

pulling
together
for
the school

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Translation by Julian Ross

pulling
together
for
the school

delivering educational services
for lasting quality and innovation

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Summary

The Dutch education system is surrounded by a 'shell' of service-providers who support education in many different ways, for example teaching method developers, test developers, advisers, trainers, project leaders and researchers. These educational services, and the relationship between services, government and education practice, are currently changing. Where in the past educational services were largely organised centrally by the government, schools today decide for themselves which services and products they purchase and from where. The government is looking to redefine its role and is keen to know how educational services can contribute to sustainable quality and innovation in education practice.

Educational services: a matter of matching supply and demand

The Dutch Education Council sees the crux of educational services as being a matter of matching supply and demand and notes that this is currently by no means always achieved. Broadly speaking, the difficulty in matching supply and demand stems from four issues, which can vary depending on the specific area of educational services concerned. At present, the teaching materials market is dominated by a few large players, while in other areas the supply is fragmented, which means that both schools and government have an insufficiently clear picture of the quality and efficiency of the services and products purchased. This in turn means that schools struggle to choose the most appropriate supply, while the government struggles to gain an insight at system level into the successes and deficiencies in educational services. Schools also often find it hard to articulate their support needs clearly, and tend to opt for short-term rather than lasting solutions.

A task for government in stimulating co-creation of educational products and services

Attempts to match supply and demand can be organised centrally, via the market or in co-creation between those on the supply and demand sides. The Council regards co-creation as the most fruitful route to achieving lasting quality and innovation in education. The Council adopts a broad interpretation of what constitutes co-creation, ranging from collaboration or partnership within a school or school community, with other schools or school boards, with category and sector organisations, with research institutes and centres of expertise and with commercial providers of educational services. And although there are several good examples and experiences to be found, co-creation is still not a sufficiently embedded approach and is not yet seen as an automatic route by either schools or providers. The Council therefore believes that the government has a task in actively promoting co-creation. Co-creation helps foster ownership of the products or services developed and makes for a supply which better matches the needs of local education practice.

Successful co-creation depends on all stakeholders having an equal input. The Council believes the position of teachers in relation to educational services should be strengthened to ensure that all parties are able to make an equal contribution. It therefore recommends that teachers be given greater ownership. Regional and national networks should also bundle teachers' needs and questions, map the range of services and products available and facilitate sharing. Finally, school heads need to encourage and facilitate a learning culture in order to strengthen the position of teachers in relation to educational services.

Establishing successful co-creation requires connections: between people, networks or organisations which have a thorough knowledge of different spheres and bring these together. They can match the needs of schools to the services and products offered by providers and play a crucial role in sharing and exploiting knowledge. They will need to be well equipped and well positioned to achieve this.

The government can bolster the position of teachers and strengthen the links between research and practice by facilitating access to education research. The Council also recommends that the government adopt a cautious role in the use of temporary grants, which can distort the market and which contribute to sustainable quality and innovation only under certain conditions. Grants could however be used as 'seed funding' to kick off innovations in situations where there are currently no educational services available (partly because of the short-term thinking that characterises this area) and where schools do not (yet) perceive a need. Once they have achieved success, these seed grants could be incorporated into the regular funding system.



back ground

Educational services in flux; government looking to redefine its role

Where in the past educational services were largely organised centrally by the government, schools today decide for themselves which services and products they purchase and from where. The educational services market is fragmented and there is little insight into the quality of the supply. The government is looking to redefine its role and is keen to know how educational services can contribute to sustainable quality and innovation in education practice.

The Dutch education system is surrounded by a 'shell' of service providers who support education in many different ways, for example teaching method developers, test developers, advisers, trainers, project leaders and researchers. These educational services are often provided on a commercial basis, though are also delivered on a non-commercial basis by government and semi-government organisations (such as the Language and Mathematics Resource Centres (*Steunpunten Taal en Rekenen*)), membership organisations (such as the Sector Councils) and the business community.¹

Educational services are in a state of flux, and the same applies for the relationship between services, government and education practice. More than a decade ago, a transition took place from supply-led to demand-led service provision. Since then, the government has taken a backseat role and the majority of the resources that were previously spent on school support services are now incorporated in the direct lump-sum funding to schools,² which are now free to decide how that funding is spent. The impact of the switch to a demand-led approach has not yet fully crystallised, for either the supply side or the demand side. The supply of educational services from which schools can choose is large and fragmented, and there are differences in how and to what extent individual schools make use of the available services. The government, too, fulfils a variety of roles in relation to educational services, and is looking for the best way to fulfil those roles.

1.1. From centrally organised services to services delivered via the market

The provision of educational services has been in flux for some time (see box below for a chronological outline). Until the beginning of this century, provision of services to schools was controlled centrally and was heavily focused on the supply side, through school support services and educational advisory centres. Since then, the system has become increasingly demand-led as central government has reduced the budgets for these organisations and added the money to the lump-sum funding that is paid to schools directly. As a result, schools can now largely determine for themselves where they buy in their support, and the provision of educational products and services has been entrusted to the market.³

A chronology of educational services: an outline of legislation and policy

1987: supply-led approach and funding

The Education Provision Act (*Wet op de onderwijsverzorging, WOV*) comes into force, regulating the tasks and funding of state-subsidised schools. The Act is based on a system of centralised funding, because educational services are regarded as a basic educational provision.

1990: criticism of supply-led approach

The OECD (Organisation for Economic Co-operation and Development) criticises the fragmented nature of the Dutch education infrastructure. The Netherlands Scientific Council for Government Policy (WRR) subsequently advises the government to opt for lighter-touch regulation which allows more freedom for schools, in other words a demand-led approach. The government endorses this advice, though implementing it is accompanied by heated debates in Parliament and among education practitioners. The main concerns are around ensuring the sound introduction and implementation of the new system.

1997: introduction of School Support Services (Regulation) Act (Wet regeling schoolbegeleiding and Education Support Services (National Subsidies) Act (Wet SLOA)

The Education Provision Act (WOV) is followed by two further pieces of legislation, the School Support Services (Regulation) Act (*Wet regeling schoolbegeleiding*) and the Educational Support Services (National Subsidies) Act (*Wet SLOA*). The latter Act embeds the position of educational support organisations in the national education infrastructure, confirming them as the main providers of educational services to schools. The Act was amended in 2013.

1998: introduction of legislation on subsidising activities

The Education (Other Subsidies) Act (*Wet overige OCW Subsidies, WOOS*) comes into force. The Act empowers the education minister to subsidise a wide variety of activities that are in line with government policy on education, research, culture and emancipation.

1 Education Council, 2010.

2 To ease legibility, in this publication the Council uses the term 'schools' as a catch-all term to refer to primary schools, secondary schools and colleges providing senior secondary vocational education.

3 This section is based in part on a study on educational services by Oberon, commissioned by the Education Council in preparation for this report (Suijkerbuijk & Bokdam, 2019).

2000-2004: supply-led approach under pressure

Changing views on the desirability of central government control and decentralisation of responsibilities to local authorities and school boards lead to growing pressure on the supply-led approach of educational service-providers. A number of policy developments add to this pressure:

- The emphasis on recognising the relative autonomy of schools;
- The importance of freedom of choice for parents, pupils and students;
- Thinking on the implementation of lump-sum funding;
- More scope for market forces in the provision of educational services and more of a back-seat role for the government in educational innovation following evaluation of the Education Provision Act;
- The emphasis on professional development, with a focus on personal development, a demand-led approach and alignment with the profile of the professional's home organisation;
- The importance attached by the government to evidence-based decisions by schools in relation to the organisation and improvement of education;
- The changed education landscape, partly through the creation of sector councils representing the different sectors of education (PO Council for primary education, VO Council for secondary education, MBO Council for senior secondary vocational education/VET).

2004-2006: demand-led approach takes shape

This period is characterised by three initiatives which foster the further development of the demand-led approach. First, the evaluation of the Education Support Services (National Subsidies) Act (Wet SLOA) in 2004 highlighted a need to strengthen the overarching research and development function for education rather than simply implementing innovations devised elsewhere. Achieving this would require good design and steering of activities which align with the new administrative relations in primary, secondary and senior secondary vocational education.

Second, in 2006 Dutch primary schools were given responsibility for providing their own educational support under the School Support (Demand-led Funding) Act (Wet vraagfinanciering schoolbegeleiding), which replaced the 1997 School Support Services (Regulation) Act. This Act meant a transition from supply-led to demand-led funding of primary schools – a change which had already taken place in secondary education, senior secondary vocational education and higher education. Parliament commented that this was a good moment to create a level playing field for all organisations providing educational support services. Parliament also saw a continuing need for innovation and support at national level, partly with a view to facilitating developments that were regarded as desirable by politicians and society. This meant that a number of statutory tasks were self-evidently the responsibility of government: examinations, examination programmes and curricula. Among other things, this created a need for an appropriate budget for the Netherlands Foundation for Curriculum Development (SLO) as a centre of expertise.

Third, the changing administrative relationships created a need for innovation, maintaining professionalism and quality assurance. The education sector was given responsibility for programming educational services and products. This led to a realisation that giving schools responsibility for their own innovation meant they would have to be equipped to do so, otherwise they would not be able to make effective use of their newfound freedom to design their own teaching.

2006 onwards: three innovation strategies in senior secondary vocational education

A threefold innovation strategy was introduced in senior secondary vocational education from 2006 onwards, incorporating basic innovation, extensive innovation and intensive innovation. Basic innovation is concerned with optimising the primary process, for which schools receive mainstream funding. The extensive innovation strategy relates to the dissemination of the results of innovation; a new, subsidised national knowledge infrastructure was created for this, the Vocational Education Expertise Centre (ECBO), created through the merger of two existing centres of expertise, the Max Goote Kenniscentrum and the Cinop Expertisecentrum. As well as funding for the basic and extensive strategy, individual structures were set up to make innovation funding available to enable schools to work together with the business community to carry out experimental innovation projects, such as the 'innovation arrangement' (intensive innovation).

2013: funding restricted to statutory tasks in the context of system responsibility

The Education Support Services (National Subsidies) Act is amended. The Netherlands Foundation for Curriculum Development (SLO) and the National Institute for Educational Measurement (Cito) are assigned statutory responsibilities, the former for the curriculum frameworks establishing learning content, the latter for developing a system of centralised tests and examinations.

The funding for practical education research under the former Education Support Services (National Subsidies) Act can now be bundled together with other education research funding. Making this funding available to the Netherlands Initiative for Education Research (NRO) means it is no longer shared between the national educational advisory centres and the Centre for Innovation of Education and Training (CINOP), but is available to all parties which can provide this support.

The switch to demand-led funding and changes in the relationship between government, educational services and education practice have prompted a number of developments on both the supply side (service-providers) and the demand side (schools).

Growth and diversity of services

Since the move from a supply-led to a demand-led approach, the landscape of educational services from which schools can choose has become more fragmented. There has been a major shake-up of the education advisory market, with many (often large) support organisations disappearing or greatly contracting, after which a proportion of their staff continued working on a self-employed basis. A large number of people in educational practice, especially school heads, also began working for themselves. In addition, all manner of organisations from outside the field of education entered the education advice market, responding to the shift from supply-led to demand-led funding which made education a more interesting proposition for these organisations.⁴ The number of such organisations has expanded greatly in the last decade, mainly because of the rise in the number of sole traders and freelancers.⁵ Partly as a result of the wide and fragmented educational services landscape, schools have only a limited picture of what is available. They more often say they have difficulty in assessing the quality of a service or product in advance.

It is not just schools which use educational services. A large number of support organisations have also emerged, which the government uses to develop and implement policy (see also section 1.2), and from which schools can then purchase products and services. Even after the transition to a demand-led approach, the government still needs a tool with which to implement its policy of educational quality and innovation.⁶ National, regional and local authorities have for example offered and funded a large number of specific programmes. These can be offered through the sector councils, with programmes such as *Goed worden, goed blijven (Get better, stay better)*; *Leren verbeteren (Learning to improve)*, *Voortgezet leren (Continued learning)*, *Mbo in Bedrijf (Vocational education in business)*, as well as other organisations or institutes (e.g. the science and technology platform Platform Bèta Techniek with its *School aan Zet (Schools in action)* programme). Sector organisations are also there to protect the interests of school management teams and to act as service-providers to affiliated schools.

But it is not only the government and the sector councils which are casting around for the best way to meet the need for development and innovation. To some extent, this is facilitated by the government, through examples such as the *LerarenOntwikkelfonds* (Teacher Development Fund) and the *Lerarenbeurs* teacher bursary. Senior secondary vocational education institutes, universities of applied sciences and universities also offer educational development services. A further example is the *researchED* movement, the goal of which is to bridge the gap between education research and practice and to offer teachers and school heads the tools they need to improve teaching in the classroom.⁷

Various developments are also taking place in specific areas of the support landscape which have an influence on the services available and the actors involved. With regard to professional development, larger school boards, in particular, are increasingly setting up internal academies or courses for both school heads and teachers. Schools are also working closely with teacher training institutes. For initial training, this collaboration operates partly via training colleges, with long-term partnerships and systems of preferred suppliers also being set up for in-service and refresher training. There is also a highly diverse range of other private and public providers offering different kinds of professional development activities, ranging from in-service training and peer review networks to courses in leadership.

Turning to specialist education support, the 'appropriate education' partnerships have played a key role since 2015, but there is wide variation in the way support and guidance are provided. Some partnerships provide this directly, but there are also schools and boards which organise this themselves, either internally or externally. There is also variation across the senior secondary vocational sector in the extent to which support and care are integrated in the first line, organised internally in the second line or outsourced to external support workers.

4 Leenheer & Van Luin, 2018.

5 The number of companies providing services for education quadrupled between 2008 and 2018 (CBS Statline table Businesses; sector *SBI 2008 category 8560*; CBS Statline table Businesses; sector, number of companies from 2008 to 2018 inclusive (fourth-quarter measurement)).

6 Kok, 2019.

7 Ibid.

The market for teaching materials and tests has also been in a state of flux in recent years, with the procurement of teaching materials being concentrated among just a small number of publishers and distributors in both the primary and secondary education sector.⁸ At the same time, existing relationships are coming under pressure due to the possibilities offered by ICT. Schools, teachers, parents and students all have high expectations in relation to digital services. The demand for coherent and coordinated services is causing a narrowing of the gap between different products and services in this area.⁹

Developments from the school perspective

An important question for schools is whether to buy in educational services and products from external organisations or organise them themselves. Primary and secondary school boards have become larger and more professional in recent years, and this has meant that they more often organise the support they need themselves rather than buying it in as they did previously. Many of them appoint internal coordinators, experts and coaches for this purpose. Another development is the increased interschool collaboration (sometimes within one and the same board) and organisation of mutual board assessments or joint action on educational innovations. Developments such as these mean that schools are becoming less dependent on educational service-providers – though these external providers are still used, because as well as the advantages of internal organisation of support tasks (continuity, expertise-building, role differentiation and career opportunities), hiring in external support also has advantages, such as a fresh pair of eyes, expertise and flexibility.

Schools differ in how and to what extent they used educational services. Some secondary and senior secondary vocational schools relatively often work with non-commercial providers, whereas primary schools relatively often opt for commercial providers. The strategies and considerations of school boards and teachers regarding the desired form of support for different domains also vary. Local factors and school characteristics play a role here, such as the regional availability of services, collaboration between schools, the role of partnerships, the composition of the teaching team and the size and tasks of the board and board office.

1.2. The government and (the deployment of) educational services

The switch to a demand-led approach has also altered the government's role. As indicated in the foregoing section, the national school support services and educational advisory centres were for a long time key tools used by government in implementing its primary and secondary education policy. In fact the government still initiates or uses educational services as a policy instrument for developing, implementing and promoting education policy in numerous domains, such as teachers' professional development, language and mathematics, citizenship, and equal opportunity in education. Civil-society organisations play an important role in this process, including employer and employee organisations, support agencies, process, project and programme organisations and overarching alliances.

Twofold government responsibility

The Council believes the government has a twofold responsibility in relation to educational services. On the one hand it has a constitutional duty to equip schools to fulfil their mission adequately, and on the other it has a role as a 'market manager' in creating the right conditions to ensure a level playing field in the market. Left to its own devices, the market does not deliver optimum outcomes.¹⁰ What constitutes the right balance depends on the scope for service-providers to enter the market and stay the course once they have done so. It also depends on schools' demand for services and the desirability of them buying in external services.

It is difficult for the government to fulfil both these roles adequately, partly because it does not have a full picture of the efficiency of educational services. The interdepartmental policy review of grants, for example, showed that not all funding is evaluated and that where evaluations do take place they often ignore or devote only limited attention to efficiency and effectiveness.¹¹ It is also not possible to deduce from the financial accounts of school boards which services schools purchase with their lump-sum funding and how much they

8 Imandt, Van den Berg, Brouwer, Van der Vegt & Van Aarsen, 2016.

9 Bisschop, Imandt, Van der Vegt & Bomhof, 2016. See also Onderwijsraad, 2017.

10 See also: Onderwijsraad, 2001, 2010.

11 Bex, Bloemheuvel & Prij, 2017; Ministerie van Financiën, 2017; Onderwijsraad, 2018.

spend on them (see Appendix 1 for an indication of school expenditure on educational services). This makes it difficult for the government – as part of its accountability for the spending of public funds – to gain an insight at sector or system level into the efficiency of expenditure in education.

A further issue is the fragmented nature of government funding of educational services, with both direct and indirect funding by the Ministry of Education, Culture and Science (see Appendix 1). In some cases the government opts to fund specific services or service-providers directly, thus limiting schools' choice. However, the majority of government funding is paid as a lump sum to school boards, enabling providers of advisory services, support and research to compete for contracts from individual schools. The fragmented funding and temporary grant pots created by government (see Appendix 1) make it hard for schools and providers of educational services and products to develop long-term policy and to build lasting relationships with each other, with the potential result that the services and products developed do not make a lasting contribution to quality and innovation in education practice.

1.3. Request for advice: how can educational services contribute to lasting quality and innovation?

The developments described above in the field of educational services prompted the government to ask the Education Council to advise on this topic and to focus in particular on the role of the government.

The Council believes that educational services should contribute to lasting quality and innovation in school education. Achieving this is not straightforward. For example, the Netherlands Scientific Council for Government Policy (WRR) observed that the ability to identify, absorb and usefully employ new and externally gained knowledge (absorption capacity) is not a natural part of the Dutch education process. According to the WRR, the learning capacity of schools can be increased by developing a robust, coherent structure to provide a breeding ground for educational innovation. The WRR argues that the education system must also be capable of generating sufficient capacity for change from within (and without being dependent on funding).¹² The Dutch Inspectorate of Education also highlights the limited learning capacity within education, reporting that differing views about educational quality help reduce the efficiency of educational innovation. The plethora of different goals and approaches means that successful attempts at innovation are shared to only a limited extent because they are too rooted in the individual context. Schools carry out lots of experiments with providing extra teaching and/or a fresh approach, but there is often a lack of good, systematic evaluation. The low learning capacity also means that educational innovations are often short-lived and it is unclear whether they deliver better education for future generations of students.¹³ The 'Development Agenda for a Stronger Knowledge Infrastructure for Education' (*Ontwikkelagenda voor een versterkte kennisinfrastructuur voor het onderwijs*), published by the education sector councils, also calls for (and highlights the underlying problems) a stronger focus on a learning culture and greater utilisation of knowledge within schools.¹⁴

The Council assigns an explicit place for the above principle in the request for advice, which runs as follows:

“How can educational services contribute to lasting quality and innovation in education practice, and what roles and responsibilities do government, schools and other stakeholders have in this process?”

Scope and definition

This advisory report looks at three sectors: primary education, secondary education and senior secondary vocational education. Higher education institutes are not included in the report as purchasers of educational services, but are discussed as providers of services to schools in the above sectors.

12 Wetenschappelijke Raad voor het Regeringsbeleid, 2013.

13 Inspectie van het Onderwijs, 2019.

14 PO-Raad, VO-raad, MBO Raad, Vereniging Hogescholen & VSNU, 2019.

The report also looks at educational services in a broad sense, covering services and products in the following areas:

1. Professional development, for example for teachers or school heads (individual or collective);
2. Student care and support (e.g. support for students with behavioural or learning difficulties and support for teachers in dealing with them);
3. Teaching materials, methods, tests and examinations (e.g. advice or support in the purchase or development of digital and conventional teaching materials);
4. Organisational development, advice and research (e.g. organisational and educational advice or support, or research and development in the school).

More examples of services and products purchased by schools in these four areas are given in Appendix 2, which also describes to what extent schools avail themselves of the various products and services.¹⁵ The information on the use of services in the four areas is intended purely to give an impression of the scope of educational services available; the report does not draw a systematic distinction between the four areas. Only where a particular development or finding applies specifically for one area is this mentioned.

Production of this report

A literature review was carried out in preparation for this report. The Council also commissioned three studies. The first focuses on educational services in primary, secondary and senior secondary vocational education and maps how schools approach educational services and what considerations they apply in deciding whether to purchase services externally or develop them in-house.¹⁶ The second study sheds light from an international perspective on the educational knowledge infrastructure, focusing on six case studies in four neighbouring countries.¹⁷ The third study highlights different aspects of the knowledge infrastructure in the field of long-term care.¹⁸ The three study reports are available on the Education Council website.

Discussions were held with numerous stakeholders in preparing this report. Panel meetings, focus groups and an interactive symposium were also organised in which school heads, administrators, teachers, researchers, service-providers and other stakeholders talked about the theme of the report. The Council also drew on written contributions received in response to the call for papers (*Denkt u mee?*) published on the Council website. A list of references and stakeholders can be found at the back of this report. Finally, meetings were attended which addressed the topics covered in this report. Again, an overview can be found at the back of this report.

¹⁵ Suijkerbuijk & Bokdam, 2019.

¹⁶ Ibid.

¹⁷ Rusinovic & Theisens, 2019.

¹⁸ Gerring, Herps, Mulder & Noordam, 2019.



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advice

The government should encourage co-creation of educational services and products

The Council sees the provision of educational services as a question of matching supply and demand. This matching can be organised centrally, via the market or in co-creation between those on the supply and demand sides. The Council regards co-creation as the most fruitful route to achieving lasting quality and innovation, because it helps foster a sense of ownership of the products or services developed and makes for a supply which better matches the needs of local education practice. The government has a task in actively promoting co-creation.

The Council regards educational service provision as a matter of matching and marshalling the interplay between supply and demand. How many providers does a school have to choose from? And how well do the services and those who provide them match the needs of the school? Effective support requires a good match between supply and demand, both quantitatively and qualitatively. There are a multitude of pathways on which supply and demand meet and where specific educational products and services develop. The teaching materials market, for example, is dominated by a small number of large publishers, which account for the majority of textbooks and teaching methods. And on the professional development front, as well as a number of research and knowledge institutes, there is a large number of (often small-scale) companies each with their own range of services from which schools can choose.

The Council sees these different pathways as a continuum ranging from a supply that is fully controlled from the centre at one extreme, to a highly diverse market offer developed to meet specific demands from individual schools at the other. Where control is more centralised, educational support services are provided mainly by centralised knowledge and research institutes (government-run or otherwise), including organisations such as the Netherlands Initiative for Education Research (NRO), Kennisnet (public organisation for education & ICT) and the Vocational Education Expertise Centre (ECBO). A more demand-led system often leads to an array of different providers from which a school can choose the provider that appears to offer the most appropriate expertise and at an affordable cost.

Since the ending of the centralised provision of educational services via school support services (*schoolbegeleidingsdiensten*), a more demand-led approach has been adopted, leading to a growing market of service-providers (see chapter 1). However, the Council notes that in practice, the educational services 'market' is often a hybrid form somewhere between a supply-led and a demand-led model. For example, the sector councils (PO-Raad (primary education sector), VO-raad (secondary education sector) and MBO Raad (senior secondary vocational education (VET) sector)) serve as a halfway-house for many schools, bringing together the varied range of services on offer into one central location, from which schools can then make a selection.

Need for better match between supply and demand in present education infrastructure

It emerged from the many discussions with stakeholders and from the studies commissioned by the Council that, regardless of what route is employed, a good match between supply and demand is by no means always achieved. There are four issues which can play a different role depending on the educational services concerned: narrowing of supply (monopoly formation); fragmentation of supply and funding; short-term thinking; and schools' difficulty in articulating their needs.

Opening up the provision of educational services to the market has led not only to a limited number of large players in the field of teaching materials, but also to fragmentation of both the supply and funding of educational products and services. This fragmentation means that both schools and government have an incomplete picture of the quality and efficiency of the products and services purchased. As a result, schools struggle to choose the services that best match their needs, and the government has difficulty gaining an insight at system level into the successes and failures within educational services.

Partly due to lack of clarity regarding quality, or to non-systematic evaluation, schools often select products and services which offer short-term solutions or which are already being used by lots of other schools. The danger is that the educational services market falls prey to the latest hypes and trends and therefore contributes too little to lasting innovation and retention of knowledge and skills within education practice.

A final difficulty in matching supply and demand is the distance between them. Services are often at best poorly matched to the needs and diversity of education practice, as evidenced for example by the frequently cited 'gap' between education research and practice. Research institutes often pay little heed to the dissemination and application of education research, and similarly, insights gained from applied research at a single school or group of schools are by no means always widely shared. Conversely, schools are often unable to articulate their needs and goals in clear terms which enable them to decide which educational services they need.

Need for joint action

The Education Council believes that those on the supply and demand sides of the educational services 'market' should work together more to develop and implement educational products and services. Bringing supply and demand together in this way through co-creation is necessary to bring about lasting quality and innovation in education, and the Council sees it as a task of the government to encourage and promote this collaboration and co-creation.

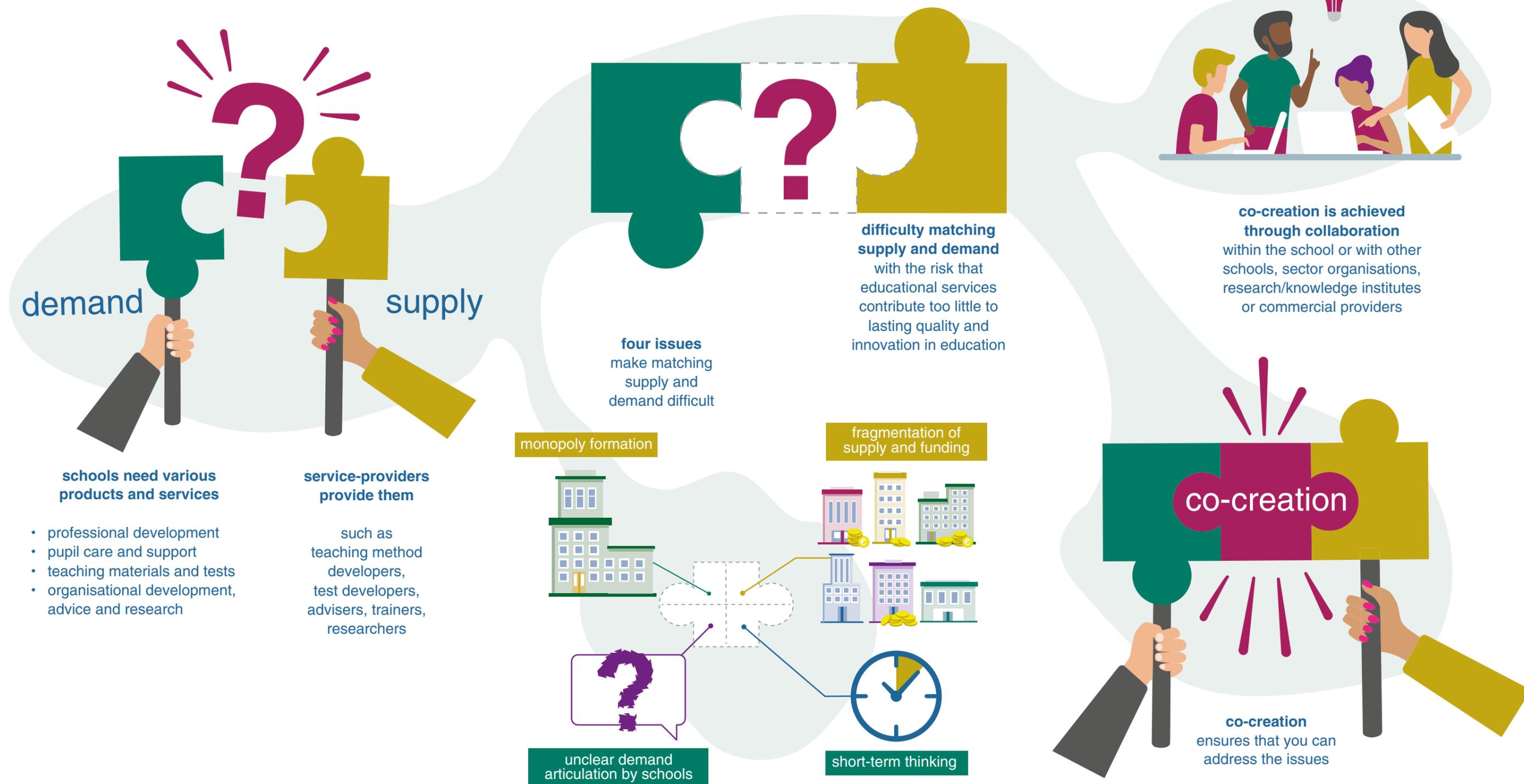
Where the supply side is centrally organised, there is a high risk that the services developed will be a poor match for the needs of specific schools and of education practice more generally (see section 2.1 for a discussion of this form of matching). Current practice, with wide use made of the free market as a source of support, combines dominance by a few large players in the teaching materials market with a highly fragmented array of products and services, with little in the way of systematic quality evaluation. There is also a risk that products and services will contribute too little to lasting quality and innovation; this is discussed in more depth in section 2.2.

In the Council's view, co-creation in which schools and providers work together to define, develop and evaluate both the demand and the supply needed to meet it, could lead to lasting quality and innovation in education. It would also fit in with the autonomy and professional freedom of schools, allow ownership of what is developed, and thus also foster better implementation as well as dissemination and utilisation of knowledge. The Council defines co-creation broadly, to include collaboration or partnership within a school or school community, with other schools or school boards, with sector organisations, with research institutes and with commercial service-providers. Matching supply and demand through co-creation is discussed in more depth in section 2.3.

Although there are a number of good examples and experiences, co-creation is still insufficiently embedded and spontaneous at either schools or service-providers. The Council therefore recommends that the government actively promote co-creation. The Council makes a number of recommendations for this in chapters 3, 4 and 5, looking in turn at equal input for all stakeholders (chapter 3), stressing the importance of connections (chapter 4) and the role of government in facilitating efforts to improve the match between supply and demand for educational services and products (chapter 5).

The Council is aware that its advice as set out in this report is situated in a context of three urgent and complex issues currently facing the Dutch education system: teacher shortages, shortages of school heads and the need for a customised, student-centric approach. These issues put considerable pressure on those working in education. Although this report does not directly address these issues, the Council anticipates that investing in co-creation will contribute to professionalising education and to making it a more attractive career option in the medium term.

pulling together for the school



2.1. Centrally developed services offer a poor match for the diversity of education practice

Where efforts to match supply and demand for educational support are organised through centralised (research) institutes, both the support and the associated knowledge and expertise tend to be locked within those institutes, which may or may not be controlled by the government. Before the transition to a demand-led approach, the emphasis was on centrally developed and managed educational services (see section 1.1), but even today matching is still carried out using this model. While this offers some advantages (e.g. good opportunities for systematic knowledge-sharing and linkage with research), there are a number of caveats; one key disadvantage is the difficulty of matching the offer to the (highly diverse) education practice.

Good opportunities for systematic knowledge-sharing, knowledge-building and linkage with research

This matching model offers ample opportunities for systematic knowledge-sharing and building, for example via institutes such as the Netherlands Initiative for Education Research (NRO) the Netherlands Institute for Curriculum Development (SLO), the Vocational Education Expertise Centre (ECBO), the Dutch Language Research Centre (EN) and the sector councils. Centralised coordination also makes it relatively easy to develop a coherent offer (e.g. linking different research programmes) and to link to research results so that educational improvement and innovation can take place on an 'evidence-informed' basis. Programming and funding of education research are currently coordinated by the Taskforce for Applied Research (Regieorgaan SIA) and the Netherlands Initiative for Education Research (NRO) (see box below).

Programming and funding of educational research: Taskforce for Applied Research (Regieorgaan SIA) and Netherlands Initiative for Education Research (NRO)

Taskforce for Applied Research

The Taskforce for Applied Research (Regieorgaan SIA) is part of the Netherlands Organisation for Scientific Research (NWO). It was founded jointly by the Ministry of Education, Culture and Science, NWO itself and other partners. The funds earmarked for the Taskforce are used for applied research at universities of applied sciences, and since 2014 have been incorporated in the NWO budget.

The Taskforce is charged with strengthening and innovating demand-led applied research by universities of applied sciences which promotes the application of knowledge in business, the public sector and education at universities of applied sciences. The Taskforce also works in partnership to develop programmes which address social and economic challenges, generally in collaboration with other departments within NWO.¹⁹ Unlike the NRO (see below), the Taskforce is concerned solely with education research.

Netherlands Initiative for Education Research (NRO)

Since 2012 NRO has coordinated the programming and funding of education research. Its aim is to promote the interaction between research, practice and policy and the application of research results so as to contribute to educational improvement and innovation. NRO's ambitions are:

- strengthening the relationship with education: making a demonstrable contribution to educational innovation and improvement through relevant research;
- establishing links: improving the interaction between education policy, practice and research and the application of research results;
- streamlining education research: avoiding overlaps and pooling strengths; and
- effective and efficient implementation: adequate execution of procedures, i.e. as objectively, effectively and efficiently as possible.²⁰

A number of research programmes are planned and funded via NRO. Examples include research on the effects of anti-bullying programmes (completed); evaluation of innovations in preparatory secondary vocational education (vmbo); the Teacher Professional Development Research Programme (Expeditie Lerarenagenda 2019-2022); and the Education Research Workshops (Werkplaatsen Onderwijsonderzoek). NRO also works with the Taskforce for Applied Research in the SPRONG Educational programme which aims to create a structural network of regional and national partnerships based around a single theme within applied education research. The idea is to concentrate the available research capacity on the key challenges facing education, and thus to strengthen the quality and impact of applied education research.

19 <http://www.regieorgaan-sia.nl/>

20 <https://www.nro.nl/>

Centralised control also offers good opportunities for the development and implementation of education policy. That can be important in the light of the government's constitutional duty of care for education and the social missions for which it is responsible (see section 1.2). Research has shown that where control and policy implementation are government-led, complex administrative networks arise around different education policy themes for each specific sector, which involve a great many actors in different roles, all under overall government control and, to some extent, government responsibility.²¹ As an example, this research shows that, for the policy of setting minimum standards for language and mathematics skills in secondary and senior secondary vocational education, central government exerts a high degree of responsibility and active control. The Ministry of Education, Culture and Science was keen to raise the mathematics and language skills of students through better teaching, and assigned itself a role in the active steering of teaching processes within schools. To reinforce this, the Ministry created and funded Language and Mathematics Resource Centres for secondary and senior secondary vocational education (Steunpunten Taal en Rekenen VO en MBO). Other actors such as the Tests and Examinations Board (CvTE), the National Institute for Educational Measurement (Cito), the Netherlands Foundation for Curriculum Development (SLO), the Leraar24 teacher development programme and the sector councils for secondary and senior secondary vocational education (VO-raad and MBO Raad), also played an active role in offering schools guidance, exercise material, test material, subject content descriptions and didactic guides, tips on 'what works', self-evaluation tools, and so on. Help, support, information and guidance were also made available, with advisors and support workers for teachers, school managements and other stakeholders.²²

Finally, centralised control makes things convenient for schools, which do not have to formulate their needs precisely and go in search of a suitable provider (see section 2.2).

No automatic linkage with research

One key issue with centralising the coordination of services through knowledge and research institutes concerns the linkage between research and education practice. Although an increasing amount of applied research is being carried out by higher education institutes (often in partnership with schools), partly within the context of the 2014 'Educational Sciences Sector Plan' (*Sectorplan Onderwijswetenschappen*),²³ attention for implementation and evaluation of (knowledge gleaned from) research is not automatic. Similarly, teachers and school heads do not always make use of research findings to improve the quality of education in their schools,²⁴ and the same can be said for example for the translation of proven didactic techniques into teaching methods and materials. In many cases, teachers' expertise is based on knowledge and experience they have gained in their own teaching practice; it has been apparent for some time that teachers have difficulty in bending scientific knowledge for use in their own day-to-day activity. There is a gap between theory and practice here, for which many causal factors have been suggested.²⁵ The (many) discussions about this gap focus on the limited usability of education research as an applied science on the one hand, and on the other the lack of a perceived need to utilise research findings in teaching practice.²⁶

The literature describes four models for improving the linkage between education research and practice: the Research Development Diffusion (RDD) model, the Evidence-Based Practice model, the Cross-border Practices model and the Knowledge Communities model.²⁷ Of these four, the RDD model is most akin to the central control model. It assigns high importance to (more) fundamental scientific research and to intermediaries who translate research findings into practical applications. The principle is that researchers generate knowledge, which intermediaries then translate into usable products that are then utilised by professionals in their teaching practice.²⁸ Applied research does not take place in a vacuum, but builds on existing fundamental research. Those working in the field (often teachers or school heads) are expected to cooperate in applied studies within the framework set by the researcher. Broad dissemination – and interpretation – of research results takes place through primary and secondary research reports, policy, professional development programmes and commercially produced teaching materials.²⁹

21 Hooge, 2017.

22 Ibid.

23 Commissie Sectorplan Onderwijswetenschappen, 2014.

24 See e.g. PO-Raad, VO-raad, MBO Raad, Vereniging Hogescholen & VSNU, 2019.

25 Schenke, Van Schaik, Heemskerk & Boogaard, 2019.

26 Zwart, Smit & Admiraal, 2015.

27 Broekkamp & Van Hout-Wolters, 2006.

28 Voogt, McKenney, Pareja Roblin, Ormel & Pieters, 2012.

29 Broekkamp & Van Hout-Wolters, 2006.

Difficulty matching to highly diverse education practice

Centrally developed support services do not automatically map onto the needs of education practice. The gap discussed in the foregoing section between education research (which is often initiated, coordinated or funded by the government) and education practice is an example of this, but there is also a tension between government-sponsored training programmes and teachers' professional development needs.³⁰

A key explanation of the discrepancy between centrally developed and coordinated support services and the needs of users lies in the wide variation in those needs and the fact that there is in many cases no one single solution. It is often necessary to customise solutions – and the accompanying services – to the individual needs of the user, and the government is not the best-placed party to deliver this customisation, lacking not only the manpower but also the right context-specific knowledge. A second explanation for the discrepancy is that central policy agencies and school organisations can be seen as different systems, each with their own working practices and cultures.³¹ It is difficult for the government to place itself 'in the shoes' of a school; conversely, schools have a tendency based on their system to reject existing services because they have not been involved in their development: there is often a lack of ownership by schools and teachers.³² A third explanation is that services and innovations often go hand in hand, while decisions about innovations are not taken at a single level, but for example at the level of government, intermediary organisations, school boards, individual schools, teaching teams and ultimately by teachers themselves. Innovations and the associated services can be questioned, adapted or rejected at all these levels. This process is sometimes described as one of continuous 'splitting' or 'refraction';³³ it explains why there is a gap between central policy and its implementation.³⁴ To a degree, this gap is a given, making it difficult for the government to offer services which meet the specific needs of education practice.

There are thus questions about whether a centrally determined research agenda or other form of centrally developed support provides an adequate match for the highly varied needs of education practice. Research carried out in preparation for this report shows that primary and secondary school heads have in recent years been working to improve their skills in commissioning services and articulating the needs of schools more clearly. School heads are now less likely to passively accept services they are offered, and instead to seek a customised approach. Schools also indicate that the funding and implementation of applied research via NRO does not always make it easy for them to establish a link between research and innovation.³⁵

One of the risks with a centrally determined supply is that schools become dependent on it. The design and research capacities of teachers themselves are then underutilised or ignored. This can lower the quality of the services and products offered, and can also impede the professional development of teachers and make the profession less attractive. Discussions with school heads and teachers revealed that this is a repeat occurrence. Teachers in senior secondary vocational education, for example, see development tasks being taken away from them and taking place outside the teams, for example the development of teaching methods or examinations. They regard this as negative, because each task that is taken away from them reduces the diversity that makes the teaching profession interesting, and so hollows out the substance of the profession.

A final issue in relation to matching supply and demand via central, government-regulated knowledge/research institutes is that this can easily undermine the autonomy of schools. The government has transferred many tasks and responsibilities to schools, including in the area of educational services (see section 1.1). Schools have (relative) discretion in spending the funds they receive to provide good education, including educational services, and also the freedom to spend these resources on services and products that meet their needs and from a supplier of their own choice. The central control model is diametrically opposed to the ability to make choices and (relative) spending autonomy.

30 Yamagata-Lynch & Haudenschild, 2009.

31 Ibid.

32 Hopkins, 2003.

33 Supovitz, 2008.

34 Priestley & Philippou, 2018.

35 Suijkerbuijk & Bokdam, 2019.

2.2. Market forces do not guarantee quality and innovation in educational services and products

Since the transition from centrally developed and supply-led services to a demand-led, market-based approach, the provision of educational products and services has been largely entrusted to the market. In theory, market forces will result in a flexible supply which is tailored to the needs of education practice, with schools able to choose an appropriate level of support based on quality and cost. However, matching supply and demand via the market does not deliver optimum results due to a lack of transparency regarding the services on offer and their quality, as well as schools' difficulty in articulating their needs precisely.

In theory, market forces lead to effective and efficient matching of services to needs

Where the matching of supply and demand for educational services takes place via the market, schools bring in an (external) provider to meet their support needs. In theory, the market consists of a wide and varied landscape of providers, several of which are able to supply the necessary knowledge or services. Ideally, a school then chooses the provider that offers the best value for money. If the supply fails to match the demand adequately, is of insufficient quality or is seen as too expensive, schools may decide to organise the support themselves.

In theory, the market offers the most flexible means of matching supply and demand. Allowing free access to the market enables large and small providers to respond to and meet the support needs expressed by schools. In order to retain or increase market share, these market operators compete on both quality and price. Schools' freedom to choose a provider theoretically enables them to choose the support that best meets their specific needs. In theory, therefore, the market supports the provision of suitable support of sufficient quality at the lowest possible price.

However, effective market operation presupposes that there is full transparency for all stakeholders. Those on the demand side – schools – need a complete picture of all providers, of the quality they offer and of the price they charge. Only when schools have a clear idea of what is available and what it costs can they make well-informed decisions about the support they wish to buy in. How much does it cost to purchase specific support from a specific party, and what benefits does it deliver? How do the costs and benefits compare to buying in similar support from another party, or organising the support in-house?

Incomplete picture of quality and efficiency of products and services

In reality, schools have an incomplete picture of the supply of products and services, especially when that supply is fragmented, as it often is. Schools also find it difficult to gauge the quality of a service or product in advance.³⁶ Providers present their services as new solutions to problems, but the effectiveness of the proposed approach has not always been fully researched or demonstrated, or else the service or product is a poor match for the specific issue being addressed. Schools are then guided more by trends or products and services which they come across 'by chance' than by careful selection and proven quality.

Schools also do not have a clear idea of how much they spend on support.³⁷ Not knowing how much they are spending on a specific form of support or how much it costs in terms of time and staff costs to organise the support themselves means they are unable to make well-informed decisions on how to meet a specific support need.

The limited insight into quality and expenditure at school level also translates into limited insight into these aspects at system level. This makes it difficult for the government to fulfil its system responsibility for educational quality and to demonstrate that the government funding to schools is being spent legitimately and efficiently (see chapter 1).

Difficulty for schools in articulating needs leads to mismatch of supply and demand

To obtain the support they need, schools must first be able to articulate their needs before 'going shopping for support. This requires both a vision of what the school stands for and what its direction of travel is, and a good analysis of (potential) obstacles. Schools which perform well against the school inspection standards may moreover have little incentive to

³⁶ Ibid.

³⁷ Ibid. See also Appendix 1 for an indication of the extent of expenditure on educational services based on the standardised annual accounts of school boards.

improve their quality further or to innovate. Articulating a need for quality and innovation in the medium to long term is then not an automatic process.

Schools find that the available support generally fails to match their specific needs or is insufficiently focused on education practice.³⁸ They also find it difficult to define the heart of the problem and to identify what support they need. Compared with providers, schools often lag behind in demand articulation,³⁹ leading to a gap between supply and demand. The discussions held in preparing this report suggested that this is mainly due to the absence of the right conditions for translating a practical problem into a request for support or research (see also chapters 3 and 4).⁴⁰

Differences of scale also play a role in schools' ability to obtain support that matches their needs. Large school boards which commission providers of support for several schools at once are in a better negotiating position to influence the type (and costs) of support than schools acting alone.

Market forces contribute too little to lasting quality and innovation

The risk of operating via the market is that overarching developments in education that go beyond individual schools – innovation at system level, in other words – receive too little attention in the medium to long term. Support is also often purchased externally because of a lack of specific knowledge or skills in the school, or because of a (perhaps temporary) lack of capacity. It is then key to embed this specific knowledge within the school, and that is something which too often does not happen.

Both schools and providers often have a preference for support which delivers results quickly. This is partly because schools look for support externally mainly when they are facing urgent issues.⁴¹ It emerged from the discussions that embarking on long-term support projects is seen as too expensive, partly because it is unclear in advance what the benefits will be. Short programmes cost less in time and money, lowering the risk of schools making a bad investment if it turns out that the support offered is not of good enough quality. One risk of using market forces is thus that the emphasis will be on short-term solutions and that support will be less focused on delivering a lasting improvement in quality and innovation in education practice. One-off, short-term interventions have been found to be less effective than interventions which are supported long-term.⁴²

Ineffective competition and a fragmented support landscape also impede lasting quality and innovation. A lack of competition between providers means there is no incentive for them to innovate. If the demand for support is driven by trends, neither providers nor schools have any incentive to invest in systematic knowledge-building. Additionally, lack of expertise coupled with dependence on external providers reduces schools' ability to devise their own solutions (see section 2.1).

2.3. Co-creation is a promising option that warrants government facilitation

In a process of co-creation, schools work with other parties to define and design the services they need.⁴³ Co-creation takes a variety of forms, the most promising being where the school is intensively involved in articulating its need and in the evaluation and dissemination of the (evaluation) results. Co-creation is still a relatively uncommon means of delivering educational services compared with a market-based or centralised approach. This may be because co-creation is a more complex model and has to meet certain conditions, including there being sufficient time for stakeholders to play an active role. The Council believes that schools and the partners with which they collaborate have a key responsibility in ensuring that the conditions for co-creation are met. The government also has an important role given its ultimate responsibility for educational quality and the efficient (and legitimate) spending of public resources. The Education Council advises the

38 Ibid. See also recent research by the OECD showing that an average of one third of teachers in primary school and junior secondary school report that there no suitable professional development programmes available (Organisation for Economic Co-operation and Development, 2019b).

39 Rusinovic & Theisens, 2019.

40 Van den Berg & Teurlings, 2019.

41 Suijkerbuijk & Bokdam, 2019.

42 Van Veen, Zwart, Meirink & Verloop, 2010.

43 Co-creation can be defined as the involvement of 'users' in the development of 'products and services'. For ease of reading, in this we refer to 'schools' which develop 'services' themselves. It should however be borne in mind that other 'users' can also participate in co-creation, such as individual teachers, teaching teams or school boards, and that 'services' have a wide interpretation and can also include products.

government to actively facilitate co-creation and where necessary to promote the establishment of new co-creation initiatives. If it does so, this model could secure a permanent position within education, alongside centrally coordinated or market-based support.

Co-creation with joint demand articulation, evaluation and dissemination holds promise

Co-creation offers several advantages, one of the most important of which is that it gives schools access to knowledge, talents and material resources from other organisations. In exchange, the school makes its own resources and capacities available to others. Collaborating with an external partner can encourage the school to experiment, learn and discover new things.⁴⁴ As well as this general benefit, co-creation offers four specific advantages, which are not – or less – available with mainly centrally coordinated or market-based services.

The first specific benefit of co-creation is that it gives schools more influence over the nature of the services and therefore increases the chance that those services will meet their needs. The second specific benefit is that schools are supported by external parties in articulating which products and services they need. Many schools need this support in order to articulate their needs and convert them into specific demand in relation to research, professional development, school improvement and specialist student support. The third specific benefit is that co-creation offers favourable conditions for implementing innovations⁴⁵ by helping schools to build competences through the joint development of services, enabling them to integrate the results into their own education practice more effectively. A fourth specific benefit is that co-creation eventually makes schools less dependent on centrally coordinated services or commercial providers, because they have acquired the necessary expertise themselves or have a better idea of what they need. In so far as they continue to purchase services externally, they are able to do so in a more targeted and efficient way.

Co-creation can take various forms (see box below). The specific benefits mentioned above apply for forms of co-creation in which schools are intensively involved in the articulation of the need, and in the evaluation and dissemination of services. Their involvement in the articulation process is necessary to enable them to formulate the demand based on their particular needs and to set specific standards. In a partnership involving several schools using the services, it is important to articulate each school's needs, to reach a consensus on the goals or to offer scope for differentiation in the envisaged services.⁴⁶ Involvement of the school in the evaluation is necessary to gain an insight into the quality of the service and be able to systematically improve it. The value of disseminating evaluation results is analogous to the reasons for joint demand articulation and evaluation. There is often a small group of people involved in co-creation within a school, and sharing the evaluation results can help to bring others in the school into the process and incorporate their wishes, too, into subsequent co-creation activities.⁴⁷ Ideally, this will give rise to a cyclical process in which the implementation of the innovations delivered by the services gradually improves and they are upscaled. Dissemination of the evaluation results beyond the school is important for this upscaling; it can lead to enlargement of the co-creation network and thus in turn stimulate innovation.⁴⁸

44 Hooge, Van der Sluis & Waslander, 2017.

45 Cf. März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

46 Provan & Kenis, 2008.

47 See März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

48 Ibid.

Diverse forms of co-creation

When users of products or services are involved together with other parties in designing them, this is co-creation.⁴⁹ Co-creation is not new; as long ago as the 1970s a participatory design approach was developed in Scandinavia, known as the Collective Resource Approach, which was used to raise the production value in industry.⁵⁰ Co-creation or related terms such as co-production and co-design are also often used to describe the involvement of citizens in the development of public services.⁵¹ Although the term co-creation is also used in the field of education,⁵² a more familiar concept is 'professional networks'. These terms are not synonyms, however; although co-creation takes place within professional networks, professional networks do not necessarily engage in co-creation – for example in the case of knowledge communities which are concerned not with developing products and services but with joint learning or sharing experiences.⁵³

There are different forms of co-creation, depending on things such as the nature of the product or service, the composition of the partnership, the subprocesses involved in developing a product or service involving the user, the intensity of the collaboration, the task divisions and the communication.⁵⁴

Different partnerships

Co-creation takes place between people from the same or different organisations who together form a partnership or network.⁵⁵ The partnership may be between a school and other schools or boards, research institutes or commercial providers. Individual professionals can also be involved in co-creation outside the school context, at local, regional or national level. Individual teachers may for example develop curriculum guidelines with colleagues in their school board or in collaboration with a national professional association. In 2008 there were already approximately five hundred learning or improvement networks for primary schools, which means that roughly one in thirteen teachers or school heads were participating in a supra-school network, on their own behalf or representing the school.⁵⁶ The nature of the networks varies widely as regards the involvement in co-creation processes.

Processes of co-creation

The form of co-creation also depends on the subprocesses in which the user is involved. The Council distinguishes between five subprocesses.⁵⁷ These are listed below, each with an example from education practice.

1. *Articulation of need and the standards which the product or service must meet (demand articulation)*
Schools may for example join forces to outsource a digital learning environment to a commercial provider.
2. *Design of the product or service ('co-design')*
Internal advisors from different schools may for example work with a university to develop an action plan for supporting students with dyslexia.
3. *Creation of the product or service (co-production)*
Schools visit each other in order to give feedback and advice.
4. *Testing and evaluating the use of the product or service*
A workshop with researchers and teacher trainers investigates the efficacy of a teaching method for French, for example.

49 See Sanders & Stappers, 2008; Brandsen & Honingh, 2015; Ostrom, 1996.

50 Sanders & Stappers, 2008.

51 Bovaird, 2007.

52 Andriessen, Baker, Cordasco, Donato, Malandrino, Palmieri & Serra, 2017.

53 Cf. März, Gaikhorst, Mioch, Weijers & Geijssel, 2017; Hooge, Van der Sluis & Waslander, 2017.

54 Cf. Brandsen & Honingh, 2016 en März, Gaikhorst, Mioch, Weijers & Geijssel, 2017.

55 Terms such as co-creation, co-production and co-design are used variously and frequently as synonyms in the literature (Sanders & Stappers, 2008; Brandsen & Honingh, 2015). For its definition of co-creation, the Council draws on the frequently used definition provided by Ostrom (1996), who describes co-production as "the process through which inputs used to provide a good or service are contributed by individuals who are not in the same organization" (p. 1073), but adds the modification that co-creation can also take place between within the same organisation. The reason for this is that the boundaries between organisations within education are difficult to define (see Brandsen & Honingh, 2016). For example, should the boundary be the school or a school board? There are also often distinct subsystems within schools such as departments and sections. It is for these reasons that the Council opts for a broad definition.

56 Blok & Van Eck, 2008.

57 In the literature there are several different classifications of co-creation processes which characterise different forms of co-creation. This classification is less detailed than that used by the Council. Brandsen & Honingh (2016), for example, draw a distinction between design and implementation. Voorberg, Bekkers & Tummers (2015) distinguish between initiation, design and implementation. The Council opts for a more detailed classification in order to be able to mark processes as demand articulation, evaluation or dissemination. From the discussions with practitioners, it emerged that these processes give co-creation and individual character and are essential for successful co-creation. The literature on innovations confirms this: lasting innovations require constant adjustment and gradual upscaling, in which some processes such as programme development, implementation, evaluation (including monitoring and research) and dissemination take place continuously and in an ever-changing sequence. The latter illustrates that the subprocesses distinguished by the Council should not be regarded as fixed phases, but rather as a series of interchangeable steps (März, Gaikhorst, Mioch, Weijers & Geijssel 2017).

5. *Sharing information on products and services with other parties*
A knowledge community of school heads organises a conference to identify effective approaches to organisational change.

Task division

The division of tasks within the partnership depends on the available expertise. If one of the partners has expertise that the others do not possess, for example specialist knowledge about curriculum design or research, it is logical for that partner to focus on the tasks that require this expertise. Alternatively, a partnership can opt for a less strict specialisation or to spread the tasks among all partners in order to enhance the ownership. Reasons for doing this might include making the partnership more robust or preventing gaps arising when certain experts leave the partnership. For the same reasons, the partnership may decide to spread the leadership role among several members rather than vesting it in one person.⁵⁸

Communication

Communication can take place via fixed, formal structures or can be looser and more informal. Formal communication structures are important because they facilitate interaction. However, informal channels are also indispensable for sustaining the partnership.⁵⁹ The intensity of the communication can also vary. Intensive interaction is necessary when complex problems have to be solved; the function of more informal communication lies in sharing practical information and inspiring others.⁶⁰

The more intensive and the more equal the collaboration, the more blurred the division of tasks and roles becomes ('cross-boundary practice'). The sharing of knowledge between partners is then more fundamental, with individual goals and methods being open to challenge; this can be described as 'transformative learning'.⁶¹

Important conditions for co-creation

The benefits of co-creation are not a given. Co-creation requires a number of conditions to be met; it is complex and can in some cases also cause negative effects. To some extent the conditions for successful co-creation are the same as those for successful innovation in general, but there are also conditions that are specific to the functioning of the partnership within which co-creation takes place.

Successful innovation is not only about initiating innovative practices, but also about implementing, embedding and disseminating them. It is precisely this aspect which often leaves something to be desired.⁶² A number of conditions have to be met for successful innovation, which also apply for innovations generated via co-creation:

- innovation-specific conditions;
- individual conditions;
- structural conditions;
- relational conditions; and
- leadership conditions.

Innovation-specific conditions which promote embedding of innovations include a focus on the core processes of teaching and learning, the ability to adapt the product or service flexibly to local needs and contexts and the targeted monitoring of results. *Individual conditions* include knowledge and understanding of the innovation by stakeholders, their active involvement in the innovation and their ability to share in the decision-making. *Structural conditions* which facilitate the embedding of innovations include time, resources and support.⁶³ Structural conditions are often a weak link, for example due to seriously underestimating the time needed for innovation.⁶⁴ This means that innovation can often end in disappointment, which in turn creates a major risk of failure because it can cause the enthusiasm for new initiatives to evaporate. Availability of time appears to be a particularly important condition for co-creation, given that an active contribution is required from all stakeholders.⁶⁵ *Relational conditions* include the scope for formal and informal consultation and sharing of knowledge. *Leadership conditions* include facilitating this knowledge-sharing and linking innovations to the vision and strategic goals of the school.

58 März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

59 Ibid.

60 Ibid.

61 Akkerman & Bakker, 2011.

62 März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

63 See also Rusinovic & Theisens, 2019.

64 März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

65 For example, teachers in primary school and junior secondary school report that time, funding and support are barriers to participation in professional development activities (Organisation for Economic Co-operation and Development, 2019b).

Both relational and leadership conditions are met from within the partnership in which the co-creation takes place. The nature of the partnerships differs widely, and each has its own dynamic,⁶⁶ making it difficult to know which specific characteristics are predictors of a successful partnership. Nonetheless, as a general rule the following factors can be said to play an important role:

- the quality of interpersonal relationships;
- allowing scope for different perspectives; and
- persons with the ability to build connections between the co-creation partners.

Good interpersonal relationships can compensate to some extent for the absence of other conditions, such as lack of time or limited funding. Effective partnerships and networks therefore devote a lot of attention to social activities.⁶⁷ *Allowing scope for different perspectives* is necessary because the co-creation partners may have different backgrounds and interests. For effective co-creation it is important to allow for the perspectives of the various participants, to ensure that the general interest prevails and to strive for open communication.⁶⁸ *Persons who are able to build connections* are needed because the ability to see different perspectives demands experience of different practices and disciplines. If one or more members possess this experience at the start of the partnership, they can take the lead in the collaboration and facilitate the sharing of knowledge, views and standards between the different partners.⁶⁹ Just as the other conditions for successful co-creation are not a given, so the presence of these 'bridge-builders' or 'boundary-spanners' can also not be taken for granted. The reason is that professionals tend to specialise in a single discipline, and multidisciplinarity is not sufficiently encouraged or valued.⁷⁰ Chapter 4 looks in more detail at people who build bridges between the different partners in co-creation initiatives and describes how networks and organisations can also build connections between co-creation partners.

Role for the government in actively facilitating co-creation

Co-creation generally arises as a result of volunteering and shared interests among individuals or organisations who together form a network.⁷¹ If the government actively participates in such autonomous networks, the delicate balance between the participants and their interests can quickly be disturbed.⁷² The government does however have a role as a facilitator of co-creation networks, which offer the government an important tool for exerting influence in the highly decentralised education system. By actively facilitating co-creation networks, the government can provide the steering that is needed to achieve central policy objectives.⁷³ Facilitating co-creation can also result in a better match between supply and demand in service provision at system level.

The way the government exerts influence in the public domain has changed over the last 50 years (see box below). Where in the past the government was responsible for all policy implementation via central organisations such as educational advisory centres, implementation of policy is now left in the first instance to schools, which have their own budget to make investments and buy in external expertise if they wish to do so. Policy formulation is also largely left to schools. In this highly decentralised education system, the government's direct influence is largely limited to setting attainment targets, minimum standards and legal frameworks within which these targets, standards and their supervision are embedded.⁷⁴ This does not prevent the government exerting *indirect* influence on education; the indirect and 'lean' governance of intermediary organisations fits in with the new management philosophy of New Public Governance.⁷⁵

In practice, the government does indeed exert indirect influence on schools.⁷⁶ There are lots of intermediary organisations situated between schools and government which focus on implementation issues. Many of the existing intermediary organisations, such as the science and technology platform Platform Bèta Techniek or the Language and Mathematics Resource Centres (*Steunpunten Taal en Rekenen*), were created entirely or partly by the government and receive government funding because they work in line with government policy, often based on signed agreements. Other bodies, such as the teacher support

66 März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

67 Ibid.

68 Vergelijk März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

69 März, Gaikhorst, Mioch, Weijers & Geijsel, 2017; zie ook Snoek, Bekebrede, Hanna, Creton & Edzes, 2017; Hooge, Van der Sluis & Waslander, 2017.

70 Snoek, De Wit, Dengerink, Van der Wolk, Van Eldik & Wirtz, 2017.

71 Brandsen & Honingh, 2016.

72 Hooge, Van der Sluis & Waslander, 2017.

73 Ibid.

74 Onderwijsraad, 2014.

75 Waslander, Hooge & Theisens, 2017.

76 Ibid.

organisation Stichting LeerKRACHT, stem entirely from initiatives within schools and receive no permanent funding, but do consult regularly with the government. These intermediary organisations also develop policy and form networks with other intermediary organisations or schools. Many of them offer services to schools, which in turn pursue their own policy and form their own networks. The government tries to maintain an overview of this complex landscape of networks, and to exert influence where possible, for example by giving successful networks a podium or creating links between networks. The degree to which the government succeeds in achieving its own policy agenda through this indirect governance depends on how clear a picture policymakers have of the networks, whether they are in contact with them and whether they engage in targeted support interventions.⁷⁷

Eras of control in the public domain

The way the government exerts influence in the public domain has changed over the last 50 years. Initially the model was a traditional one whereby the government took responsibility for both policy formulation and implementation. At the end of the 1970s, the government increasingly began drawing on the New Public Management model, in which policy formulation is still the task of government, but is limited in terms of implementation primarily to formulating and overseeing attainment targets. The choices regarding implementation consequently lie mainly with schools. The start of the new millennium ushered in the New Public Governance model, in which networks of stakeholders are involved in both policy formulation and implementation, with the government exerting indirect influence, for example by facilitating networks and giving them a podium. While the different management models mark different eras, in reality they coexist alongside each other. This is not without its problems, because schools receive mixed messages and can suffer from 'governance overload'.⁷⁸ It is important for the government to avoid this overload and move towards the New Public Governance model, because this approach is highly suited to addressing today's complex policy issues, with input from stakeholders being explicitly desirable, but with the government retaining the ability to make high-level adjustments.⁷⁹

Facilitating networks in which co-creation takes place is a highly interesting form of indirect government influence, because these networks are focused on implementing policy in the school. They bring together practical educational capacity, in some cases including from commercial operators. They are often open to external influences, making them potentially powerful 'links' to connect central policy to local initiatives.⁸⁰ At the same time, it is risky for the government to participate in these networks itself and to use them to implement its own policy directly, because this would put pressure on the motivation and ownership of the participants. It is therefore better for the government's influence on the networks to be indirect and facilitating. Co-creation initiatives are often quite fragile, and a facilitating role by the government, especially in the initial phase, can be crucial for their success.

There are three factors favouring targeted interventions. First, not all co-creation initiatives are promising. From the perspective of efficiency, it is better for the government to focus on initiatives in which there is joint demand articulation, evaluation and dissemination. Without these ingredients, co-creation activities are no more than 'islands of innovation', for which both the support within the school and the effectiveness unclear.⁸¹ A second reason is that the act of facilitating itself exerts influence. The government gives a signal that it values a particular initiative and schools can then respond to this. The combination of direct and indirect government influence on schools can quickly disrupt schools' ability to pursue their own policy. To prevent schools becoming overloaded with a plethora of policy signals, it is better for the government to offer targeted support to networks which meet the core principles of its own policy.⁸² A third reason is that the co-creation networks ultimately have to function on a stand-alone basis if they are to acquire a structural position within the education landscape. Permanent dependence on grant funding does not fit with this. This does not prevent the government offering start-up grants, for example to encourage initiatives and unleash their potential (see chapter 5).

77 See Hooge, Van der Sluis & Waslander, 2017; Adviesraad voor wetenschap, technologie en innovatie, 2005.

78 Ibid.

79 Hooge, Van der Sluis & Waslander, 2017; Osborne, 2010.

80 Cf. Hooge, Van der Sluis & Waslander, 2017.

81 See März, Gaikhorst, Mioch, Weijers & Geijssel, 2017.

82 Waslander, Hooge & Theisens, 2017.



recom men dation 1

Ensure equality of input from all stakeholders to foster successful co-creation

Successful co-creation requires equality of input from all stakeholders. The Education Council believes that the position of teachers in relation to educational services needs to be strengthened. It therefore recommends reinforcing teachers' sense of ownership. In addition, networks need to bundle the demand and map the services available. Finally, school heads need to stimulate and facilitate a learning culture.

In chapter 2 the Education Counsel argued that co-creation of educational services (in which schools and providers work together to establish, develop and evaluate both supply and demand) can lead to lasting quality and innovation in education. This method of working fits in well with the autonomy and professional freedom of schools, helps foster ownership of the products or services developed, and thus encourages better implementation as well as better dissemination and utilisation of knowledge.

In order to develop educational products and services in co-creation, it is important that the input of all stakeholders is equally valued (see chapter 2). The Council believes that the position of teachers in educational services needs to be strengthened to ensure a balanced input from all stakeholders. This chapter accordingly focuses on the position of teachers, and the Council makes recommendations aimed at teachers (section 3.1), regional and national networks (section 3.2) and school heads (section 3.3) aimed at strengthening teachers' position. These sections also discuss what this requires from service-providers. The recommendations in this chapter can also act as a counterweight to the difficulties of matching supply and demand for services (see chapter 2): difficulty in articulating demand (section 3.1); both a narrowing (formation of monopolies) and fragmentation of supply (section 3.2); and short-term thinking (section 3.3).

3.1. Strengthen teachers' ownership in relation to educational services

Developing services through co-creation starts with a clear identification of needs and goals and the correct articulation of the need (demand articulation, see chapter 2). To ensure equal input by all stakeholders, it is important that teachers are in a stronger position and actively express their needs. In this section, the Council discusses how the position of teachers could be strengthened to achieve a more balanced co-creation process.

Research has shown that when different perspectives are brought together, this can lead to a complete picture of the issue at hand.⁸³ Conversations with teachers suggest that they are currently too little involved in the deployment of services, and feel they have little influence. They feel that educational support is often imposed from above, and stress the importance of sharing in decisions about the deployment of services. Assigning teachers a passive role in which they are primarily recipients of educational products and services reduces the likelihood of lasting quality improvements and innovation in education.

Ownership by teachers is necessary for balanced co-creation

As stated, it is important in ensuring equal input from all stakeholders that teachers are in a stronger position and actively express their needs. A stronger positioning of teachers in co-creation is closely related to ownership by teachers. Co-creation not only increases ownership of the products and services developed (see chapter 2), but is itself also an important condition for successful co-creation. Ownership implies having a say and the freedom to make choices.⁸⁴ It entails strong engagement with a process or product and the ability to influence its design based on the participant's own wishes and standards.⁸⁵ Teachers work in teams in their day-to-day practice within the school. This involves shared ownership, for example of approaches to teaching or opinions on subject content in relation to teaching methods. Ownership is thus not always about the teacher as an individual.⁸⁶

Teacher co-determination enshrined in law

An amendment of 22 February 2017 established teacher co-determination in the legislation governing the primary, special, secondary and senior secondary vocational education sectors.⁸⁷ Teachers now have a say in how they practise their profession and make agreements on this with their school board in a professional statute. The law stipulates that teachers are responsible for subject content, as well as for the teaching process within the school. This co-determination includes having a say of the resources used in delivering the curriculum. Teachers also have an important independent responsibility with regard to professional development and maintaining skills; here again, agreements are laid down in the professional statute, which can for example stipulate that teachers are intensively involved at an early stage in the design of seminars, etc..⁸⁸

83 Van den Berg & Teurlings, 2019.

84 See also Zwart, Smit & Admiraal, 2015.

85 Onderwijsraad, 2016, 2017.

86 Depending on whether the demand comes from an individual teacher or a team, this will be individual or shared ownership.

87 Section 31a of the Primary Education Act; Section 31a of the Centres of Expertise Act; Section 32e of the Secondary Education Act; Section 4.1.a of the Adult and Vocational Education Act.

88 AOb, FvOv & CNV Onderwijs, 2018.

Several studies have shown that a ownership by all stakeholders is a key condition for successful co-creation.⁸⁹ For example, increasing the ownership of teachers in design and research groups is found to be an appropriate means of strengthening the building and utilisation of new knowledge.⁹⁰ Similarly, teacher ownership is cited as an important condition for the success of the *leerKRACHT* teacher support programme (which involves working together on an improvement culture).⁹¹ The same applies for the education research workshops (*Werkplaatsen Onderwijsonderzoek*) programme, involving partnerships between schools and, for example, research institutes. Research on the conditions for successful collaboration within these workshops again shows that ownership by teachers is an important element in shared school development.⁹²

Active formulation of needs is important for all areas of educational services

The importance of actively formulating the needs of teachers extends over all domains of educational services. In the research domain, for example, both practical knowledge and research acumen must be treated as equal. It is important that the needs and questions that are relevant for schools are articulated in such a way that they can be researched. This is not an easy task; teachers can have difficulty in formulating their needs in a way that can be researched. Conversely, researchers often have insufficient knowledge of the practical context, and may have difficulty formulating research questions in such a way that the research contributes to resolving issues that arise in education practice.

The insights, experiences, wishes and needs of both teachers and researchers are therefore needed to formulate good research which contributes to lasting educational quality. These elements can be explored and shared in mutual dialogue. Stakeholders work together in a process of identification, substantiation and prioritisation of themes towards formulating a question that is suitable for research. Discussions with teachers and other stakeholders show that it is important for teachers to have access to scientific information to ensure that collaboration in research takes place on an equal footing (see chapter 5).⁹³

Wassenaar School Advisory Service: a long history of cooperation

The School Advisory Service in Wassenaar (*SchoolAdviesDienst (SAD)*) has a long history stretching back 40 years, with a strong network including all primary schools in Wassenaar and crucial core partners from the field of education (youth and family centres, early and preschool education, appropriate education). When the government hived off educational support services, both the local authority and schools decided to maintain the SAD. A system of four-year covenants is used, in which schools contribute one third of the basic funding and the local authority two-thirds.

SAD Wassenaar supports schools with pupil care and school development, both at the level of individual teachers and of school managements and teams. It organises refresher training and networking meetings for all schools as well as advisory and support programmes for individual schools. There is also an education information centre with a library of literature and teaching methods. Teachers can view and borrow these materials, but can also obtain advice on appropriate teaching methods.

There is a schools collective, based on a solidarity principle. If a school needs guidance and/or advice, it receives it. The time given is not invoiced in arrears, but rather agreements are made in advance about the funding and support. The support needs of individual schools are discussed in advance each year, with conscious choices having to be made both within the school and within the schools collective as a whole.

Given the history of cooperation in Wassenaar and the use of multi-year covenants, the Advisory Service is not only able to offer long-term support, but also to act as a critical discussion partner for schools and where necessary to issue critical advice.

89 Van den Berg & Teurlings, 2019; Zuiker, Schot, Oomen, de Jong, Lockhorst & Klein, 2017; Zwart, Smit & Admiraal, 2015; Schenke, Van Schaik, Heemskerk & Boogaard, 2019.

90 Schenke, Van Schaik, Heemskerk & Boogaard, 2019.

91 Ibid.

92 De Jong, Exalto, De Geus, Kieft, Klein, & Lockhorst, 2017; Zuiker, Schot, Oomen, De Jong, Lockhorst & Klein, 2017.

93 A one-year pilot has recently got under way in which teachers and their colleagues within schools are given free access to the scientific database *EBSCO Education Source* for a year. The pilot is a joint initiative of the PO-Raad, VO-raad and MBO Raad sector councils, the NRO and the KB National Library of the Netherlands.

It is not just in the research domain that demand articulation in relation to services is fraught with difficulty – for example professional development. Here again, it is important for equality of input that teachers are in a strong position in the collaboration with the service-provider, so that their needs can serve as a guide. As with research, this also demands something of the service-provider, who must be flexible enough to bend to the needs of teachers. Educational service-providers must have sufficient expertise in-house to help identify and articulate the needs of teachers. See the box on the Wassenaar School Advisory Service (*SchoolAdviesDienst Wassenaar*) for an example of stakeholders working together to determine which issue they will seek to resolve and how.

3.2. Regional and national networks: bundle the demand, map supply and facilitate sharing

To ensure equal input by all stakeholders, it is not only important that teachers are able to articulate their needs (see section 3.1), but also that they have a say in which educational products and services are deployed, and in what way. This requires both sufficient choice options and clarity regarding the available services and their quality. Research and discussions with teachers show that there are two problems affecting their choices in relation to educational services: a narrowing of the supply in the field of teaching materials, virtually eliminating choice; and fragmentation of the supply in the area of professional development and advice, making it virtually impossible for schools to make a well-informed choice (see chapter 2).⁹⁴

Both these problems are addressed in this section. First, the Council looks at bundling the demands of teachers in order to offer a counterweight to the narrowing of the supply. This makes it easier to achieve equal input for all stakeholders. The Council then turns to the need for a clear overview of the supply and the sharing of experiences needed to facilitate well-informed choices.

Bundle the demand

As stated, teachers and schools are largely dependent for teaching materials on a small number of large providers.⁹⁵ This restricts their choice and carries the risk of instilling a passive attitude. That is problematic because ownership and a (pro)active stance is a key condition for achieving a good match between supply and demand for educational services, and in particular for a process of co-creation (see chapter 2).

Existing regional and national networks must bundle the needs of teachers. This can create critical mass and offer resistance to the current narrowing of the supply of teaching materials. This will encourage providers to respond to the needs of teachers and engage in co-creation. It will also give teachers more equal input into educational development in the medium term.

Placing a broadly shared support request with a provider creates a better negotiating position and more ability to influence the nature (and costs) of the support than if the request comes from an individual teacher. Requests can be bundled in national networks which then work together on the development of products and services. Regional partnerships between schools can also strengthen schools' position. For smaller schools or single schools, this means seeking out collaboration with other schools or school boards. Large school boards will find it easier to bundle individual requests and thus offer counterweight and ensure equality of input. The box below gives some examples of this combining of forces.

⁹⁴ Suijkerbuijk & Bokdam, 2019.

⁹⁵ A number of large acquisitions were effected in the teaching materials market in 2019. The teaching and learning materials distributor Iddink Group was taken over by Sanoma Learning. As well as being a distributor, Iddink Group is also the owner of the pupil administration systems Magister and Eduarte. Sanoma Learning is an international company which incorporates the publisher Malmberg. Another acquisition involved the takeover of WRTS (which focuses on word learning in language subjects at secondary school) by Squla (designer of educational games). This makes Squla one of the largest providers of digital teaching materials in the Netherlands.

Examples of combining forces

saMBO-ICT

Senior secondary vocational (MBO) schools join forces when tendering for digital teaching materials through a central support structure known as saMBO-ICT. This is an independent organisation created by and representing all MBO schools and which has close links with the MBO Raad sector council, the public education and ICT body Kennisnet and SURF, the collaborative organisation for ICT in Dutch education and research. saMBO-ICT represents the interests of the MBO sector across a broad front, for example being concerned with data sharing but also with the use of ICT in the learning process. It also organises lots of activities, from networking meetings on information security and privacy to knowledge-sharing within user groups for the most important applications.

This representation of interests, knowledge-sharing and organisation of joint projects draws on the knowledge present within MBO schools, which are as far as possible allowed to design joint activities themselves. saMBO-ICT provides the necessary support and acts on behalf of the entire MBO sector. This pooling of strengths leads to adequate demand articulation, effectiveness, development capacity and sharing.⁹⁶

SIVON cooperative association

Primary and secondary school boards can come together in the cooperative association SIVON. SIVON offers services around the themes of ICT infrastructure, information security and privacy, and teaching materials and the learning environment. It develops, innovates and operates a stable ICT infrastructure in partnership with school boards, and organises the pooling of requests, collaboration and knowledge-sharing for the affiliated boards. At present, for example, SIVON is exploring whether there is a demand among schools for the shared purchase of teaching materials.⁹⁷

Carmel College

The Stichting Carmelcollege foundation (representing schools with a total of 38,000 students) encourages greater use of digital teaching materials in the classroom, and seeks to negotiate directly with publishers of teaching materials. From the perspective of the school, this leads to more competition and innovation. TLN (The Learning Network, formerly Van Dijk), with an earnings model based principally on the leasing and distribution of paper books, has objected to this and began interim proceedings against Carmel in early November 2018. TLN argues that the tendering method used by Carmel provides an unfair competitive advantage compared with distributors, partly because the publishers apply a discount percentage to the retail price.

The court rejected TLN's claims. For the time being, schools can continue buying digital teaching materials directly from publishers and bypass distributors. Many schools are therefore expected to follow the Carmel example, leading to a breakthrough in the teaching materials market.⁹⁸

⁹⁶ <https://www.sambo-ict.nl/>

⁹⁷ <https://www.sivon.nl/>

⁹⁸ Rechtbank Den Haag, 27 November 2018, available for consultation at <https://uitspraken.rechtspraak.nl/inziendocument?id=ECLI:NL:RBDHA:2018:13949>

Invest in a comprehensive overview of supply and demand and facilitate sharing

As stated above, offering choice is an important condition for influencing which educational products and services are deployed, and how. However, too much choice also risks making it difficult for teachers to make well-informed choices. Research carried out in preparation for this report, as well as conversations with teachers and school heads, show that they currently find it very difficult to gain a clear picture of what products and services are available on the market and to assess their quality in advance.⁹⁹ Teachers feel that schools should be facilitated to help them choose good-quality services, and say that platforms or other forums where they can readily look up the quality features and prices of different suppliers could be helpful. They also feel that sharing good examples of cooperation, disseminating insights from evaluations and sharing experiences with service-providers could help them make well-formed choices.

With this in mind, the Education Council calls on existing regional and national networks to invest in mapping the supply of educational products and services for teachers and platforms where knowledge and experiences can be shared. Although there are various digital platforms in development and in circulation where teachers can share teaching materials and experiences (see box below), teachers also say that it takes a great deal of time to find the information they are looking for. The rankings and search functions on the platforms are often not optimal.



Sharing knowledge and products on online platforms

Edualdo

Edualdo is an online platform (set up by the educational innovation organisation Schoolinfo) where teachers can put questions to other teachers. Edualdo is easy to access: teachers can ask and answer questions on the platform and view the questions and answers of others. According to Schoolinfo, this direct contact between teachers is one of the success factors.¹⁰⁰

Education Warehouse

Education Warehouse is an initiative developed jointly by those working within education and educational service-providers. It is an independent foundation which stores relevant information for education and childcare and makes it openly available through a variety of platforms. It does this by collecting relevant information in collaboration, for example with policymakers and sector organisations, and by actively gathering information from practice. It then stores this information long-term in a central data warehouse, with an emphasis on making information easy to find.

Education Warehouse is currently developing two platforms: a comparison platform which creates transparency in the supply of products and services for the education sector, including user experiences and pricing information, and a platform on which education professionals can share practical experiences.¹⁰¹

Wikiwijs

Wikiwijs, developed by Kennisnet, is an example of a public, independent platform with an extensive search function, on which teachers share teaching materials. Most of the materials shared on Wikiwijs are free and can be used without restriction in schools. Some of the material is also quality-marked.¹⁰²

Germany: Foraus.de for senior secondary vocational education

Foraus.de is an extensive Internet facility which provides information on 'company-based' training. The service is specifically aimed at driving quality and improving vocational education and training provided by companies. All content and functions on Foraus.de can be accessed free of charge and there are 12,000 registered users.

Its four main tasks are: 1) facilitating cross-institutional and interdisciplinary networks of trainers; 2) providing the most recent information on day-to-day training practices and activities of the trainers; 3) offering online modules on topics relating to company-based training practices; and 4) offering the opportunity to share experience on certain topics via an online forum.

Research shows that the primary reason people use Foraus.de is for obtaining relevant information, followed by downloading materials and documents.¹⁰³

Experiences from long-term care: overview of approved interventions

A number of expertise centres in the Netherlands work together to build a picture of the effectiveness of interventions in various sectors of care. The collaboration is aimed at presenting interventions in a uniform way and giving users (e.g. geriatric care professionals) an idea of which interventions work. Approval committees are used to assess proposed interventions against a number of criteria. Once approved, interventions are stored in a database and are accessible to everyone.¹⁰⁴

100 <https://www.edualdo.nl/>

101 <https://www.educationwarehouse.nl/>

102 <https://www.wikiwijs.nl/>

103 Rusinovic & Theisens, 2019.

104 Gerring, Herps, Mulder & Noordam, 2019; see also <https://www.databankinterventies.nl/>

3.3. School heads: encourage and facilitate a learning culture

Working to achieve lasting quality and innovation through co-creation requires a learning culture. To develop this culture, it is essential that all stakeholders adopt an open but critical stance and share information, collaborate, reflect and evaluate as a matter of course. Respectful relationships based on equality are also needed, with the primary focus on collaboration. It is also important that stakeholders feel sufficiently safe to (dare to) give out signals to others and to genuinely pick up signals from others.¹⁰⁵ A learning culture can help prevent educational services falling prey to the latest hype and trends and therefore contributing too little to lasting quality and innovation (chapter 2).

The above aspects of a learning culture are important for all stakeholders working together in co-creation. As stated earlier, the position of teachers in relation to educational services, in particular, needs to be strengthened. A learning culture in schools can contribute to this. School heads have a crucial role in configuring the school organisation in such a way that the right conditions are created for a learning culture.¹⁰⁶ They can promote a learning culture in schools by themselves adopting a learning and reflective attitude, showing enthusiasm for new ideas and projects, showing flexibility in applying rules and assigning tasks to teachers that match their interests and abilities.¹⁰⁷ The discussions with teachers also revealed that it is important for the school to develop a clear vision before deploying educational services. Teachers believe that a good vision makes clear what the school needs and how that vision can be achieved. Teachers in secondary education, in particular, regularly refer to 'piecemeal school policy', with new goals and themes being announced every year, making it confusing for teachers to understand what the aims are for the school as a whole, and meaning that policies and choices made are not shared by the teachers.

It is known from research that a number of leadership conditions support sustainable innovation from a network perspective (a characteristic feature of co-creation; see section 2.3). To strengthen the position of teachers in co-creation, shared leadership is of particular importance, with school heads giving more responsibility to teachers to allow them to take initiatives. It is also important that school heads apply educational, transformative and strategic leadership, focused both internally (at different layers within the school organisation) and externally (beyond the school).¹⁰⁸

Given that school heads, through their own leadership, are themselves an important condition for sustainable innovation, it is key that they too are enabled to display this leadership and are able to invest in their own development where necessary.¹⁰⁹

Facilitate with time, resources and support

To achieve a learning culture, school heads must also make available time and resources. This has also been found to be important for achieving sustainable quality and innovation. Lack of time or turning off financial resources carries the risk that innovations will be short-lived.¹¹⁰

It is also important when striving for lasting quality and innovation that networks are facilitated in which people with different expertise are able to share knowledge and experience and gain an insight into each other's working practice.¹¹¹ It is known from the long-term care sector that creating and sharing knowledge is fostered if organisations are able to work alongside other organisations (see box below).¹¹² School heads must also adopt a supportive attitude here, so that teachers are able to participate in such networks.

Facilitating knowledge-sharing: experiences from long-term care

Long-term care organisations focus actively on professional development of staff, among other things by working in partnership with training institutes. Care organisations report that knowledge-sharing is increasingly something that all employees do and is an integral part of working in the care sector. Modern technology is one of the ways which is helping increase knowledge-sharing. However, knowledge-sharing is impeded if organisations do not engage in partnerships; the same applies for lack of resources (time/money) and staff shortages.¹¹³

105 Coburn, Russell, Kaufman & Stein, 2012; Van den Berg & Teurlings, 2019.

106 PO-Raad, VO-raad, MBO Raad, Vereniging Hogescholen & VSNU, 2019.

107 Admiraal, Kruiter, Lockhorst, Schenke, Sligte, Smit, Tigelaar, & De Wit, 2016.

108 März, Gaikhorst, Mioch, Weijers & Geijsel, 2017.

109 Ibid.

110 Ibid.

111 Van den Berg & Teurlings, 2019.

112 Gerring, Herps, Mulder & Noordam, 2019.

113 Ibid.





recom men dation 2

Establish connections which foster and sustain co-creation

Successful co-creation requires connections – between people, networks or organisations. These connections bring together supply and demand from providers and schools, respectively, and play a crucial role in the sharing and utilisation of knowledge. To achieve this, they must be well equipped and well positioned.

Connections are a crucial ingredient in establishing successful co-creation. Connections mean people, networks or organisations that are thoroughly familiar with a range of domains and bring that knowledge together. They may be teachers who carry out research or develop teaching methods alongside their teaching duties, or test developers and consultancies which are familiar with the school's environment. They act as the bridges between education practice and educational services and also ensure that knowledge is shared and utilised, both within and between schools.¹¹⁴ The Council recommends investing in strengthening these connections.

Connections are needed to bring together supply and demand (section 4.1), and also play an important role in the implementation and dissemination of knowledge (section 4.2). To enable these people, networks or organisations to function optimally, they must be well equipped (section 4.3). Among other things, this means they must be familiar with the domains to be connected. They must also be given the opportunity to fulfil this connecting function.

4.1. Create connections to bring together supply and demand

Successful co-creation requires people who bring together the needs of schools and the products and services on offer. It is not easy for teachers to gain a clear picture of the educational products and services available, and this applies across the different domains of services. For example, teachers generally have limited access to scientific publications, and even where they do have this access, it is not always immediately clear for all teachers what the significance of the research results could be for their teaching practice. At the same time, it is a challenge for researchers to disseminate the results of their research widely in education practice. The Council sees a role here for people who build connections; they can draw the attention of support organisations to the practical needs of schools and raise awareness of products and services among a wider public. The box below shows examples from England of how connections can be used to bring together research and practice.

Connections between research and practice: examples from England

The Education Media Centre

Teachers and school heads ought to be able to assess the quality of the claims made by publishers, academics and proponents of a particular approach. However, the information in this area is complex and fragmented. To make it possible for teachers to assess what they can use or who they can approach to give them accurate, tried and tested information about what works, the Coalition for Evidence-based Education (CEBE) was founded in England. Its mission is to empower teachers by providing them with evidence. A number of projects have been launched with this in mind, one being the Education Media Centre (EMC). EMC is an independent body which is funded by donations from a variety of organisations. Its aim is to make education research more accessible to a wide public. The organisation is headed by journalists, and a number of professors are also affiliated. EMC organises press releases and briefings, links academics to media contacts, and puts journalists in touch with experts if they are looking for evidence on a particular education topic. Since its foundation in 2013, EMC has been used by virtually every news organisation in England, as well as by a number of international media organisations.¹¹⁵

Research School Network

Simply offering products or sending out reports is not enough for schools to be able to apply the findings in practice; that requires dialogue with schools. In response to this, the Research School Network was set up four years ago, and has since grown to a network of 30 institutions. These Research Schools support other schools in the region with the sustainable implementation of evidence in education practice. The name 'Research School' is somewhat misleading, because they are not schools and do not carry out research. Rather, they focus on translating scientific research results into education practice and supporting the sustainable implementation of those results.¹¹⁶ Connections such as those envisaged by the Education Council could be compared with organisations such as the Research School Network.

114 See also Akkerman & Bakker, 2011; PO-Raad, VO-raad, MBO Raad, Vereniging Hogescholen & VSNU, 2019.

115 Rusinovic & Theisens, 2019.

116 Ibid.

People who connect form the bridge between education practice and educational services. They have knowledge and experience in different domains which they bring together. They may for example be familiar with education practice, but also with research, putting them in a good position to make a connection between scientists and teachers.¹¹⁷ In the various domains of educational services (professional development, pupil care and support, teaching materials and tests, organisational development, advice and research), these people can form the crucial link needed for co-creation. They are able to map the needs of teachers and school heads and articulate them to providers of educational services. They can also translate products and knowledge into education practice. They can facilitate information-sharing and thus initiate the process of co-creation.¹¹⁸ They can also bundle teachers' needs and discuss them with teaching method developers, enabling them to match the supply to the needs of teachers through co-creation (see also chapter three). As regards professional development, they can play a role in areas such as supervising Lesson Study programmes (see box on Lesson Study).

Professional development of teachers is an area of educational services where supply and demand are by no means always adequately matched. In the TALIS (Teaching and Learning International Survey) conducted by the OECD in 2018, primary school and junior secondary school teachers cited among other things the lack of appropriate services as a reason for not participating in professional development activities.¹¹⁹ TALIS data show that joint learning at teachers' own schools is highly effective and also greatly reduces the costs of professional development. This approach also fits in better with teachers' needs, but is still rare in schools.¹²⁰ Compared with their peers in other participating countries, teachers in the Netherlands say that professional development has had little effect. Building on existing knowledge, practical exercises and meeting teachers' needs were the most frequently cited characteristics of effective professional development. These conditions can be met more effectively if teachers work together on professional development activities in their school.¹²¹ It is important for effective professional development that all stakeholders are persuaded of the need for teachers to learn and of the implications this has for the structure and culture of the school.¹²² This must be organised and supervised (see also the box on Lesson Study).

Lesson Study: linking research, professional development and practice

Lesson Study is a form of research in which a team of teachers work towards improving their teaching practice and their own professional development. It is an example of how co-creation can provide added value in teachers' professional development. Lesson Study was originally developed in Japan; it involves a team of teachers designing and studying a lesson (the research lesson) together. The focus is not just on the research lesson itself, but also on learning and teaching in a broader sense. The team is supervised.¹²³ Lesson Study can be applied in all education types and all curricula, and can be organised at the level of a department, school or group of schools.

As teachers carry out research on their own teaching practice, there is a good connection to their practical knowledge. Lesson Study also allows teachers to provide their own input, which acts as a motivational factor. Carrying out research with others enables members to support each other by sharing roles and tasks, looking critically at their own research and teaching and drawing on a range of expertise for the research.¹²⁴ Lesson Study helps build teachers' confidence in their ability as well as the quality of their classroom management and their instructions.¹²⁵

Connections are important not just between schools and service-providers, but also within schools themselves. The panel discussions with school heads and administrators demonstrated this need for strong connections within schools, for example between teaching teams and school heads or boards. The Council believes that people who can connect are needed to bridge the gap between different stakeholders and to bring together supply and demand.

117 Van den Berg & Teurlings, 2019.

118 PO-Raad, VO-raad, MBO Raad, Vereniging Hogescholen & VSNU, 2019.

119 Organisation for Economic Co-operation and Development, 2019b.

120 Ainley & Carstens, 2018.

121 Ibid.

122 Van Veen, Zwart, Meirink, & Verloop, 2010.

123 Lewis, Perry & Murata, 2006; See also: www.lessonstudynl.nl en www.leraar24.nl.

124 Zwart, Smit & Admiraal, 2015.

125 Schipper, Goei, De Vries & Van Veen, 2018.

4.2. Create connections for the development and implementation of products and services

Bringing together people from different backgrounds means they can make use of each other's expertise. This enables knowledge (gained through research) and products (such as teaching materials, tests, training programmes) to be developed in co-creation and implemented more broadly.

In the Council's view, establishing connections not just between schools and service-providers, but also between the different domains of educational services, can strengthen the quality of those services. Professional development programmes and teaching materials could for example be improved by making fruitful use of the results of scientific research. The different educational service domains can then be brought together in order to work towards sustainable educational improvements in co-creation.

Collaborating on applied education research in Education Research Workshops (Werkplaatsen Onderwijsonderzoek)

Several regions in the Netherlands have set up Education Research Workshops (Werkplaatsen Onderwijsonderzoek) to carry out applied education research in co-creation. These workshops (also referred to as academic workshops or knowledge workshops) involve research institutes and schools working together, and in some cases also local authorities or the business community. Scientists, students, policymakers, regulators, teacher trainers and professionals from practice work together in these workshops on research focusing on a variety of topics. The questions stem from practice and are explored and studied from the perspective of the different participants in order to improve the quality and practicability of the research results. Ownership and sustainable collaboration based on equality are key characteristics.¹²⁶

Different projects

Maastricht University and the Dutch Inspectorate of Education are working together with school boards and teachers on research on education quality, with a view to formulating practical recommendations for improvement.¹²⁷ The Amsterdam Education Research Workshop (WOA) is a partnership between three Amsterdam school boards (ASKO, STAIJ and Sirius) and three Amsterdam research institutes (University of Amsterdam, Amsterdam University of Applied Sciences and the Kohnstamm Institute). WOA works on the development of knowledge with practical relevance for urban issues.¹²⁸ The Utrecht Education Research Workshop (WOU) has research teams at 17 Utrecht primary schools in which teachers, trainee teachers and local researchers carry out applied research together. 'Brokers' play an essential role in the research teams, forming the link between teaching practice and scientific research.¹²⁹

Supporting research on effectiveness and success factors

In addition to seeking improvement in specific areas, academic workshops also aim to promote an investigative attitude and evidence-informed approach by teaching teams. Supporting research which was completed at the end of 2019 shows that teachers consider collaboration on an equal footing between researchers and teachers to be important, along with proper oversight of the project by a research supervisor. At present, it is a challenge to disseminate knowledge and insights gained within the school.¹³⁰

There is a great deal of enthusiasm for academic workshops, but funding is currently an issue. Few grants are available for these workshops and when they run out, this generally means the end of the collaboration. In some cases, schools themselves fund the progress of the workshops once the project funding comes to an end. A second impediment is the availability of research institutes; not all regions have enough universities of applied sciences or universities to set up an academic workshop. As not every school can enter into a partnership with a research institute, it is important that schools work together in articulating their needs and sharing knowledge. Knowledge-sharing is also found to be a challenge at all levels. Within the school, the school head can play an effective role here; organising knowledge-sharing between schools is more difficult.¹³¹

126 See also: <https://www.nro.nl/onderzoeksprojecten/werkplaatsen-onderwijsonderzoek/>

127 <http://www.academischewerkplaatsonderwijs.nl/themas/werkplaatsen/de-voorspellende-waarde-van-toets-en-advies/>

128 <http://woa.kohnstammstituut.nl/>

129 <http://onderwijsonderzoekutrecht.nl/>

130 Werkplaats Onderwijsonderzoek Amsterdam, 2019.

131 De Jong, Exalto, De Geus, Kieft, Klein & Lockhorst, 2017.

When new knowledge has been generated through research, or when new products have been created, it is key to share this knowledge or these products with a wider public. Here again people, networks and organisations can play a role in ranking this knowledge and these products. They can also organise the sharing of knowledge between teachers within the school, between teachers, school heads and administrators and between different schools. Networks which work together and share information (e.g. Education Research Workshops) are important in this regard. In Norway, schools and research institutes frequently work together in education research networks based on the New Competence Model. This has led to a changing attitude on the part of stakeholders. The major success factor for these partnerships is that schools have the autonomy to choose products which genuinely help them in developing competences. It is also important that the selected projects deliver added value for the research institutes involved.¹³² Successful co-creation depends on all stakeholders feeling they have a sufficient say. Connections can also be established between the different (regional) networks and between networks and professionals outside a specific network, in order to foster further knowledge-sharing.¹³³

Knowledge brokers as a link between research and practice

The Knowledge Hub (*kennisrotonde*) set up by the Netherlands Initiative for Education Research (NRO) is an example of an initiative in which knowledge brokers are used to establish the link between research and practice. Schools can submit questions to the Knowledge Hub free of charge, after which a knowledge broker will contact them to articulate their question further. The knowledge broker then sets about addressing the question. Researchers analyse scientific literature and consult experts. The submitter of the question receives a written response, and the Knowledge Hub disseminates the responses widely so that others can also be helped.

NRO set up the Knowledge Hub in January 2016. The long-term continuation of this initiative is supported by the sector councils for primary, secondary and senior secondary vocational education (PO-Raad, VO-raad and MBO Raad). In the autumn of 2016 an external evaluation study found that the Knowledge Hub delivered significant added value in the Dutch education and research field.¹³⁴

Wider knowledge-sharing can be achieved by teaching teams working to initiate and sustain professional learning communities. As discussed in chapter 3, however, knowledge can also be shared more broadly by setting up and maintaining online platforms and networks. For example, the MBO Raad facilitates knowledge-sharing between senior secondary vocational education institutions through 'knowledge points', each focused on an individual issue, such as citizenship or lifelong development. The knowledge points offer online information, lists of good examples and guidance, and organise information meetings.

When knowledge has been shared, it is then key that it is actually utilised and implemented sustainably. The Education Council believes that people, networks and organisations which connect can be useful here, too. Change does not happen by itself, but needs to be accompanied by careful process supervision. Implementing innovations inevitably raises new questions, and here again connections form a bridge between different domains to enable these new questions to be addressed.¹³⁵

4.3. Ensure that 'connectors' are well equipped and well positioned

To optimise the way people, networks and organisations are able to act as connectors, they must of course be familiar with the domains they are seeking to connect to each other. This means they need access to information about the quality of the different products and services. They must also be enabled to perform their connecting role. This requires a culture and a structure within schools which support this.

¹³² Rusinovic & Theisens, 2019.

¹³³ See also März, Gaikhorst, Mioch, Weijers & Geijsel, 2017 on the limited ownership of professionals who are not members of a particular network.

¹³⁴ Nationaal Regieorgaan Onderwijsonderzoek, 2018.

¹³⁵ PO-Raad, VO-raad, MBO Raad, Vereniging Hogescholen & VSNU, 2019.

School heads play an important role in positioning and equipping people who act as connectors and in the broader rollout of the investigative attitude and culture within the school (see also section 3.3).¹³⁶ To be able to do this, school heads in turn need to be well equipped. At present, they often find it difficult to make optimum use of the connective potential of, say, academically trained teachers. There is often a lack of policy at board level regarding the deployment of these teachers, and it is often unclear for school heads and administrators what their added value might be and how it could be exploited.¹³⁷

Time is found to be an important factor. Having an impact on education quality takes time, and the path from research to practice is a long one. The amount of time that teachers and school heads have to devote to this is limited, however accessible and relevant the research results may be.¹³⁸ The recently introduced extra scope for development time in secondary education offers good opportunities for working in co-creation, for example in the context of research. Teachers need to spend this development time on improving quality and on educational development.¹³⁹ Teachers (whether or not in the role of a connector) can spend the development time with colleagues and where necessary external parties to develop educational innovations in co-creation. It is of course important that the primary focus remains on the ownership of teachers themselves; it is vital to ensure that the use of 'connectors' does not undermine this ownership.

Regional platforms can also help in strengthening connections. It is known from the long-term care sector that setting up academic networks is a good way of improving the links between research and practice. A number of these networks include 'science practitioners', care professionals who work in a care organisation but who also devote some of their time to carrying out research in collaboration with the university to which the organisation is linked.¹⁴⁰



136 See also März, Gaikhorst, Mioch, Weijers & Geijssel, 2017.

137 Broeks, Bakker, Hertogh, Van Meeuwen-Kok & Gondwe, 2018.

138 Rusinovic & Theisens, 2019.

139 CAO voortgezet onderwijs 2018-2019.

140 Gerring, Herps, Mulder & Noordam, 2019.





DREAMING

WILDFOX

recom men dation 3

The government should facilitate the matching of the demand from schools to the supply from service-providers

The government can strengthen the position of teachers and reinforce the connections between research and practice by facilitating access to education research. Provided they are limited and targeted, grants can also act as a stimulus and help bring lasting quality and innovation to education practice.

The transition from a supply-led to demand-led, market-based approach to educational services means the government has a reduced role as a participant in the co-creation of educational products and services. Despite the frequent absence of a direct role, the Council still sees a task for the government in strengthening the co-creation networks of schools and service-providers.

Decentralisation operations have shifted responsibility for many educational tasks from government to schools. The way the government exerts influence in the public domain has changed over the last 50 years (see section 2.3). Where in the past the government was responsible for all policy implementation via central organisations such as educational advisory centres, implementation of policy is now left in the first instance to schools, which have their own budget to make investments and buy in external expertise if they wish to do so. Policy formulation has also been largely devolved. This decentralised education system is increasingly characterised by ‘lean network governance’, in which the government exerts both direct and indirect influence depending on the situation and circumstances and on the policy theme and (administrative) context.¹⁴¹ The government not only uses existing governance networks for this, but also creates and strengthens them specifically to influence particular policy themes.

Co-creation networks generally arise on a voluntary basis through shared interests of individuals or organisations that together form a network.¹⁴² If the government participates actively in these autonomous networks, the delicate balance between the participants and interests can quickly be disrupted.¹⁴³ However, the government does have a role as a facilitator of co-creation networks; by facilitating them in a targeted way, it can exert the influence needed to achieve its central policy objectives.¹⁴⁴ Facilitating co-creation can also improve the match between supply and demand at system level (see also section 2.3).

By making research accessible for teachers, the government can contribute to dissemination and evaluation within co-creation networks, as well as strengthening the position of teachers (chapter 3) and the links between schools and service-providers (chapter 4). The Council also urges caution in the use of temporary grants, which can disrupt the market and only under particular circumstances contribute to lasting quality and innovation. Grants can however be used as ‘seed funding’ to get initiatives under way in relation to educational services for which – partly because of short-term thinking – there is as yet no supply and for which schools do not (yet) perceive a need. After proven success, these start-up grants could be incorporated in the regular funding programme.

5.1. Make research more accessible

As stated earlier, making research results accessible for teachers is a frequently cited need. It helps strengthen the position of teachers (see chapter 3), but also reinforces the links between practice and research (see chapter 4). The Council accordingly calls on the government to improve access to scientific literature for teachers and also to facilitate the translation of research results into tangible insights that can be used in education practice.

Organise access to scientific literature for teachers

As discussed in the foregoing chapters, teachers have limited access to scientific publications. To strengthen their position, the Council advocates making scientific literature more accessible for teachers.

The Netherlands scores highly in an international perspective for the proportion of scientific publications that are made available via open access.¹⁴⁵ The OECD also refers to a number of promising policy initiatives which promote access to scientific literature, such as the requirement to publish NWO-funded research via open access, as well as the Valorisation programme (2010-2018)¹⁴⁶ and the National Plan Open Science (launched in 2017).

Although the Netherlands is among the 25% highest-scoring OECD countries for placing research documents in the public domain, two-thirds of research material is still not publicly accessible.¹⁴⁷ At international level, more and more policy measures, initiatives and guidelines are emerging focusing on open access for science. Free access to research

141 Hooge, Van der Sluis & Waslander, 2017.

142 Brandsen & Honingh, 2015.

143 Hooge, Van der Sluis & Waslander, 2017.

144 Ibid.

145 Organisation for Economic Co-operation and Development, 2019a.

146 See also <https://www.rvo.nl/onderwerpen/innovatief-ondernemen/valorisatie/valorisatieprogramma>.

147 Organisation for Economic Co-operation and Development, 2019a.

results strengthens the ties between research and practice; open access can also improve the efficiency of education research, preventing unnecessary duplications and making verification of research results simpler.

Disseminate information on policy evaluations and education research

As stated earlier, access to research alone is not enough; it is still too often unclear what significance research results (can) have for education practice. The government can promote the general accessibility of education research by ensuring that research results can be read and understood.

In the first instance, this involves sharing knowledge and insights that emerge from the government's own evaluations of policy and grant funding. Evaluations of the impact of grants are by no means always available, and often too little attention is devoted to the effectiveness and efficiency of investments made (see also section 5.2).¹⁴⁸ The insights from policy evaluations should then be actively shared with education practice (see box below).

Raise the efficiency of investments by sharing information on effective and efficient policy

The Council advises the government to provide better support to help schools make decisions about investments and innovations by making information accessible. This means making more efficient use of data that have already been collected. If research has been carried out on a topic, that information should be made available to those working in education. Where information is not available, further research on effectiveness is the appropriate way forward.

Evaluations of policy and grants should also be actively shared with those in education practice. The interdepartmental review of educational disadvantage policy showed, for example, that schools can gain from being able to choose from a better mix of interventions. Dutch schools focus mainly on reasonably expensive – and fairly ineffective – interventions such as class size reduction and teaching assistants, and less on separate instruction, parental involvement and remedial teaching, all of which are both relatively cheaper and more effective.¹⁴⁹

It is also important to make scientific literature and research results accessible. The Education Research Guide (Wegwijzer Onderwijsonderzoek) published by NRO makes education research accessible to those working in education practice. NRO has also developed a toolkit for teachers to help them find, consult, interpret and implement scientific literature. The NRO Knowledge Hub was referred to earlier as an example of how scientific insights can be made accessible. Another example is the HTNO Dutch language teaching research database (Het Taalonderwijs Nederlands Onderzocht), which is managed by the Union for the Dutch Language (Taalunie). HTNO aims to build a bridge between scientific research and Dutch language teaching and teachers, students and teaching method developers. It contains summaries of research publications on Dutch language teaching.¹⁵⁰ It is important that the accessibility and use of such databases is encouraged and evaluated, and where necessary expanded further.

Lessons can also be drawn from international examples to strengthen and extend existing initiatives. Two examples from England were described in chapter 4: the EMC, which aims to make education research more accessible to a wider public, and the Research School Network, a network of institutions which helps schools to implement education research in practice. Another example from the study commissioned by the Council is the Norwegian Knowledge Centre for Education, an education research centre which is charged with gathering systematic reviews and disseminating the findings among teachers.¹⁵¹

Several examples have also been mentioned in the foregoing chapters of networks and online platforms where information about service-providers and their products and services are gathered together. These platforms often focus on a specific sector or issue. The Council suggests that the government evaluate the scope and use of these platforms. The government could also act as a 'supersizer' in this process by recognising, approving, strengthening and connecting these platforms. This will enable the government to strengthen the autonomous co-creation networks (see section 2.3).¹⁵²

148 Bex, Bloemheuvel & Pij, 2017; Ministerie van Financiën, 2017; Onderwijsraad, 2018.

149 Onderwijsraad, 2018.

150 <http://taalunieversum.org/inhoud/onderzoek>

151 Rusinovic & Theisens, 2019.

152 Hooge, Van der Sluis & Waslander, 2017.

5.2. Use grant funding sparingly

Funding (or subsidising) specific (providers of) educational products and services is a way for the government to promote specific education policy. This can be helpful for services which benefit education quality and innovation in the medium or longer term, in instances where schools themselves do not perceive a need for support or have a sense of urgency.

As the Council indicated in 2018, however, this type of targeted funding is only effective in specific cases and under certain conditions,¹⁵³ and the Council accordingly recommends sparing use of grant funding. It can be at odds with schools' freedom of choice and lead to unfair competition. Grants are also often temporary, making partnerships vulnerable and jeopardising the embedding of knowledge and expertise gained.

Grants are at odds with freedom of choice and disrupt the functioning of the free market

Targeted funding is a powerful tool which the government can use to achieve fairly specific goals or spending patterns. This can readily go against the autonomy and constitutionally guaranteed freedom of education of special schools.¹⁵⁴ Given its system responsibility for education, the government may set standards and require accountability. Article 23 of the Dutch Constitution, however, prescribes that quality standards and funding conditions are set by law. A legal basis guarantees equality before the law, legal certainty, stability and proper weighing of interests – precisely the guarantees which are jeopardised by targeted funding. Supplementary targeted funding often involves alternative methods of influence based on agreements and declarations of intent. This begs the question of whether the government is permitted to set targets over and above the legal (quality) standards and whether it is permitted to attach financial consequences to failure to achieve those targets.

By funding or subsidising specific services or specific providers, the government is also failing to fulfil its role in managing the market to ensure a fair and level playing field. In reality, therefore, the government is creating unfair competition in the market. Grants make certain services cheaper and therefore more attractive to schools, and also indirectly limit the freedom of schools to configure their education as they see fit.

Another problem is the fragmentation of government funding (see also Appendix 1). Central government funds schools via lump-sum funding, performance funding and partially – and on application – using grants. (Some) central and local authorities also fund specific educational products or services. Although the extra funds provided through grants and from local and regional authorities make it possible to do something 'extra' and organise additional support to address specific issues, this fragmentation does little to improve the transparency of spending on educational services. Differences in the supplementary funding provided by provincial and local authorities can also lead to unequal opportunities for schools.¹⁵⁵

Targeted funding makes it more difficult for schools to pursue longer-term, innovative policy

Targeted funding makes it more difficult for schools to pursue their own integrated education policy and to set a course for the long term. It fosters an external orientation; the direct link between funding and substantive targets means that the recipient school has to satisfy the government's requirements. That is of course precisely the point of targeted funding, but if it is used too often and for too many targets, the school loses sight of its own vision and policy course and devotes a high proportion of its capacity to dealing with external policy influences. It is important for education quality that schools work from the basis of their own, integrated vision, for example geared to the local context and local stakeholders.¹⁵⁶ Used judiciously, targeted funding can help refine the school's vision and raise the level of ambition; by contrast, overuse can distract from the school's mission and identity.¹⁵⁷

¹⁵³ Onderwijsraad, 2018.

¹⁵⁴ Ibid.

¹⁵⁵ Examples of national support projects are School aan Zet and Stichting LeerKRACHT. An example of a support project sponsored by a local authority is Kwaliteitsaanpak basisonderwijs Amsterdam. The Educatieve Agenda Limburg is also worth a closer look: sustainable collaboration between higher education institutes, schools, the provincial authority and the business community in Limburg.

¹⁵⁶ See e.g. World Bank, 2012.

¹⁵⁷ Commissie Toekomstbestendig Hoger Onderwijs Stelsel, 2010.

Grants are also often limited in size and short-term. When they cease, the support they have funded can also disappear. This makes partnerships vulnerable and jeopardises the embedding of knowledge and expertise gained. That does little to promote lasting quality and innovation in education practice.

Use targeted funding very sparingly and judiciously

The Council recommends sparing use of targeted funding, limiting it to situations where specific impulses are needed to promote innovation and renewal. This type of funding also only works if there is clarity in advance about the goals to be achieved and accountability for the investment and results.¹⁵⁸

After a successful project, convert grants into long-term funding

For targeted funding to be effective, it should be focused on kickstarting new policy or raising the ambition level of existing policy.¹⁵⁹ The Council believes that this type of funding is suitable for providing an incentive in certain cases.

Initially, provided it is used properly, targeted funding has a strong behavioural impact. As a new measure, it receives full attention from administrators, and schools set about employing it. Thereafter, schools learn to play the system and attention shifts back to other matters. Moreover, at a certain point goals have been achieved; the envisaged improvement has been realised and become part of the day-to-day school practice and operations. Targeted funding is then no longer an incentive. The uncertain character of targeted funding also means it is less suitable for supporting existing policy. By its nature, targeted funding is sensitive to changing political and other priorities of government officials and political representatives. This makes it insufficiently stable and beset by too many drawbacks for achieving the constitutionally prescribed standard of legal regulation and basic funding.

Targeted funding is by contrast suitable for stimulating specific actions, provided it is linked to clear evaluation and accountability.¹⁶⁰ Schools can use the extra resources from targeted funding to try out innovative strategies with a view to raising the educational intensity. These strategies must then be evaluated to determine whether the intensity has indeed been raised and what effect this has on education quality and pressure of work. It is crucial in this phase that the government carries out a good evaluation of the policy and disseminates the outcomes of that evaluation (see also section 5.1).

Once it is clear which strategies are effective, efforts can turn to developing standards that apply across the sector. Ultimately, these new standards can be incorporated in the legal requirements and the targeted funding can be absorbed into the regular school funding. Once innovative strategies have been proven, the education budget and relevant parameters governing the lump-sum funding can be adapted accordingly.

¹⁵⁸ Onderwijsraad, 2018.

¹⁵⁹ Ibid.

¹⁶⁰ Ibid.

Experts consulted

Discussions

Mevrouw A. Baartmans	Stichting Education Warehouse
Mevrouw Y. van den Berg	CPS
Mevrouw D. de Boer De heer K. de Boer	Landelijke Werkgroep Kennisinstructuur
De heer R. van den Bogaard	Onderwijsgroep Amersfoort
De heer M. Çifçi	Schoolinfo
Mevrouw S. van Cuijlenborg	NRO, Landelijke Werkgroep Kennisinstructuur
De heer S. Dankelman	MBO Raad
De heer H. Dekkers	PO-Raad, Onderzoeksbende
De heer F. Dingelstad	CINOP
De heer J. van Grunsven	Ministerie van OCW
De heer T. Hogervorst	Schoolinfo
Mevrouw M. Honingh	VO-raad, Onderzoeksbende
Mevrouw M. Hoogenkamp	Radboud Universiteit
Mevrouw T. van den Idsert	CED-Groep
De heer J. Kaldewaj	Schoolinfo
De heer J. Kok	NRO
De heer H. Kuppens	Auteur <i>Nog eens 220 jaar onderwijsbegeleiding</i>
De heer P. Leenheer	MBO Raad
Mevrouw M. Lourens	De Nieuwe Meso
Mevrouw L. Meijer	Ministerie van OCW
De heer T. Magito	Schoolinfo
Mevrouw A. Mulder	Voormalig bestuurder CED-GROEP
De heer H. Ploeg	De Argumentenfabriek
Mevrouw M. Ruitenbergh	Klaarr
De heer W. Schenke	Driestar educatief
Mevrouw L. Schouten	Kohnstamm Instituut
De heer N. Soomer	VO-academie
De heer F. Studulski	MBO Raad
De heer S. de Valk	Sardes
De heer J. Versfelt	GEU
De heer P. de Visser	Stichting leerKRACHT
Mevrouw B. de Vries	Stad & Esch
Mevrouw M. de Vries	Vrije Universiteit
De heer I. Waterreus	EDventure
Mevrouw A. Westerhuis	Ministerie van OCW
Mevrouw I. de Wolf	Ecbo
	Inspectie van het Onderwijs, Academische Werkplaats
	Onderwijs
Mevrouw K. Wolfert	SchoolAdviesDienst Wassenaar
De heer R. Zoutendijk	Driestar educatief
Mevrouw R. Zwart	NRO

Participants in panel discussions with school heads/administrators and other stakeholders

Primary education

Mevrouw S. Boerkamp	Park16Hoven
Mevrouw A. de Droog	OBS De Brink
Mevrouw J. Nieuwhuis	IKC Het bAken
De heer H. Ploeg	Klaarr Educatie
Mevrouw E. Seijmonsbergen	Otterkolken
Mevrouw S. Veltmaat	DeBasisFluvius

Secondary education

De heer J. Borsboom	Berger Scholengemeenschap
De heer L. van Drongelen	Pax Christi College
Mevrouw M. Kral	Hogeschool van Arnhem en Nijmegen
De heer B. Middel	Jan Arentsz
De heer A. Poulisse	2College
Mevrouw C. Sebregts	Scholengroep Het Plein
De heer C. Wielaard	Lentiz onderwijsgroep

Senior secondary vocational education

De heer R. Barkhuijsen	Rijn IJssel Vakschool Wageningen
De heer A. Brouwer	Friesland College
Mevrouw P. Koole	ROC Midden Nederland/Kennisnet
De heer M. Labij	ROC Midden Nederland
Mevrouw A. Smith	ROC Nova College
De heer F. Sonsma	ROC Friese Poort
Mevrouw M. van Tilburg	ROC Aventus
De heer M. van Wetering	Kennisnet

Participation in meetings

- Mini-conferentie GEU over project Curriculum.nu (20 december 2018)
- Conferentie VO-raad, thema curriculumontwikkeling in scholen (28 maart 2019)
- Presentatie Ontwikkelagenda versterkte kennisinfrastructuur voor het onderwijs (1 april 2019)
- Conferentie De staat van het onderwijs (10 april 2019)
- Symposium Kwaliteit van sturing (24 mei 2019)
- Conferentie Onderwijs Research Dagen (26-29 juni 2019). Inclusief een interactief symposium dat georganiseerd is door de Onderwijsraad rondom de vraag hoe scholen toegerust kunnen worden om onderzoek te benutten. Dit symposium werd bezocht door onder andere onderzoekers, schoolleiders, dienstverleners en betrokkenen uit NRO, Inspectie van het Onderwijs en het ministerie van OCW.

Appendix 1. Difficulty pinpointing expenditure on educational services

To assess the size of the educational services market, we look at the central government annual report for 2018 (Rijksjaarverslag 2018)¹⁶¹ and at the annual accounts produced by schools for the same year.¹⁶² It is difficult to identify precisely how much the government and schools spend on educational services; neither the expenditure by the Ministry of Education, Culture and Science nor the cost items in schools' annual accounts allow a one-to-one mapping of what amounts have been spent on which educational services or the underlying domains.

We look here at educational services in a broad sense, and in four different domains: professional development; pupil care and support; teaching materials and tests; and organisational development, advice and research. Appendix 2 summarises the various educational products and services and their use by schools. A few specific line items can be (partially) attributed to expenditure on educational services. The next two sections provide a brief description of those line items and the amounts involved, for both funding from the Ministry and spending by schools. The total amount depends heavily on which items are included, but the amounts involved in any event total several hundred million euros each year.

The Ministry sets aside many millions of euros to fund all manner of educational services. However, this funding is divided up into several pots which are paid out to different parties. This fragmentation of funding, which in the case of grants often takes the form of relatively small and temporary supplementary payments to schools, makes it difficult for schools to pursue a long-term policy. This in turn puts pressure on the contribution that educational services can make to lasting quality and innovation in education practice (see also chapter 2). It is also difficult to deduce from schools' annual accounts how much they spend on educational services. This in turn makes it difficult for the government, as part of its accountability for the spending of public resources, to gain an insight at sector or system level into the efficiency of education spending.

Fragmented funding by the Ministry of Education, Culture and Science

The Ministry of Education, Culture and Science funds educational products and services partly directly, via grants¹⁶³ and funding of *independent public bodies* (Tests and Examinations Board (CvTE)), Foundation for Cooperation on Vocational Education, Training and Labour Market (SBB)), *legal entities with a statutory task* (National Institute for Educational Measurement (Cito), Netherlands Foundation for Curriculum Development (SLO)) and *agencies* (e.g. Education Executive Agency (DUO)) which develop educational services for schools.¹⁶⁴ This funding goes to teachers, schools and companies as well as to support services and institutes, and can therefore be (partially) regarded as direct funding of educational services by the government.

The Ministry additionally funds educational services indirectly through its funding for schools. The core funding is paid out as a lump sum, which school boards are free to spend as they see fit. There are no ring-fenced amounts or reserved percentages that must be spent on educational services. Schools decide for themselves what proportion of this core funding they spend on educational products and services, for example through the schoolbook scheme and the purchase of teaching materials. For primary and secondary schools, the funding for mild and intensive pupil support also falls within the core funding, which in turn falls within the category 'pupil care and support'.

In addition to the core funding, schools also receive discretionary funding, which is also intended (partly) for educational services. Primary and secondary schools receive a contribution which they can use for language and mathematics, science and technology, cultural education (primary schools), talent development, and professional development of teachers and school heads.¹⁶⁵ Senior secondary vocational schools receive a contribution

161 Chapter VIII Onderwijs, Cultuur en Wetenschap of the annual report 2018.

162 The list of costs produced for the financial year 2018 by school boards in the primary, secondary and senior secondary vocational sectors (file "14. Costs 2014-2018"). These figures are made available by the Education Executive Agency DUO on the website https://duo.nl/open_onderwijsdata/publicaties/financien/ available via DUO Financiën.

163 In the context of the Education (Other Subsidies) Act (Wet overige OCW Subsidies, WOOS) and the Educational Support Services (National Subsidies) Act (Wet SLOA)).

164 Rijksjaarverslag 2018.

165 <https://www.rijksoverheid.nl/onderwerpen/financiering-onderwijs/overheidsfinanciering-onderwijs>.

towards individual quality agreements relating to professional development of teachers and school heads, study success rates, quality of the vocational training and efforts to combat school dropout. There are no fixed agreements covering the distribution of these funds across the different areas, but given their purpose, this supplementary funding can be largely included under spending on educational services.

As well as the core funding and discretionary funding, schools also receive funding for specific purposes. This additional funding could also be largely regarded as spending on educational services. For primary education, the funding covers the costs of bilingual education, funding for professional development of teaching teams, funding towards replacement costs of school heads who are following training, costs for the teacher development fund, and costs for the gifted pupils scheme. For secondary education, the funding goes towards literacy programmes, reception of newcomers, job diversity programmes, internationally oriented secondary education, and performance-based funding for dropout prevention activities.¹⁶⁶ Supplementary funding for senior secondary vocational education includes the regional investment fund, the mixed salaries programme, the regional programme to combat dropout, and the contribution towards school costs.

The following table shows the amounts of these expenditure items – with the exception of the core funding and supplementary funding – for the last five years (in millions of euros). If we add together the expenditure on grants, performance/quality agreements, independent bodies, legal entities with a statutory task and labour market policy, we arrive at a figure of almost 1.8 billion euros for 2018.

Table 1. Indicative expenditure of the Ministry of Education, Culture and Science on educational services (millions of euros)

	2014	2015	2016	2017	2018
PO: performance+grants+(independent) agencies	302	284	154	363	462
VO: performance+grants+(independent) agencies	305	334	347	405	466
MBO: quality agreements+grants+(independent) agencies	290	485	587	678	722
Article 9: labour market and HR policy	339	210	209	162	140
Total Ministry spending related to educational services	1,236	1,312	1,297	1,608	1,790

PO = primary education, VO = secondary education, MBO = senior secondary vocational education

Source: Ministry of Education, Culture and Science annual report 2018

The Ministry also makes a specific contribution to professional development by funding training colleges (27 million euros in 2018) and grants for teachers, including lateral-entry teachers (a total of 103 million euros in 2018).¹⁶⁷ The Ministry also funds education research funding to the Netherlands Initiative for Education Research (NRO) (29 million euros in 2018).¹⁶⁸

The estimate of the amount of government expenditure on educational services is highly sensitive to whether or not specific funding items are included. On the one hand, schools spend part of the core funding and supplementary funding on educational services; these are not included in the above calculation. On the other hand, it is unclear whether the discretionary funding and funding for quality agreements should be included in full. This funding amounts to 1 billion euros, more than half the above total of 1.8 billion euros for 2018. It may also be that not all grants should be assigned to educational services. The biggest grants are those paid to companies which offer practical placements or traineeships (202 million euros) and the budget for teacher training and lateral-entry teachers (103 million euros). This funding does contribute directly to education, but is paid to companies and teachers, not to schools.

¹⁶⁶ With the exception of the discretionary funding for secondary schools' efforts to combat dropout, these supplementary funding items for secondary schools fall under the core funding from 2019 onwards.

¹⁶⁷ The central government annual report categorises this professional development funding under Article 9 Labour market and HR policy.

¹⁶⁸ Included as supplementary funding under Article 16 Research and science policy.

School spending on services difficult to pinpoint

Schools' annual accounting data are collected each year by the Education Executive Agency (DUO) and brought together in a summary for each sector, with information on the income and expenditure of all schools over the last five years.¹⁶⁹ The item 'Other expenditure' – accounting for 10% of total school expenditure¹⁷⁰ – is (partly) related to educational services, but the item 'Other other expenses' is large (roughly a third of Other expenditure) and cannot be broken down in more detail.

Schools may for example use a central provision from school boards for educational services (a supra-school agency providing educational support and funded from the lump-sum funding) or from training provided by trade unions/sector councils. Some school boards also set up a separate foundation to perform administrative tasks or provide educational services. All this is paid for from the lump-sum funding. Boards can spend this lump-sum funding as they see fit; there are no specific amounts of percentages earmarked for educational services.

The competent bodies (school boards) do however have to submit their annual accounts in a standardised format (XBRL) to DUO. The main expenditure items in schools' annual accounts are staff, depreciation, accommodation and other.¹⁷¹ The table below shows the totals per education sector for 2018 (in millions of euros) of expenditure falling under Other: administration/management costs¹⁷²; inventory/equipment¹⁷³; teaching and ancillary materials¹⁷⁴; addition to other provisions¹⁷⁵; and other other expenses.¹⁷⁶

Table 2. Indicative expenditure of schools on educational services in 2018 (millions of euros)

2018	total expenses	other expenses	administration / management	inventory / equipment	teaching and ancillary materials	addition to other provisions	other other expenses
PO	11,591	972	284	136	249	6	296
VO	10,090	1,019	222	160	287	9	341
MBO	5,123	656	228	97	156	5	171
Total	26,804	2,647	734	393	692	20	809

PO = primary education, VO = secondary education, MBO = senior secondary vocational education

These amounts give a rough indication the expenditure on specific educational products and services. As with government expenditure, however, this estimate is heavily dependent on which items are and are not included. For example, other items in the annual accounts can be ascribed partially to educational services, while staff training costs fall under Other staff costs but cannot as such be separated from costs for things such as temporary agency staff, workwear and the staff canteen, which also fall under Other staff costs. Teaching and ancillary materials are also partly included under fixed assets.

169 https://duo.nl/open_onderwijsdata/publicaties/financien/. The Ministry launched an online dashboard in 2018, where this information can be viewed more easily: www.onderwijsincijfers.nl/themas/dashboard-baten-en-lasten-besturen.

170 Total expenditure (primary, secondary, senior secondary vocational) is 26.8 billion; 'Other expenses' amount to 2.65 billion (see Table 2).

171 The Ministry launched an online dashboard in 2018, where this information can be viewed more easily: www.onderwijsincijfers.nl/themas/dashboard-baten-en-lasten-besturen

172 The expenditure that cannot be attributed directly to the service provided by the legal entity and which is general in nature in the context of the administration of the organisation. Expenditure on administering and managing the operations in a broad sense. This item also includes accountancy fees and the costs of the Supervisory Board.

173 Non-capitalised expenses for inventory and equipment. This is also designated as 'minor purchases'.

174 Costs of teaching and ancillary materials for use in teaching, in so far as these are not included under fixed assets.

175 Addition to other provisions. Release from other provisions must be disclosed under 'Other income'.

176 All other expenditure other than administration and management expenses, inventory and equipment, teaching and ancillary materials or additions to other provisions.

Appendix 2. Examples of educational products and services in four domains

This appendix presents examples of products and services purchased by primary, secondary and senior secondary vocational schools in each of the four domains discussed here. It also indicates the extent to which schools purchase the various products and services. The data presented are drawn from a study of educational services purchased by schools. The study comprised a qualitative phase involving in-depth interviews, and a quantitative phase in which core findings were tested by an (online) survey of a representative sample of schools.¹⁷⁷ The complete study report may be found on the Education Council website.

Professional development

Almost all schools use external providers for staff professional development. 95% of primary schools, 89% of secondary schools and 85% of senior secondary vocational schools use external educational services and products for this purpose.

Most schools say they purchase products and services for individual professional development of teachers and for collective professional development at team and section level (table 3). A majority also say they purchase products and services for individual professional development of the school management. Teachers also often organise individual professional development activities themselves in consultation with the team leader or management. They may for example indicate what kind of professional development activities are needed and make proposals for specific training programmes or courses. Professional development initiatives are also taken at team and section level. One of the areas highlighted by both teachers and school heads in this regard is the degree to which individual professional development is consistently linked to school development, or that there is scope for individual teachers to make their own choices.

Table 3. Products and services purchased in the domain of professional development (percentages)

	po	vo	mbo
Individual professional development of teachers	87	93	86
Collective professional development at team/section level	85	81	89
Individual professional development (management)	70	71	64
Collective professional development at school/campus level	37	56	50
Individual professional development of teaching support staff	33	72	54
Individual professional development of team leaders	24	78	79

PO = primary education, VO = secondary education, MBO = senior secondary vocational education

Pupil care and support

61% of primary schools, 45% of secondary schools and 58% of senior secondary vocational schools purchase products and services in the field of pupil care and support. A high proportion of the pupil care and support in primary and secondary schools is organised and facilitated by dedicated partnerships; as these are as it were 'part of the school' itself, the products and services listed here are those purchased outside these partnerships.

Most schools purchase services to support pupils with behavioural or learning difficulties and to support teachers in dealing with those difficulties (table 4). Three-quarters of primary schools purchase diagnostic services; this figure is less than half for secondary schools and just over half in senior secondary vocational education.

Table 4. Products and services purchased in the field of pupil care and support (percentages)

	po	vo	mbo
Diagnostics	77	41	58
Support for pupils with learning difficulties (e.g. dyslexia)	71	35	58
Support for pupils with behavioural problems	56	53	84
Support for teachers dealing with behavioural/learning difficulties	55	67	74
Aids or adaptations for pupils	39	29	42
All external pupil care and support purchased via the school partnership	11	9	-

PO = primary education, VO = secondary education, MBO = senior secondary vocational education

Teaching materials, methods, tests and examinations

In the field of teaching materials, methods, tests and examinations, 74% of primary schools, 79% of secondary schools and 91% of senior secondary vocational schools buy products and services.

The type of services purchased in this domain depends on the sector (table 5). Most primary schools purchase services relating to advice or support in the procurement of digital and other teaching materials, while many of the products and services purchased by secondary and senior secondary vocational schools relate to examinations. Most secondary schools purchase pupil monitoring systems and/or (diagnostic) mid-term tests (81%) and school examinations or other forms of examination (45%). Training to help them develop examinations or tests themselves are also purchased by a quarter of secondary schools and 32% of senior secondary vocational schools. Almost all schools in the latter category (93%) purchase examination tools and services.

Table 5. Products and services purchased in the field of teaching materials, methods, tests, examinations (percentages)

	po	vo	mbo
Advice or support in purchasing (digital) teaching materials	75	38	21
Digital learning environments or platforms	43	62	64
(Digital) teaching materials for teachers	36	52	36
Training or advice on developing (digital) teaching materials	23	38	21
Training for in-house development of examinations or tests	2	25	32
Homework supervision, examination coaching and/or extra lessons	3	48	0
School or other types of examination (secondary school)	-	45	-
Examination services and tools (MBO)	-	-	93
(Lesson) material or (digital) resources for students (MBO)	-	-	86

PO = primary education, VO = secondary education, MBO = senior secondary vocational education

Organisational development, advice and research

In the field of organisational development, advice and research, 49% of primary schools, 56% of secondary schools and 58% of senior secondary vocational schools purchase products and services.

More than three-quarters of primary and secondary schools which purchase services in this domain procure educational advice and support; roughly half of senior secondary vocational schools do this. A large majority of secondary and senior secondary vocational schools also purchase policy or organisational advice, more than primary schools do. Buying in temporary teachers or managers, project coordination and recruitment and selection services is also a good deal more common in the secondary and senior secondary vocational sectors than in primary education (table 6).

Table 6. Products and services purchased in the field of organisational development, advice and research (percentages)

	po	vo	mbo
Educational advice and support	80	74	47
Policy or organisational advice	54	71	71
Temporary teaching of managerial staff	16	57	71
Research and development	14	25	12
Staff recruitment and selection	13	38	41
Project coordination	8	26	41

PO = primary education, VO = secondary education, MBO = senior secondary vocational education

Abbreviations

CEBE	Coalition for Evidence-based Education
CvTE	College voor Toetsen en Examens
ecbo	Expertisecentrum Beroepsonderwijs
EMC	Education Media Center
HTNO	Het Taalonderwijs Nederlands Onderzocht
ict	informatie- en communicatietechnologie
mbo	middelbaar beroepsonderwijs
NRO	Nationaal Regieorgaan Onderwijsonderzoek
NWO	Nederlandse Organisatie voor Wetenschappelijk Onderzoek
OCW	Onderwijs, Cultuur en Wetenschap
OESO	Organisatie voor Economische Samenwerking en Ontwikkeling
po	primair onderwijs
RDD	Research Development Diffusion
SAD	SchoolAdviesDienst
SLO	Stichting Leerplanontwikkeling
TALIS	Teaching and Learning International Survey
TLN	The Learning Network
vo	voortgezet onderwijs
Wet SLOA	Wet subsidiëring landelijke onderwijsondersteunende activiteiten
WOA	Werkplaats Onderwijsonderzoek Amsterdam
WOOS	Wet overige OCW subsidies
WOU	Werkplaats Onderwijsonderzoek Utrecht
WOV	Wet op de onderwijsverzorging
WRR	Wetenschappelijke Raad voor het Regeringsbeleid
zzp	zelfstandige zonder personeel

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Julian Ross

Address

Onderwijsraad
Prins Willem Alexanderhof 20
2595 BE Den Haag
email: secretariaat@onderwijsraad.nl
phone: (070) 310 00 00

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thonik

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Edwin Walvisch

Visual

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Prins Willem Alexanderhof 20
2595 BE Den Haag

www.onderwijsraad.nl
secretariaat@onderwijsraad.nl
tel: +31 70 310 00 00