throughout these years. For ITP institutes these knowledge bases function as minimum requirements for the content of their ITP programmes.

As far research skills are concerned, in primary teacher ITP programmes and second degree ITP programmes attention is paid to developing an inquiry-based attitude and learning how to make evidence-informed decisions, for example by doing observations or analysing test data in order to improve classroom practice. Research skills in the ITP programme focus on conducting research that is embedded in teaching practice. Recently, second grade ITP programmes focussed more on the preparation and guidance of students for their final research project. This research is mainly aimed at improving didactics and less at yielding educational scientific knowledge.<sup>69</sup> In first grade ITP programmes at universities, student have experience with conducting research in their subject domain, but no experience with conducting educational research. Research skills in the ITP programme focus on conducting research that is embedded in teaching practice. The aim is to teach students how to improve their own teaching practice by using results of their research.

Skills to manage diversity in the classroom receive attention in all ITP programmes. However, since in the one year first degree ITP programmes at universities only 30 ECTS are available for theory, only the basic skills can be taught. Based on visitation results<sup>70</sup> (see chapter 5) the first degree ITP programs are advised to focus more on skills to manage diversity.

Within the ITP programmes skills to effectively integrate new technologies in teaching also receives attention. Stakeholders from primary and secondary education ITP programmes indicate that although students are prepared to teach with ICT, ICT is seldom used to support a more innovative way of teaching.

Skills to manage relationships and socio-emotional aspects of teaching receive a lot of attention in primary teacher education ITP programmes. In first and second degree ITP programmes, skills to manage relationships and socio-emotional aspects begin to receive

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<sup>69</sup> NVAO (2016). Systeembrede analyse tweedegraads lerarenopleidingen.

<sup>70</sup> NVAO, 2016

more attention in the curriculum. One aspect that is receiving more attention in the primary education ITP programmes is creating a safe classroom climate, especially with regard to differences in sexuality. This aspect is already embedded in all first and second degree ITP programmes.<sup>71</sup>

All ITP programmes pay attention to developing skills to employ a range of tools/instruments to assess and evaluate student performance.

### 4.3.2 Practical component

#### Collaboration between ITP institute and school

The notion that theory is learned in the ITP institute, and practice in the schools, still holds. There is, however, an increased awareness that theory and practice need to be connected in order for theory and practice to reinforce each other. Currently, in ITP institutes theory and practice are intertwined in the ITP programme. The degree and interpretation of alignment between theory and practice differs per ITP institute. All ITP institutes collaborate with schools in order to align theory and practice throughout the programme. In general, three kinds of collaborations between ITP institutes and schools are in place:

1. formalized collaborations school-university partnerships (“opleidingscholen”). These formally recognized collaborations exist of a partnership between one or more ITP institutes and one or more (regional) schools. Formalized collaborations are funded by the ministry of education for 3 years (primary education) and 4 years (secondary education). In senior secondary vocational education, currently 8 partnerships may apply for funding. Within the policy measure reinforcement collaboration ITP institutes and schools 2013-2016 (“regeling Versterking samenwerking lerarenopleidingen en scholen 2013-2016”), school-university partnerships are stimulated on a national level. Within school-university partnerships, teams of teacher educators and school educators or mentors engage collaboratively in coordinating internship supervision and design of the ITP curriculum. Parts of the curriculum can take place in the school context. Within the main framework of school-university partnerships, initiatives can vary between partnerships. Academic school-university partnerships focus on incorporating a research-oriented attitude and/or research skills into the ITP curriculum. Formalized school-university partnerships are accredited by the Accreditation Organisation of the Netherlands and Flanders, NVAO (see chapter 5). Quality standards include four topics: end qualifications, learning environment, assessment, and quality assurance.
2. Informal intensive collaboration “samenwerkingscholen”. These partnerships are not formally recognized or funded by the ministry of education. Partnerships focus on ensuring the quality of schools as a context for learning-working placement, by for instance training educators/school mentors. Informal partnerships exist in primary, secondary and senior secondary vocational education. Partnerships in senior secondary vocational education collaborate on the regular ITP programmes but also on a program directed at the pedagogical didactical certificate. This program is aimed at second-career teachers. Schools and second degree ITP institutions collaboratively develop pathways, adapted to the candidates’ prior knowledge.

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<sup>71</sup> Ministerie van OCW (2016). Derde voortgangsrapportage Lerarenagenda

3. Informal less intensive collaboration “stagescholen”. These partnerships between ITP institutes and schools are mainly concerned with providing students with a learning-working placement. Informal partnerships exist in primary, secondary, and senior secondary vocational education.

In general, partnerships between ITP institutes and schools have been promoted but are not well established yet<sup>72</sup>. Partnerships require a change in culture, with regard to learning from each other, exchanging knowledge and practices and taking mutual responsibility for ITP<sup>73</sup>.

#### Intended gains of partnerships

The main gain of school-university partnerships is the improvement of the quality of beginning teachers. The rationale behind is that by increasingly educating candidates within the context of the school and connecting theory and practice, beginning teachers are better prepared for the teaching profession and the transition between the ITP context and school context will be more fluent. Another gain is increased school development by bringing new ideas from the ITP programme into the school. A final gain is the reduction of the teacher shortage. This is reached by increasing the amount of ITP candidates by making the profession of teaching more attractive, due to these partnerships and reducing the attrition rates of beginning teachers since they are better prepared for the profession.

Network meetings are organized to facilitate and stimulate school-university partnerships, initiated by the Netherlands council for secondary vocational education and training (“kennispunt opleiden in de school”). Similar networks are already in place for primary and secondary education (“steunpunt opleidingsscholen”). Research shows<sup>74</sup> that teachers who both educated and work within school-university partnerships acquired more pedagogical-didactical skills, have a higher self-efficacy, experience more learning opportunities. In addition, these teachers are more satisfied with their education compared to teachers who were not educated in school-university partnerships. However, no differences were found between the two groups of teachers with regard to work satisfaction and commitment.

#### Number of partnerships

Within primary and secondary education, there are 30 formal school-university partnerships<sup>75</sup> and also quite a lot of informal collaborations between ITP institutes and schools. Around 80% of the ITP candidates from ITP institutes involved, complete their internship within one of these collaborations.

Within senior secondary vocational education, there are currently two formal school-university partnerships. There are a handful of informal intensive collaborations. However, most collaborations are informal and less intensive.

#### Future developments

A current development is increasing cooperation between schools, ITP institutes, and research institutions. These partnerships aim at increasing the quality of ITP, but also the support of beginning teachers (induction), professional development of teachers, and school

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<sup>72</sup> Lockhorst et al., 2015

<sup>73</sup> OCW, 2015a

<sup>74</sup> Helms-Lorenz, Maulana, Canrinus, van Veen & van de Grift (2016). Teaching skills and transition smoothness of teachers educated in professional development schools in The Netherlands, Report of a comparison of secondary pre-service teachers working in professional development schools vs non-professional development schools over a period of three years in the Netherlands.

<sup>75</sup>[http://www.steunpuntopleidingsscholen.nl/opleidingsscholen/page/3/?sector=po&academisch=all&schools\\_display=list](http://www.steunpuntopleidingsscholen.nl/opleidingsscholen/page/3/?sector=po&academisch=all&schools_display=list)

development. Within these partnerships, schools or teachers provide a topic for research to improve their practices, research institutions execute these studies to gain more knowledge, and ITP institutions use this knowledge to develop their curriculum.

Another current development is the creation of more flexible pathways where programmes are increasingly student-regulated. This means that candidates' learning outcomes are becoming more central.

#### Challenges

The funding of partnerships by the ministry of education is a temporary stimulus. Also, only a selective amount of partnerships can be funded. It will be a challenge to assure the durability of current and future partnerships.

Another challenge is the distribution of student teachers to schools. Within formalized collaborations, agreements are made with regard to the amount of students per school. However, schools without a formalized or intensive collaboration with ITP institutions might be neglected and not offered interns.

#### **4.4 Flexibility of delivery**

In general there is a call for more flexibility in the traditional ITP-programmes. An important pilot regarding more flexibility and custom made programmes is the pilot "Learning Outcomes". This pilot enables students to follow only a selective amount of ITP courses that fit their needs. Until now it is unclear what this pilot will mean for, for example, examination requirements.

Some ITP-programmes are available in a full time and part time version. However, the number of part time 1<sup>st</sup> degree ITP-programmes has decreased, in line with the general decrease of students who prefer a part time study.

Distance education is not a common feature of ITP-programmes. However, ITP programmes are increasingly offered in a blended variant (face-to-face and online).

#### **4.5 Training and selection of teacher educators**

A distinction can be made between teacher educators within ITP institutes and teacher educators in schools who guide student teachers or beginning teachers in the workplace. Becoming a teacher educator in an ITP institute is mostly a second career choice. Often teacher educators have often worked as a teacher themselves, prior to becoming a teacher educator. Common job requirements for teacher educators are: experience in the field, pedagogical content knowledge, being able to communicate with schools, and – for universities – being able to conduct scientific research. Although the scientific research requirements hold most strongly for universities, universities for applied sciences also aim to employ teacher educators with a master's degree or – to a lesser extent – a PhD.

Although some commonalities in job requirements exist, overall both selection criteria and procedures vary among ITP institutes. The Dutch Association for Teacher Educators (VELON) has formulated a professional standard for teacher educators, in which the competencies of an average experienced teacher educator are described. The professional standard defines the quality level of professional tasks, contributes to professional development of teacher educators, and stimulates discussion and reflection about further

professionalization of the teacher educator profession.<sup>76</sup> A teacher educator receives a VELON registration if they satisfy/meet the professional standard for teacher educators. Each registration is valid for a period of four years. In addition, the VELON currently works on actualization of the knowledge base for teacher educator, to provide an up to date overview of relevant knowledge for teacher educators.

There is no formalized educational program for (beginning) teacher educators yet. Some non-compulsory courses exist, and a training programme for teacher educators is currently being developed.

Induction projects for beginning teacher educators within ITP institutes vary among institutes, but in most cases a mentor for beginning teacher educators is appointed and conversations with peers take place.

Within schools there is a difference between general school educators and workplace mentors. A school educator works with beginning teachers on generic themes related to the teaching profession and the workplace mentor provides practical guidance on the subject the beginning teacher teaches. School based teacher educators often enter these positions because of their own teaching experience and the fact they are viewed as excellent teachers.<sup>8</sup> Most school educators or workplace mentors follow a course for mentor teacher or for registration as a teacher educator. In this programme, school educators or mentor teachers are taught how to perform an evaluation or coaching session.

In non-government funded second degree ITP programmes teacher educators are hired based on an evaluation system. Teacher educators are self-employed professionals. Because of their self-employment, teacher educators are responsible for their continuous professional development. The ITP institute regularly checks the curriculum vitae of these teacher educators. ITP programmes aim to work with teacher educators that have a VELON registration. Registration is (in some cases) stimulated with a course.

#### **4.6 Variability across and autonomy of institutions of teacher education**

The 'what' of teacher education is largely determined for ITP institutes. However, matching activities, content and delivery of the curriculum selection and training of teacher educators do vary across different ITP institutions and ITP programmes. Parts of the curriculum have become more aligned, due to the implementation of the national knowledge bases, knowledge tests and peer-review (see 1.2.1). These national standards result in partial alignment of ITP programmes.

Initiatives have been taken to decrease the differences between ITP programmes. For example, within research universities, ITP programmes strive to develop a more unified curriculum across institutions. For trajectories leading to a pedagogical didactical certificate, national quality criteria have been developed which has led to more homogeneity in the content and duration of the pedagogical didactical certificate trajectory.

The variability that exists also indicates that ITP institutions are autonomous in determining how they organize their ITP programmes. The selection and admission requirements for

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<sup>76</sup> <http://www.lerarenopleider.nl/velon/wp-content/uploads/2015/01/Professiontheory2.pdf>

certain ITP programmes are prescribed nationally. Also, providing study choice activities is required. Accreditation procedures are compulsory in order to ensure the quality of ITP education (see chapter 5).

## 5 Ensuring quality delivery of ITP programmes

### 5.1 Quality assurance of delivery of ITP programmes

An important framework for quality assurance is provided in the Legislation on Higher Education and Scientific Research (WHW). This legislation regulates many different aspects of higher education, one of which being quality monitoring and accreditation. The NVAO, the Accreditation Organisation of the Netherlands and Flanders, is the independent accreditation organisation that provides an expert and objective assessment of the quality of higher education in the Netherlands and Flanders.<sup>77</sup> The NVAO is registered with the European Quality Assurance Register for Higher Education. NVAO uses the European Approach for Quality Assurance of Joint Programmes. The accreditation system focuses on the quality of all individual higher education programmes, including ITP programmes. Additionally higher education institutions may ask NVAO to perform an institutional quality assurance assessment. This involves a thorough audit to establish whether the overall institution's quality assurance has such a high level that systematic improvement of the quality of the programmes whenever necessary is ensured. When such an institutional audit leads to a positive result, the institutions is placed in an accreditation regime that is different from the accreditation regime of programmes that cannot profit from a positive institutional quality assurance assessment.

The accreditation process in institutions with a positive assurance assessment entails the assessment of a limited number of standards regarding educational quality by an assessment panel of independent experts. Based on the assessment of this panel the NVAO decides whether or not that programme will receive an accreditation. The main advantage of this programme assessment within an institution with a recognised high quality assurance system is that the time and energy required from teacher educators in the quality assessment can be limited and focused at the quality of teaching, instead of other organizational aspects which could be handled better at an institutional level.

The accreditation systems makes use of different assessment frameworks, such as the institutional quality assurance assessment, a framework for limited programme assessments (for programmes in institutions who received a positive institutional quality assurance assessment), and variations of these frameworks for programmes in an institutions with no or a negative institutional quality assessment. In addition special frameworks exist, for example frameworks for associate degree programmes.

The institutional quality assurance assessments centre around five main questions:

1. What is the institutions' vision regarding the quality of the education it provides?
2. How does the institution wants to realize this vision?
3. How does the institution monitor the extent to which the vision is realized?
4. How does the institution establish improvements?
5. Who within the institution is responsible for what?

The limited programme assessment focuses on three main questions:

1. What is the aim of the programme?
2. How is the programme realizing this aim?

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<sup>77</sup> NVAO, 2014

### 3. Is the programme achieving its objectives?

An important feature of this limited programme assessment is a discussion with peers regarding the content and quality of the programme. The assessment panel, which is formed by peers, judges four different quality standards and provides an overall assessment of the quality of the programme. These four standards are:

1. The intended learning outcomes of the programme have been concretised with regard to content, level and orientation; they meet international requirements.
2. The curriculum, staff and programme-specific services and facilities enable the incoming students to achieve the intended learning outcomes.
3. The programme has an adequate assessment system in place.
4. The programme demonstrates that the intended learning outcomes are achieved.

For the purpose of the assessment by the assessment panel, the programme is required to present a critical self-reflection of the programme, following the standards outlined for the limited programme assessment framework. This self-reflection describes the programmes strengths and weaknesses. In addition, the reflection indicates which measures for improvement have been taken following the previous assessment. The assessment also includes a site visit of the assessment panel. The findings of the assessment panel are written down in an assessment report. Based on this report the NVAO decides whether or not the programme receives an accreditation.

Extensive programme assessments are comparable to the limited programme assessment as far as the procedure is concerned. Extensive programme assessments however include more main questions and quality standards.

The accreditation by the NVAO takes place every 6 years. When quality is considered good or sufficient, the accreditation is given. When the quality is poor, the NVAO can decide not to give accreditation. This, however, rarely happens. Instead a recovery period of 1 or 2 years is given, to change or improve some critical points. Another possibility is that accreditation is granted with the obligation for an institution to hand in a self-report after 1 to 3 years, in which information is given on how weak points have been addressed.

Results of the programme assessments are used by NVAO to provide system wide analyses on the quality of different ITP programme. At the time of this country background report, two out of three system wide analyses are publically available: the system wide analyses of primary teacher ITP programmes and ITP programmes at universities. These system wide analyses showed, amongst others, that in response to previous insufficient accreditations, the primary teacher ITP programmes have made significant quality improvements, which is visible in the enrolment of students, the teacher educators, the final level of students and the quality culture in the ITP programmes.<sup>78</sup> Main point of attention for primary education ITP programmes involve the research skills of teacher educators. In university level ITP programmes the quality in general is sufficient, but attention needs to be paid to the vision programmes hold on the teaching profession, stimulating the number of students, the didactical skills and the quality of the final student projects or theses<sup>79</sup>.

The NVAO also evaluates the quality of school-university partnerships. A positive assessment is necessary for school-university partnerships to receive governmental funding. The

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<sup>78</sup> NVAO, 2016

<sup>79</sup> NVAO, 2016

procedure is comparable with the programme assessments, but involves different quality standards and specific criteria for the schools.

In addition to the NVAO, the Education Inspectorate also studies quality aspects of ITP programmes, such as study success, satisfaction of students, and the match between ITP programmes and the labour market.<sup>80</sup>

## 5.2 Transparency and fairness

Different projects have been set up to improve the quality of ITP programmes.

10voordeleraar for example has encouraged peer review and a joint creation and update of knowledge bases, as well as nationwide knowledge tests for primary education ITP programmes, second degree ITP programmes and first degree ITP programmes at universities of applied science. Both teacher educators and school experts were involved in developing and norming these knowledge tests.<sup>81</sup>

The report “Vreemde ogen dwingen” [It takes a fresh pair of eye to get a different perspective]<sup>82</sup> has led to the involvement of more external expertise in examination committees, in addition to internal members of the ITP institutes. The tasks and authority of examination committees is set down in the Legislation on Higher Education and Scientific Research. These tasks and responsibility include monitoring ITP pathways of individual students, ensuring that procedures regarding assessments and examinations are being followed correctly, proactively conducting research on samples of student assessments, deciding on exemption requests and giving out certifications. As such examination committees are an important aspect of the quality assurance of ITP programmes. In addition, the national consultation body of examination committees plays a significant role in knowledge exchange and consultation about operational aspects of examination.

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<sup>80</sup> Inspectie van het Onderwijs, 2014

<sup>81</sup> 10voordeleraar, 2015

<sup>82</sup> HBO-raad, 2013

## **6 Certifying and selecting new teachers**

### **6.1 Point at which individuals are certified to teach**

ITP institutes are responsible for the certification of teachers and provide the diploma. They assess teacher's aptitude for entry into the teaching profession, in collaboration with representatives from the work field – schools. However, schools can decide whether they consider a candidate suitable for their specific school. After receiving the diploma, teachers have their teaching licence and satisfy the professional requirements.

Primary ITP programmes lead to a teaching licence for primary education. Second degree ITP programmes lead to a teaching licence for both lower levels of secondary education (first three years of senior general secondary education and pre-university education, all years of pre-vocational secondary education) and for senior secondary vocational education, depending on the specialisation that is chosen. However, it depends on the position available in the school whether beginning teachers will work in their field of specialisation. First degree ITP programmes lead to a teaching licence for all levels of secondary education.

### **6.2 Certification requirements**

In order to receive their diploma, candidates have to satisfy the required end-qualifications of the ITP programmes. End-qualifications of ITP programmes consist of the following elements. First, the professional requirements for teachers. The competence requirements include: interpersonal, pedagogical, subject knowledge didactics, organisational, collaboration with colleagues, collaboration with the working environment, reflection and professional development. Second, the Dublin descriptors. The Dublin descriptors are level descriptors for Higher Education, phrased in terms of competence levels. They include five components: knowledge and understanding, applying knowledge and understanding, making judgements, communication, and lifelong learning skills. An additional element of the end-qualification of 2nd degree ITP programmes is the national knowledge bases. The national knowledge bases consist of subject domain knowledge bases and a generic knowledge base.

### **6.3 Guidelines for certification requirements**

Guidelines for certification requirements are developed by ITP institutes. No additional examinations are in place after certification by the ITP institute. This holds for regular and alternative ITP programmes for primary and secondary education. With regard to candidates that enter the teaching profession in senior secondary vocational education from another professional field, the school determines the aptitude of the candidate by means of assessment. To be a licenced teacher, also a statement of good conduct ("verklaring omtrent gedrag") is needed.

#### **6.4 Recruitment and selection processes**

Recruitment and selection of teachers occurs in the school. Schools boards recruit teachers based on a job description. Job descriptions in primary education are mostly based on three sources: the collective labour agreement, national job descriptions as developed by social partners based on a job grading system, and school specific job descriptions.

In secondary education, job descriptions are usually based on the collective labour agreement. Within senior secondary vocational education, job descriptions are school specific.

## 7 Supporting beginning teachers

### 7.1 Programmes for supporting beginning teachers

#### Current induction activities primary education

Within primary education the support of beginning teachers' focusses on monitoring the development of beginning teachers' pedagogical and didactical skills. The professional requirements for teachers as modified in the collective labour agreement of primary education into three levels (entry competence, basic competence and subject competence), provide the foundation for teachers' development of pedagogical and didactical skills. Recently, observations in the classroom are used as an instrument to coach beginning teachers. Whereas the use of an observation instrument is required on a national level, the choice of instrument is for each school to decide. Hence, diverse instruments are being used. From 2017 however, schools have to use a validated instrument to assess the didactical skills of beginning teachers. At the moment, only 26% of the beginning teachers are coached with a validated instrument.<sup>83</sup> Research shows that most of the time, teachers are guided by the schoolleader.<sup>84</sup>

Some (regional) projects have been developed around induction for beginning primary education teachers, but these are not well structured. Overall, the percentage of beginning teachers that receive support, has not increased between 2014 and 2015<sup>85</sup>. In 2016, this percentage has increased. In total, 80% of the teachers in primary education received some form of guidance.<sup>86</sup> Starting teachers with a fixed contract are supported more often (81% receive support) than stating teachers without a fixed contract (62% receive support). The quality of the support of the first group is better<sup>87</sup>.

#### Current induction activities secondary education

In secondary education, a national project "supporting beginning teachers" has been implemented in 2014 ("begeleiding startende leraren"). The project has been launched in response to policy to attract and retain more teachers in subjects facing teacher shortage ("regeling impuls tekortvakken") and is funded by the ministry of education. Within the project, first degree and second degree ITP institutes support schools in the development and implementation of induction programs. To this end, regional partnerships of ITP institutes and schools are formed. In addition, the effectiveness of the induction programmes is monitored during 3 years. The aims of the project are twofold. First, to reduce early attrition, second, to accelerate the development of effective teaching behaviour. Every partnership within the programme uses a similar framework which focusses on: measures that reduce the workload, activities to increase school enculturation, professional development planning, joint lesson preparation, classroom observations<sup>88</sup> and debriefing (mentoring), as well as sessions aiming to discuss and reduce beginning teacher concerns. The induction program needs to be imbedded in the Human Resource Plan of the school to ensure the durability of the effects. Currently, 42% of secondary schools participate in the project.<sup>89</sup>

<sup>83</sup> MOOZ (2016). Loopbaanmonitor 2016. Begeleiding van beginnende leraren.

<sup>84</sup> MOOZ (2016). Loopbaanmonitor 2016. Begeleiding van beginnende leraren.

<sup>85</sup> Tweede voortgangsrapportage Lerarenagenda, 2015

<sup>86</sup> Ministerie van OCW (2016). Derde voortgangsrapportage Lerarenagenda.

<sup>87</sup> Tweede voortgangsrapportage Lerarenagenda, 2015

<sup>88</sup> Using the ICALT observation instrument; Van de Grift, 2007

<sup>89</sup> Ministerie van OCW (2016). Derde voortgangsrapportage Lerarenagenda.

In addition to the national project, some regional and/or commercial initiatives exist. One regional initiative is “junior leraarschap Amsterdam”, initiated by students of a second degree ITP institute. The project focuses on the support of beginning teachers in primary and secondary education in their development from basic competent to expert competent. The project aims to develop a knowledge base for the development and support of beginning teachers. The initiative is supported by the Ministry of Education.

To support induction activities, schools can receive funding from the ministry of education. The funding can be dedicated (in case of the national project) or part of other policies to stimulate teacher professional development, shortage of teachers, or partnerships between ITP institutes and schools. Beginning teachers usually receive some form of guidance for 1 year, since this is included in the collective labour agreement. Next, the agreement includes a 20% reduction of the task of beginning teachers in secondary education.

In 2011 82% of beginning teachers indicated to have received some form of support<sup>90</sup>. In 2014, 89% of beginning teachers received support, an increase compared to the three years before<sup>91</sup>. This percentage has not increased in 2016.<sup>92</sup>

#### Current induction activities senior secondary vocational education

Part of the collective labour agreement is that schools are obligated to offer a programme for supporting (beginning) teachers. The character and length of the support is not specified in the collective labour agreement. As part of nation-wide policy measures to improve the quality of senior secondary vocational education, schools have to report their intended and realised professional development activities (including induction activities) to the ministry of education. As a result of these stimulants, there is increased attention for the support of beginning teachers. The availability of induction programmes varies per school and include: use of a coach, peer-support, central introduction programme, support by a colleague, lesson visits, thematic or knowledge-sharing meetings<sup>93</sup>. According to 64% of beginning teachers reports their school offers induction activities. Most of these activities have the length of one year.<sup>94</sup>

Induction activities are mainly developed within the context of (regional) partnerships between second degree ITP institutions and senior secondary vocational education schools. Current initiatives are not structured or funded.

## **7.2 Recruitment, selection and training of educators**

No formalised or structured recruitment, selection and training of educators providing support for beginning teachers in schools is in place. School-based educators are mostly teachers who have followed a coach or supervision training. They are selected by the school, not by the ITP institute. The quality of educators differs within and across schools.

Within the national project “supporting beginning teachers” in secondary education, school-based educators and coaches are trained in using the projects’ observation instrument<sup>95</sup>. In addition, some educators are trained how to determine on which aspects to provide feedback (in the zone of proximal development) and how to provide targeted mentoring.

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<sup>90</sup> Inspectie van het onderwijs, 2011

<sup>91</sup> Tweede voortgangsrapportage Lerarenagenda, 2015

<sup>92</sup> Ministerie van OCW (2016). Derde voortgangsrapportage Lerarenagenda.

<sup>93</sup> Van den Ende, Donker van Heel, & de Vreede, 2015

<sup>94</sup> Van den Ende, Donker van Heel, & de Vreede, 2015

<sup>95</sup> Van de Grift, 2007

### **7.3 Link between induction activities and certification of teachers**

Certification of teachers takes place at and under responsibility of the ITP institute (pre-service). Induction activities for beginning teachers take place in the school, after teachers have been certified (in-service). Induction programmes are not a part of nor a prerequisite for teacher certification.

### **7.4 Link between induction activities and professional development for teachers**

On a national level, the main cause for stimulating induction activities is to reduce attrition of beginning teachers. Furthermore, induction activities provide a continuum of support and development for teachers. Within policy measures programmes to support beginning teachers ideally serve as a starting point for continuous professional development of teachers. Induction activities serve as an incentive for the professional development of the current teacher workforce. Professional development activities are however planned and realised at school level, as part of schools' HRD policy. The relation between induction-related activities and professional development in schools is not yet evident. The government strives to strengthen this relationship.



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## Annex 1: list of informants

Monique Bekker	NCOI
Annelies Bon	Onderwijsinspectie
Ans Buys	Raad voor Kwaliteitsborging Peer Review
Fons Coenegracht	OCW directie mbo
Jurriën Dengerink	Vrije Universiteit
Kees-Jan van Dorp	Landelijk procesmanager beroepsonderwijs
Sabine van Eldik	ADEF VO Algemeen Directeurenoverleg Educatieve Faculteiten; Hogeschool van Arnhem en Nijmegen Instituut voor Leraar en School
Henk Fuchs	10voordeleraar
Gerda Geerdink	VELON Vereniging Lerarenopleiders Nederland; Hogeschool van Arnhem en Nijmegen faculteit Educatie
Michelle Helms-Lorenz	Projectgroep begeleiding startende leraren VO
Mayke Janssen	OCW directie VO
Judith Kivits	Vereniging Hogescholen
Suzan Klaver	Onderwijsinspectie
Jeroen Koffijberg	Projectgroep begeleiding startende leraren VO
Barbara de Kort	LOBO PO Landelijk Overleg Lerarenopleiding Basisonderwijs
Luut Kroes	VSNU
Maarten Lamé	PO-Raad
Linda Medendorp	Kennispunt opleiden in de school mbo; ondersteuningsprogramma mbo versterking samenwerking lerarenopleidingen en scholen
Hans Reusink	OCW directie PO
Aly Smelt-Medendorp	Voorlopersgroep begeleiding en beoordeling praktijkdeel opleiding, opleiden in de school; Hogeschool van Arnhem en Nijmegen Instituut voor Leraar en School
Marco Snoek	Hogeschool van Amsterdam
Nathan Soomer	MBO Raad
Arian van Staa	10voordeleraar
Miranda Timmermans	VELON
Klaas van Veen	ICL Interuniversitaire Commissie Lerarenopleidingen
Pien Verwilligen	PO-Raad
Joop de Vries	OCW directie HO
Robert Viëtor	Netwerk Academische Pabo's; voorlopersgroep kwaliteit instroom
Bas de Wit	VO-raad
Paul Zevenbergen	Nederlands-Vlaamse Accreditatieorganisatie

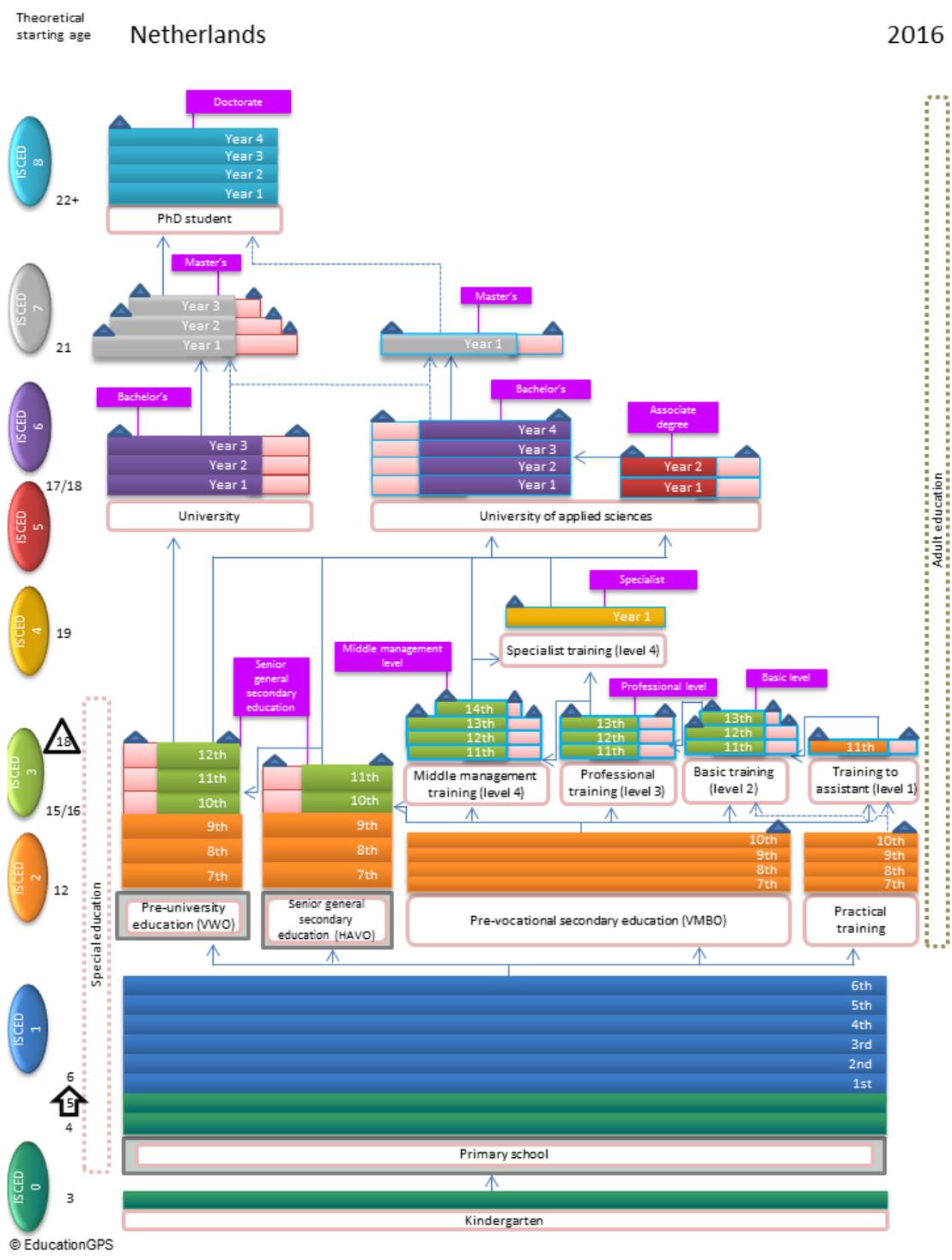


## Annex 2: glossary

Academische opleidingsschool	Academic educational partnership school
Begeleiding	Supervision
Beginnende docenten	Beginning teachers
Bekwaamheidseisen	Professional requirements / competence requirements
Beroepsgroep leraren (Onderwijscoöperatie; BVMBO)	National teacher body
Bevoegdheid	Teaching licence
Diplomerings / diploma	Certification / certificate
Eerstegraads bevoegdheid	First-degree teaching licence
Havo	Senior general secondary education
Hoger onderwijs	Higher education
Hogeschool	University of applied science
Inductie	Induction
Inductieprogramma	Support programme for beginning teachers / induction programme
Lerarenberoep	Teacher profession
Lerarenopleider	Teacher educator
Lerarenopleiding (instituut)	ITP institute
Lerarenopleiding (specifieke opleiding)	ITP course
Lerarentekort	Shortage of teachers
Mbo	Senior secondary vocational education
MBO Raad	The Netherlands council for secondary vocational education and training
Middelbaar beroepsonderwijs	Senior secondary vocational education
NVAO	The Dutch-Flemish Accreditation Organization
Onderwijsraad	Education Council of the Netherlands
Onderzoekende houding	Research-oriented attitude
Opleiden in de school	School-based teacher education programme
Opleiding aanbieden	To deliver a program
Opleiding leraar po	Primary ITP programme
Opleiding leraar vo/mbo hbo	Second degree ITP programme
Opleiding leraar vo/mbo universiteit	First degree ITP programme
Opleidingsschool	School-university partnership
PO-raad	Dutch council for primary education
Primair onderwijs	Primary education
Schoolbegeleider	Teacher mentor / educator
Stage	Placement in school
Stagecontract	Learning-working agreement
Studiekeuze	Choosing a study program

Tekortvak	Deficit subject / subjects for which there is an (imminent) shortage of teachers
Tweedegraads bevoegdheid	Second-degree teaching licence
Uitval	Drop-outs
Universiteit	University
VELON	Dutch Association for Teacher Educators
Vereniging hogescholen	The Netherlands Association of Universities of Applied Sciences
Visitatie	Visitation
Vmbo	Pre-vocational secondary education
Voortgezet onderwijs	Secondary education
VO-Raad	Dutch council for secondary education
VSNU	The Netherlands association of universities
Vwo	Pre-university education

# Annex 3: diagram of the Dutch education system



Source: OECD, 2016



## Annex 4: Figures and tables

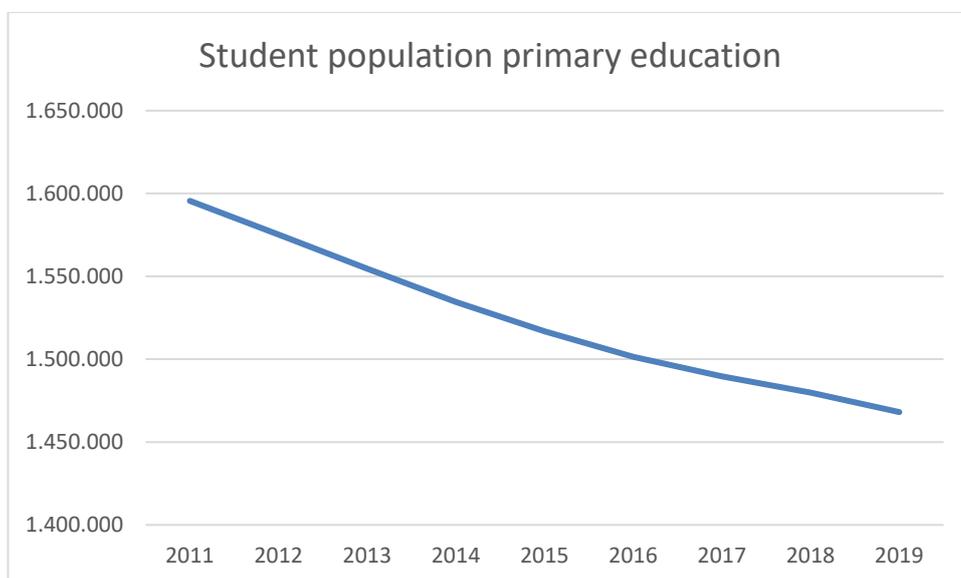


Figure 1. Amount of students in primary education 2011-2020. Sources: Onderwijsincijfers.nl (2011-2015); Ministerie van Onderwijs, Cultuur, en Wetenschap (2016).

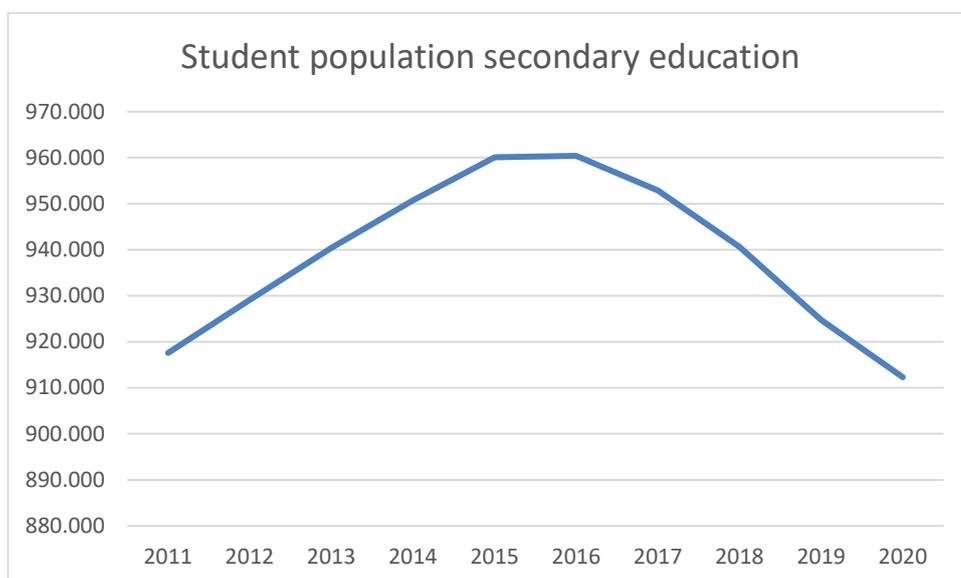


Figure 2. Amount of students in secondary education, 2011-2020. Sources: Stamos.nl (2011-2015); Ministerie van Onderwijs, Cultuur, en Wetenschap (2016).

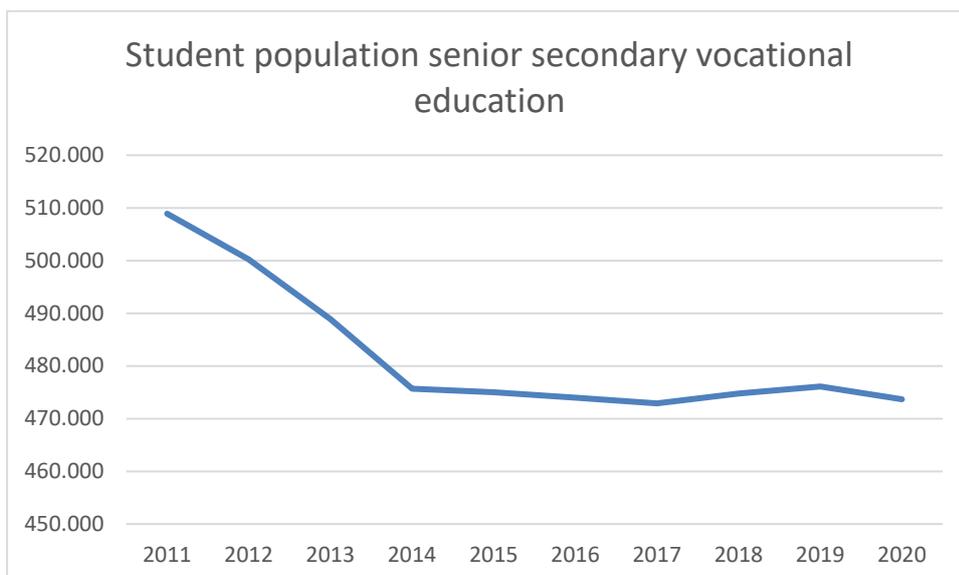


Figure 3. Amount of students in secondary education, 2011-2020. Sources: Onderwijsincijfers.nl (2011-2015); Ministerie van Onderwijs, Cultuur, en Wetenschap (2016).

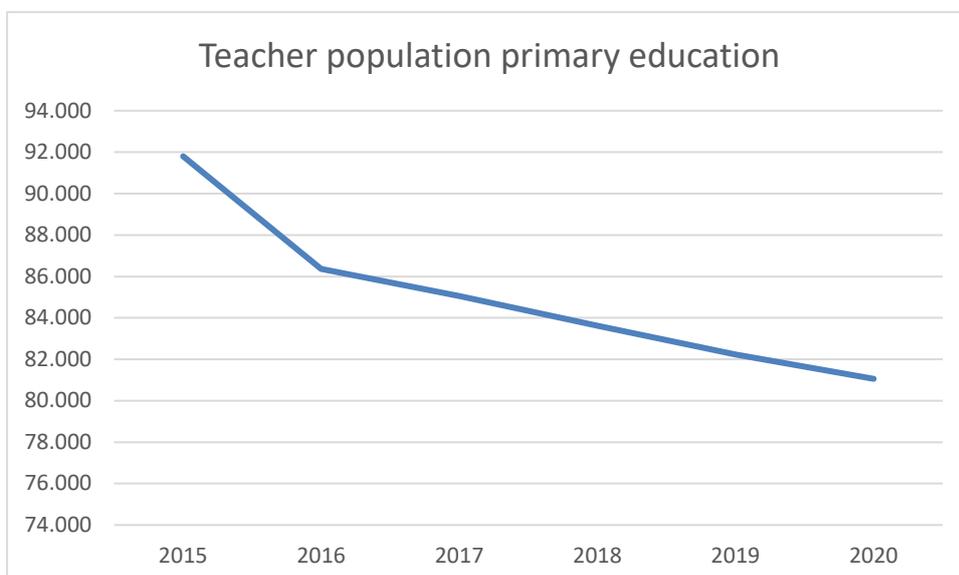


Figure 4. Prognosis amount of primary education teachers (in fte) 2015-2020. Source: Stamos.nl

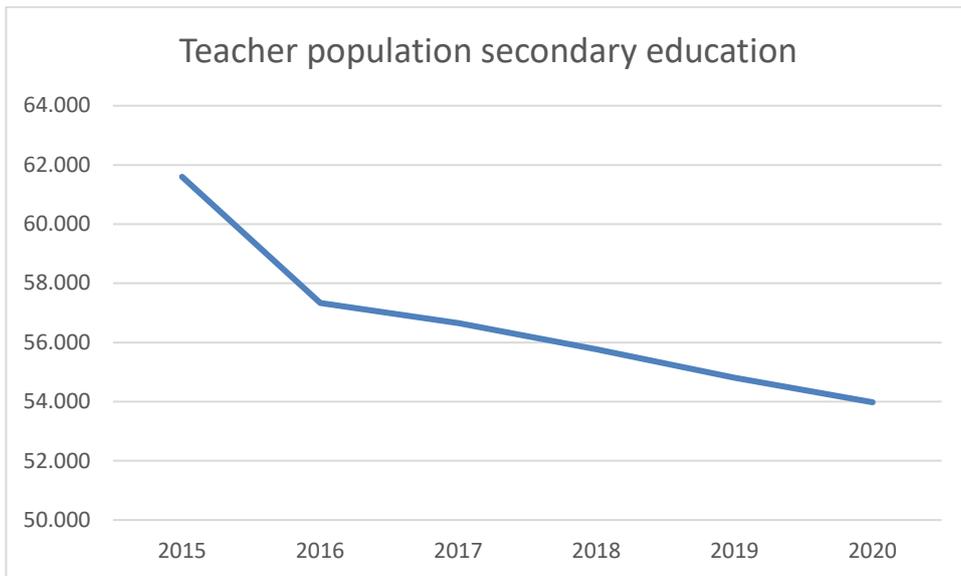


Figure 5. Prognosis amount of secondary education teachers (in fte) 2015-2020. Source: Stamos.nl

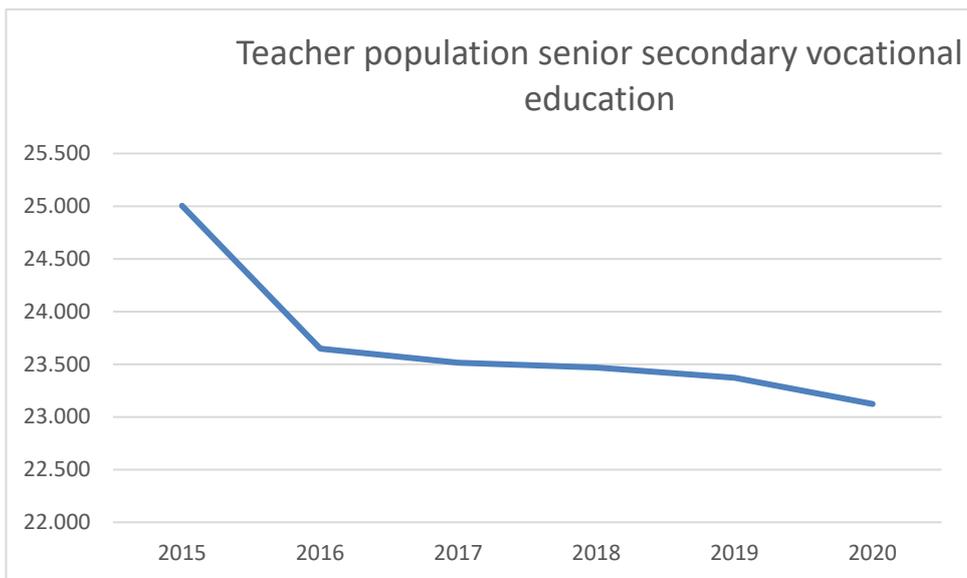


Figure 6. Prognosis amount of senior secondary vocational education teachers (in fte) 2015-2020. Source: Stamos.nl

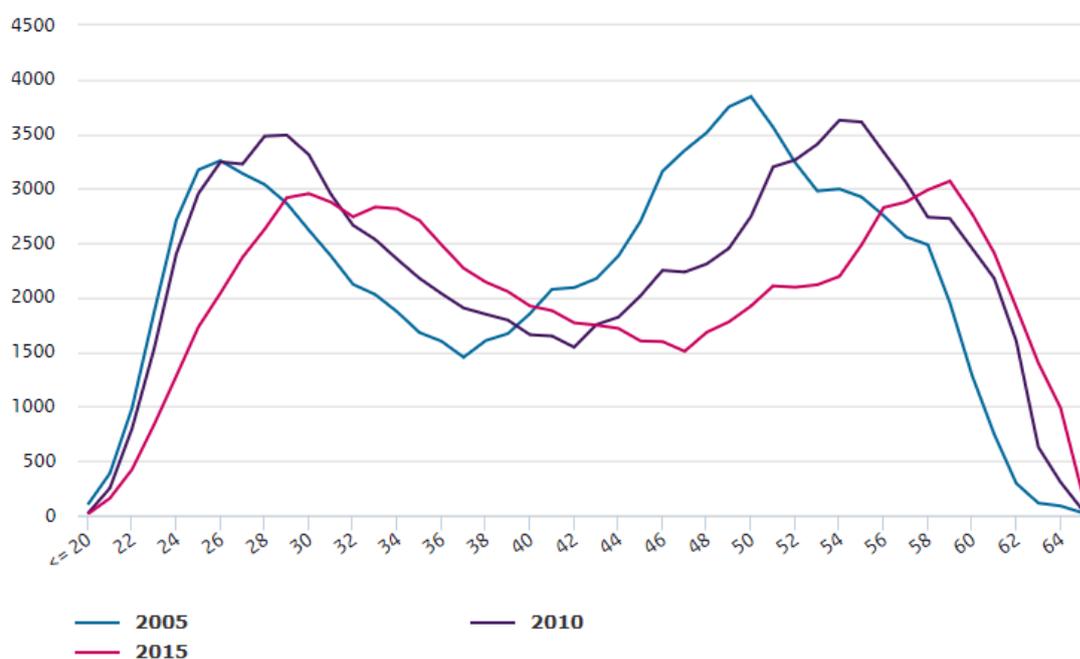


Figure 7. Age differentiation teachers primary education 2005-2015 (fte). Source: onderwijscijfers.nl

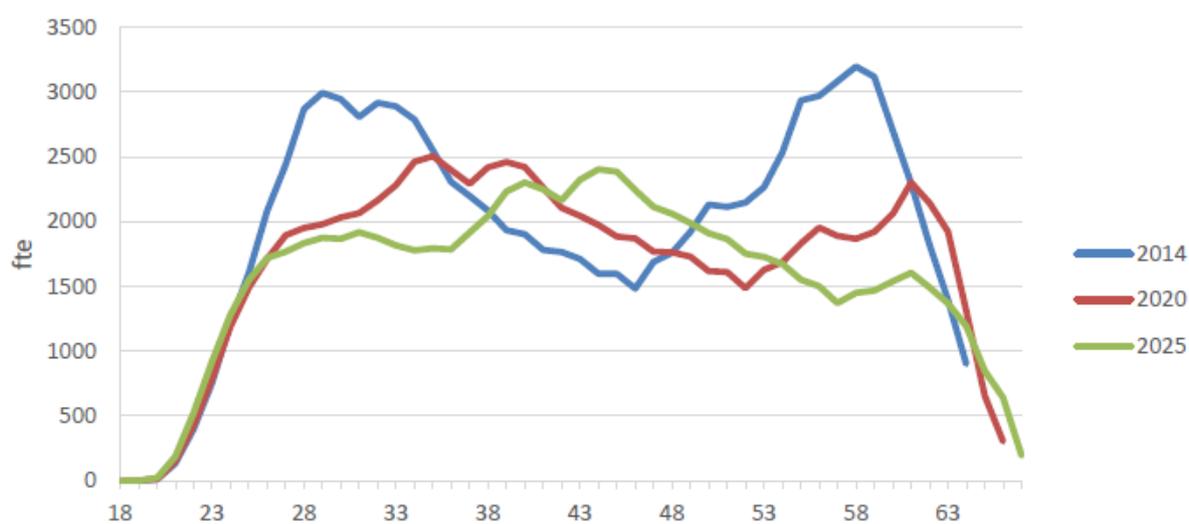


Figure 8. Age differentiation teachers primary education 2014-2025 (fte). Source: Centerdata (2015).

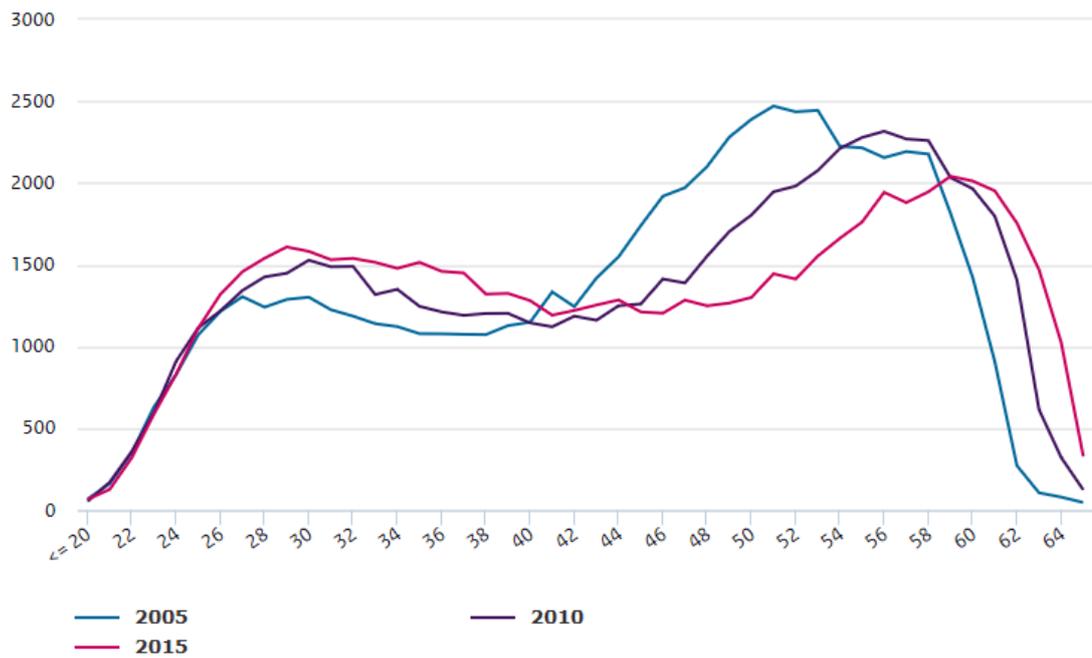


Figure 9. Age differentiation teachers secondary education 2010-2015 (fte). Source: onderwijsincijfers.nl

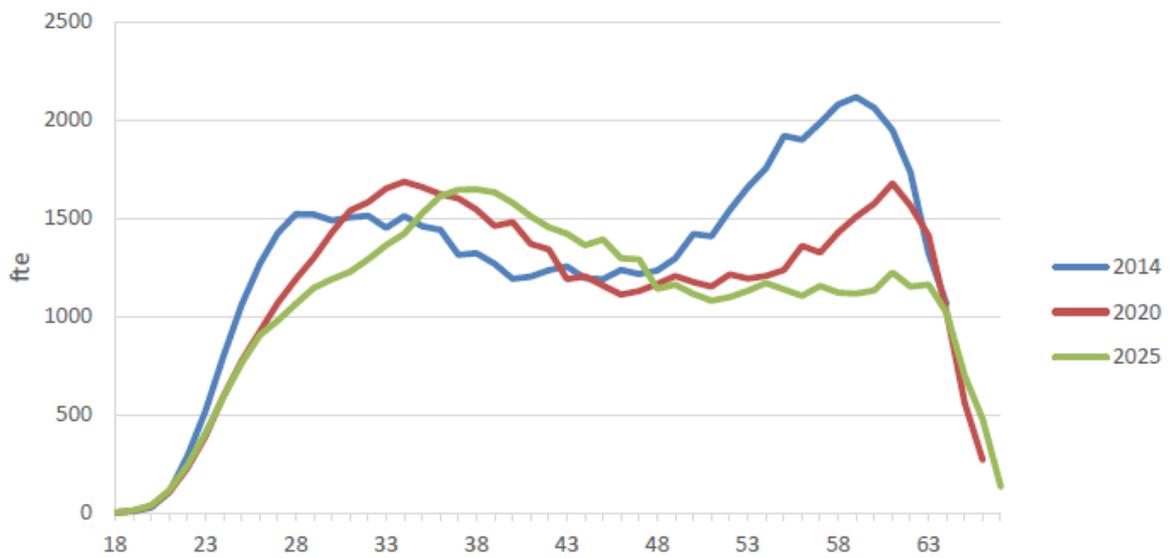


Figure 10. Age differentiation teachers secondary education 2014-2025 (fte). Source: Centerdata (2015).

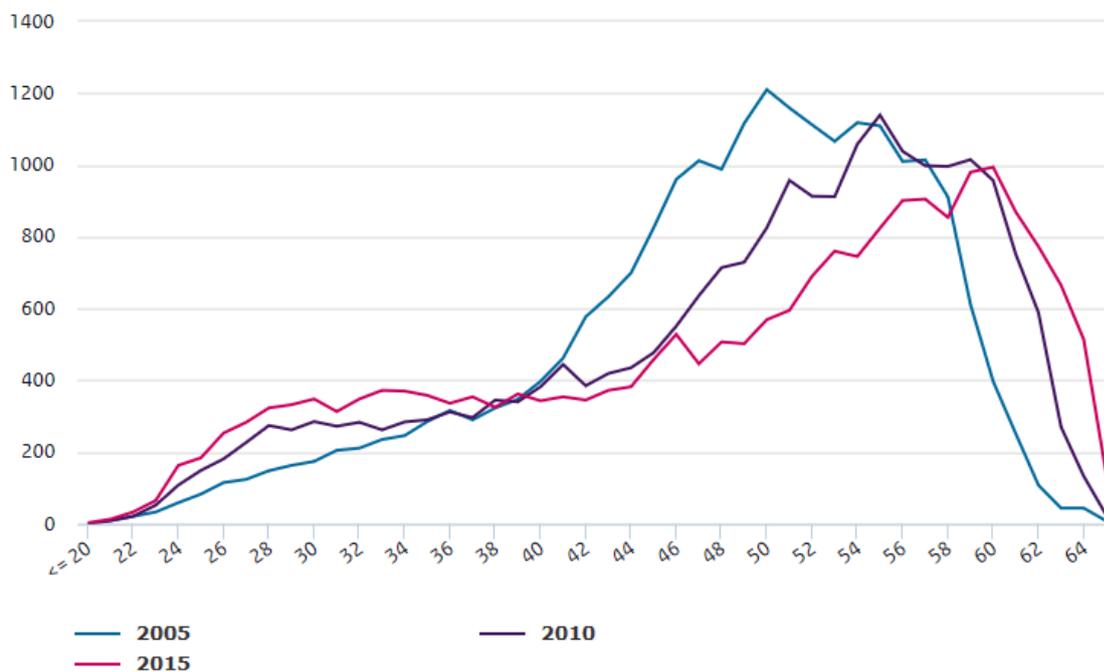


Figure 11. Age differentiation teachers senior secondary vocational education 2005-2015 (fte). Source: onderwijsincijfers.nl



Figure 12. Age differentiation teachers senior secondary vocational education 2014-2025 (fte). Source: Centerdata (2015).

*Table 2 Number of student enrolments*

Year	Primary education*	Secondary education	Senior secondary vocational education
2011	201.100		140.300
2012	202.100	207.900	136.200
2013	203.100	209.000	123.000
2014	202.200	208.100	156.074
2015	203.600	209.700	155.510

Source: Onderwijsincijfers.nl (primary and secondary education, senior secondary vocational education 2011-2013); mboraad.nl (senior secondary vocational education 2014-2015)\* Special education not included

*Table 3 Student Population Primary Education*

Year	Total Student Population*	Male	Female
2011	1.595.563		
2012	1.575.282		
2013	1.554.552		
2014	1.534.573		
2015	1.516.773	779.100	737.400
2016	1.501.500		
2017	1.489.700		
2018	1.479.900		
2019	1.468.100		
2020	1.455.300		

Sources: Onderwijsincijfers.nl (2011-2015); Ministerie van Onderwijs, Cultuur en Wetenschap (2016). \* special education not included

*Table 4 Student Population Secondary Education*

Year	Total Student Population	Male	Female
2011	917.600		
2012	929.100		
2013	940.400		
2014	950.700		
2015	960.100	477.500	485.900
2016	960.400		
2017	952.900		
2018	940.600		
2019	924.700		
2020	912.300		

Sources: Stamos.nl (2011-2015); Ministerie van Onderwijs, Cultuur, en Wetenschap (2016). Referentieraming 2016 (2016-2020).

*Table 5 Student Population Senior Secondary Vocational Education*  
Gender

Year	Total	Male	Female
2011	508.900		
2012	500.200		
2013	488.900		
2014	475.700		
2015	475.000	247.000	228.000
2016	474.000		
2017	472.900		
2018	474.800		
2019	476.100		
2020	473.700		

Source: Onderwijscijfers.nl; DUO.nl (2011-2015); Ministerie van Onderwijs, Cultuur, en Wetenschap (2016). Referentieraming 2016 (2016-2020)

*Table 6 Number of teachers (in fte) in 2015, including background characteristics*

	PE *	SE	SSVE
Total	91.800	61.600	25.004
Female	76.469	29.630	10.176
Male	15.330	31.970	11.024
< 25 years	2.754	2.094	508
25-35 years	25.888	14.661	4.094
35-45 years	20.655	13.244	4.332
45-55 years	18.544	13.552	6.662
55-65 years	23.684	17.741	9.256
>65 years	1.836	308	151

Sources: Onderwijsincijfers.nl; Stamos.nl

\* including special education

*Table 7 Prognosis number of teachers (in fte) in 2016-2020\**

	PE**	SE	SSVE
2016	86.362	57.330	23.648
2017	85.056	56.656	23.516
2018	83.615	55.774	23.469
2019	82.235	54.806	23.372
2020	81.057	53.979	23.123

Source: Stamos.nl

\*excluding the reduced hours for senior teachers \*\* including special education

*Table 8 Number and background characteristics of graduated primary education teachers\**

Year	Total	Dutch	Western	Non-Western
2010	5.074	4.679	223	172
2011	5.002	4.583	227	192
2012	4.560	4.173	203	184
2013	4.201	3.868	179	154
2014	4.125	3.765	178	182

Source: Stamos.nl\* excluding special education

*Table 9 Number and background characteristics of graduated teachers with a 2nd degree qualification*

Year	Total	Dutch	Western	Non-Western
2010	3.972	3.214	367	389
2011	4.473	3.617	418	438
2012	3.690	2.972	333	385
2013	3.816	3.094	350	372
2014	3.730	3.036	313	381

Source: Stamos.nl

*Table 10 Number and background characteristics of graduated teachers with a 1<sup>st</sup> degree qualification*

Year	Total	Dutch	Foreigner (Western + Non-Western)
2010	2.159	1.973	186
2011	2.383	2.209	174
2012	2.092	1.925	167
2013	2.187	2.016	171
2014	2.159	1.981	178

Source: Stamos.nl

*Table 11 Cumulative attrition rates\* (%) of teachers starting to work in 2006/2007 leaving the educational sector*

	After year 1	After year 5
PE	13	15
SE	20	27
SSVE	20	35

Source: Ministerie van OCW, DUO, and Helms-Lorenz (2014)

*Table 12 Number of teaching vacancies 2013 and 2014*

	PE*		SE		SSVE	
	Number of positions	Fte	Number of positions	Fte	Number of positions	Fte
2013-2014	1.352	1.000	5.486	3.868	1.384	1.027
2014-2015	1.886	1.352	6.977	4.867	2.349	1.780
2015-2016	2.740	1.995	7.819	5.289	2.384	1.734

Sources: Lubberman, J., Mommers, A., & Wester, M. (2014, 2015); Lubberman, Bleeker, & Leemans (2016)

\* including special education

*Table 13 Teaching vacancies 2015 per region (%)*

	PE*	SE
East	12	23
West	78	61
North	0.2	5
South	10	11

Source: Lubberman, Bleeker, & Leemans (2016).

\* including special education

*Table 14 Nature of employment of teachers in 2015*

	Primary education*	Secondary education	Senior secondary vocational education
Permanent	92%	85%	84%
Temporary	8%	15%	16%
Full-time (<0.8 fte)	58.6%	74.8%	74.8%
Part-time (> 0.8 fte)	41.4%	25.2%	25.2%

Source: Stamos.nl

\*including special education

*Table 15 Student enrolment in ITP programmes 2014-2015*

Year	Student enrolment primary ITP programmes	Student enrolment second degree ITP programmes	Student enrolment first degree ITP programmes (universities of applied sciences)	Student enrolment first degree ITP programmes (universities)
2014	7565	7262	1769	1222
2015	5050	7051	1850	824

Source: Stamos.nl