Vocational Education in the Netherlands

Developments in Initial and Continuing Vocational Education

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PREFACE

Article 10.3 of the European Council’s ruling on the implementation of the Leonardo da Vinci Action programme for vocational education obligates each of the Member States of the European Union to draw up a report on the programme’s implementation and on the vocational training systems and facilities already existing in their respective countries. This has to be done at specified points in time.

The National Leonardo da Vinci Report, based on Article 10.3, consists of two separately published parts:

- Part 1, this part, Dutch Vocational Education, Developments in Initial and Continuing Vocational Training, provides an overview of the Dutch vocational education system. In order to enable a comparison between all the national vocational education systems in Europe, the Dutch system has been described in terms of initial and continuing vocational training (IVT and CVT). Because this distinction does not exist in the Dutch system itself, this National Report may come across as being somewhat unnatural to the Dutch reader. But for readers from EU countries where an IVT/CVT distinction such as this is employed, it will provide a sound, ‘up-to-date’ account of the Dutch vocational education system. Because the national reports of each of the Member States are based on this distinction, a comparison of the European vocational education systems has become possible. This part of the report, can be of interest for anybody who want to be kept informed of the last developments in the Dutch system of vocational training.

- Part 2, The Implementation and Impact of the Leonardo da Vinci Programme in the Netherlands, by Jos Tilkin, describes the experiences of one year of Leonardo da Vinci. Thereafter, the manner in which Leonardo da Vinci has been implemented in the Netherlands is described followed by a number of expectations regarding the programme’s impact. This part is of primary interest to the European Commission and those involved in formulating policy with respect to the Leonardo da Vinci programme. We have decided to publish this part separately.

We like to express our gratitude to Mrs drs. L. d’Artillac Brill, (ministry of OC&W), vice president of the Dutch Leonardo Committee, Mr M. Hupkes,

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1 Article 10.3: each of the Member States will submit a report on the implementation process and effects of the programme, and on the existing vocational education systems and facilities in their respective countries. This must be done no later than on 31 December 1996 and 31 Dec. 1999.
(ministry of OC&W), Mr P. van Dun, (ministry of SZW), Mrs M. Min (FNV) and Mr L. Römkens, (CINOP) for their constructive comments and ideas. Of course, we stay responsible for the content of this publication. Supplementary remarks on this report are always welcome. We look forward to receive these comments.

Anneke Westerhuis and Luusi Hendriks
's Hertogenbosch, December 1996
PROLOGUE

This report on Dutch vocational education is written in the context of the European Leonardo da Vinci programme. A request was made to make a distinction between two sub-categories in the vocational education system: Initial Vocational Training (IVT), and Continuing Vocational Training (CVT). The Dutch vocational training system can only be roughly interpreted by using the IVT and CVT concepts. IVT and CVT are not conventional concepts in the Netherlands, and Dutch policy is not set up in such a way as to create two separate (IVT and CVT) systems. Dutch educational policy is based on the belief that all residents of the Netherlands, of both native and foreign origin (recent immigrants), have a right to obtain a qualification that provides a solid starting point for entrance into the labour market. The government makes funds available for this purpose. In the Netherlands it is therefore, more useful to divide vocational training target groups into three categories: new candidates (e.g. school-leavers), the employed and those seeking employment. Specific financial and administrative responsibilities apply for the training of each of these three groups.

Taking into account all of the above, we use the following working definitions of IVT and CVT: Initial vocational training (IVT) contains all programmes for vocational qualifications which are, in particular, available to young people (under compulsory education). IVT thereby includes:

- all vocational training program's, particularly those attended by young people;
- and which offer a vocational qualification recognised and financed by the government.

Continuing vocational training (CVT) includes all part-time and full-time qualifying educational activities which are available to people who have left initial vocational training or initial degree programmes with or without a diploma and

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2 The term 'recent immigrants' refers to people of foreign origin who establish themselves in the Netherlands and who have a right to care and schooling (official refugees, people who may become residents on the grounds of family reunion).

3 In practice, this often means that the government makes funds available for initial vocational training and training for people with insufficient education and a subsequent vulnerable position on the labour market.

4 There is no maximum age limit to vocational training funded by the government in the Netherlands. The school is paid according to the total number of students enrolled regardless of their age. However, because student grants only apply to students under 27 years of age, participants generally fit into this category.

Vocational Education in the Netherlands
who are not subject to compulsory education, and who wish to improve their position on the labour market by means of these qualification routes. Therefore, CVT includes all labour-market directed learning activities that are done, either immediately or several years after completion of the first educational route (IVT), or initial degree programme route (Van der Meer; Crince le Roy, 1996, p. 1). In measuring the scope of Dutch continuing vocational training, we have thus included all training and educational activities of people who:

• are employed or seeking employment;
• or are enrolled in supplementary vocational training;
• in which the costs are covered by the government and/or business sector and/or the employer and/or (partially) by the participant;
• and which may or may not lead to a qualification recognised by the Ministry of OC&W or the Ministry of LNV.

Once again, these are working definitions. This report will show that there are absolutely no criteria in practice, which provide an adequate distinction between IVT and CVT. Neither the age of the participants, the funding nor the recognition of the qualifications enables a clear distinction to be made.
1. VOCATIONAL EDUCATION: THE DUTCH SYSTEM AND POLICY

THE DUTCH EDUCATIONAL SYSTEM

Initial vocational training

Initial vocational training (IVT) is part of initial degree education. It is intended as a final phase of initial education and prepares young people to enter the labour market as beginning trade practitioners. Depending on the type of diploma earned or the level achieved in the preceding phase, a student may continue to senior secondary education (MBO), higher vocational education (HBO), or to university education (WO). The intent is that all students will leave the initial system with a vocational qualification recognised by the government. This is presented in Diagram 1. The lines in the diagram represent the routes through the system as intended by the law. In practice, other educational routes are also being taken. These are denoted by dotted lines. The diagram also shows that in fact secondary and higher vocational education are considered IVT:

Diagram 1: Initial vocational training as a part of initial education

5 Education is completely compulsory for children up to 16 years of age. Thereafter, education is partially compulsory (two days a week) until the academic year in which he or she becomes 18. The government continues to make funds available for education until the student becomes 27. A condition for this is that the training is done at an institution recognised by the government.
The initial educational system contains five main categories, which are presented in Diagram 1. A short explanation is given for each category. Adult education is extraneous to IVT.

1. Primary education (Basisonderwijs);
2. Special education (Speciaal onderwijs);
3. Secondary education, subdivided into VWO, HAVO, MAVO and VBO;
4. Senior secondary vocational education (MBO);
5. Higher education, subdivided into higher vocational education (HBO); and university education (WO).

**Primary education**

Primary education, given at elementary schools, lasts 8 years and is meant for pupils between 4 and 12 years of age. The educational process is set up to allow pupils to progress through an uninterrupted development process. Special programmes strive to make primary education accessible to all children in this age group. Like this, special education in particular, which has been continually growing up to this point, should be held in check.

**Special education**

Special education is intended for pupils with learning disabilities and upbringing problems who require extra support in their education as a result of a mental, sensory or physical handicap. The age of admission into special education varies between 3 and 6. Continuing special education (VSO) is meant for students aged 12 to 20 years. About half of the VSO students move on to another type of secondary education (e.g. continuing vocational training, VBO) or to a type of senior secondary vocational education.

**Secondary education**

Secondary education is comprised of four educational categories. In the Netherlands, this is divided into a first phase and a second phase which run straight through the educational categories, as presented in Diagram 1. This two-phase distinction stems from a recent substantive educational innovation in the Netherlands. Since 1993, a fifteen-subject collective educational programme has been offered during the first three years of secondary education. This programme takes up 80% of the instruction time and is devoted to teaching 'the basics'. Instead of organizational integration of training into a single type of education, this substantive integration was preferred which left the original types of education intact:

- Preparatory vocational education (VBO). This lasts four years and offers general and vocationally oriented and vocationally preparatory courses. It aims to equip students with a primary practical orientation for a vocational education. Students in preparatory vocational training are expected to earn a
recognised vocational qualification in senior secondary vocational education (see Diagram 1).

- Junior general secondary education (MAVO) also lasts four years and is primarily intended as a preparation for senior secondary vocational education (MBO). However, some students advance to senior general secondary education (HAVO) or pre-university education (VWO). In 1994, for instance, 17% of the students went from MAVO to HAVO or VWO.

- The first three years of HAVO are also counted towards the first phase of secondary education because the basics are also the core of this curriculum. HAVO lasts five years, the last two of these counts towards the second phase of continuing education. HAVO is primarily a preparation for higher vocational education (HBO), but in practice, graduating HAVO students also go on to MBO and VWO. In 1994, approximately 25% of HAVO graduates continued on to MBO, and 18% to VWO. It is also worth noting that 23% of the male students choose VWO, in contrast to only 12% of the female students.

- Pre-university education (VWO) lasts six years, the first four of that are counted toward the first phase of secondary education. Although originally intended as a preparation for university, in practice many VWO students also choose for higher vocational education that is more attuned to the labour market. In 1994, about 30% of VWO graduates went on to HBO.

In the Netherlands, the forms of schooling that comprise secondary education (VBO, MAVO, HAVO and VWO) are organisationally merged into large combined schools called ‘colleges’ or ‘combined schools’ (scholen-gemeenschappen).

Senior secondary vocational education

Senior secondary vocational education (MBO) has a structure that corresponds to the various business sectors. Training programmes for several business sec-

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6 From the perspective of the Ministry OC&W, VBO belongs to secondary education. It occupies a place in the combined schools for secondary education, together with MAVO, HAVO and VWO. However, the Ministry of LNV has made a different decision concerning agricultural VBO: this, together with the senior secondary agricultural vocational training, is organisationally subsumed under the Agricultural Training Centres. In both cases, the VBO is not intended as a terminal education. Participants are required to continue to a type of senior secondary (agricultural) vocational training. For these reasons, we do not count VBO among the different kinds of initial vocational training.

7 The classification presented in this report of the Dutch senior secondary vocational education (MBO) was introduced in August 1997. This new classification replaces one in which the schools were divided into three types: short daytime education (2 years), and long daytime education (4 years), called short and long MBO respectively, and dual training concerning apprenticeships at three levels.
tors are provided within the engineering and technology, agriculture, economics, personal and social services and health care sectors of MBO. Appendix 1 of this report illustrates this classification into educational sectors and business sectors. The MBO programmes prepare students for national qualifications that are recognised by the government. The training programmes are offered at different levels and have different duration's. The levels are derived from the European SEDOC classification (see Appendix 3). Most training programmes can be followed according to two different educational tracks. The student can choose between an educational track in which the primary emphasis lies on learning at school (the vocational training track) or an educational track with an emphasis on learning on-the-job (the vocational guidance track). This choice has consequences for the legal position of the student. Students in vocational training tracks have the right to financial grants, while those choosing vocational guidance are also employees and have the right to compensation for their labour. The vocational guidance option is mainly of interest for those students over 27 years of age who are no longer eligible for student grants. In total, MBO offers some 500 different training programmes. The total number of qualifications to be granted has been subsumed in a 'qualification structure'. MBO training programmes are mainly provided by Regional Training Centres (ROCs) and Agricultural Training Centres (AOCs). The following schedule summarises the levels, duration and educational tracks of MBO programmes:

(primary, secondary and tertiary apprenticeships). The term 'senior secondary vocational education' has acquired a new meaning after the new classification. Before it was put into place, it referred only to daytime training, but now this also includes dual training; both vocational training which is primarily at school and vocational training which is primarily at the workplace.

8 Provided they are not older than 27 years.

9 For more extensive information about this qualification structure, see Chapter 5.

10 AOCs offer agricultural vocational training within the range of prevocational training up to secondary vocational training. The governmental responsibility of the agricultural education lies at the Ministry of Agriculture, Nature Management and Fisheries (LNV).
### Diagram 2: Levels, duration and educational tracks in senior secondary vocational education

<table>
<thead>
<tr>
<th>Level 1: ‘assistant training’</th>
<th></th>
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<tbody>
<tr>
<td><strong>Duration:</strong></td>
<td>one year</td>
</tr>
<tr>
<td><strong>Two educational tracks:</strong></td>
<td>a qualification at this level can be obtained through a vocational training or vocational guidance track.</td>
</tr>
</tbody>
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<tr>
<th>Level 2: ‘basic trade practitioner training’</th>
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<tbody>
<tr>
<td><strong>Duration:</strong></td>
<td>three years (two years after completing the assistant training)</td>
</tr>
<tr>
<td><strong>Two educational tracks:</strong></td>
<td>the training can be offered as vocational training or vocational guidance track.</td>
</tr>
</tbody>
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<tr>
<th>Level 3: ‘training for trade professionals’</th>
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<tbody>
<tr>
<td><strong>Duration:</strong></td>
<td>four years (two years after completing the training for basic trade practitioner).</td>
</tr>
<tr>
<td><strong>Two educational tracks:</strong></td>
<td>the training can be offered as vocational guidance or vocational training track.</td>
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</tbody>
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<tr>
<th>Level 4: training for middle management professionals</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Duration:</strong></td>
<td>four years</td>
</tr>
<tr>
<td><strong>Two educational tracks:</strong></td>
<td>the training can be offered as vocational guidance or vocational training track.</td>
</tr>
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<tr>
<th>Level 4: specialist training</th>
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</thead>
<tbody>
<tr>
<td><strong>(only available to those who have completed training for trade professionals)</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Duration:</strong></td>
<td>two years</td>
</tr>
<tr>
<td><strong>One educational track:</strong></td>
<td>only vocational guidance track</td>
</tr>
</tbody>
</table>

**Explanation:** an educational track is considered to be vocational training if at least 20% and not more than 60% of the training time is spent in vocational practice. An educational track is considered to be vocational guidance if more than 60% of the training time takes place in vocational practice.

(Source: Ministerie van OC&W, WEB. De wet in hoofdlijnen, 1996)

### Higher education

In the Netherlands, higher education is comprised of higher vocational education (HBO) and university education (WO). Each has its own identity. The identity of the university is intertwined with scientific research while the identity of HBO is defined in relation to its focus on vocational practice.

Like HBO MBO has a sector based structure (see Appendix 2). This classification is only partially the same as that for MBO (agricultural sector, engineering and technology, economics and health care). The duration of the course of study is four years for HAVO students. Students with a VWO diploma or a level 4 MBO diploma can complete their study in a shorter period of time through exemption arrangements. HBO education is offered at 'schools for vocational education in the Netherlands'
higher vocational education' which generally offer training in a variety of sectors.\footnote{Higher agricultural education is also provided in specialised institutions: schools for higher agricultural vocational education. The Minister of LNV is responsible for both secondary agricultural education and higher agricultural education.}

University education (WO) has a two-phase structure. The first phase lasts four years; and the second phase has limitations in capacity and admission. Those who are admitted to the second phase follow an advanced training programme for scientific research.

**Continuing vocational training**

This category includes all full and part-time learning activities available to people who have left the initial education system, are no longer subject to compulsory education, and wish to improve their position in the labour market through this qualification route. These people have a broad range of courses to choose from. In the Netherlands continuing training programmes are not arranged in a cohesive system. Instead, they exist as a conglomerate of numerous activities provided by various institutions. In publications in the Netherlands, continuing vocational training (CVT) is often described on the basis of combinations of legal arrangements, objectives, providers, target groups, sponsors, and/or according to the division of responsibilities (see, for instance, Römkins, 1992; Dercksen, 1993; Visser, 1993; Brandsma, 1995). We have followed this combined approach in this publication, and describe the Dutch continuing vocational training on the basis of the following dimensions:

- **participants**: the employed and those seeking employment;
- **CVT qualification providers**: providers of courses which prepare students for a qualification from the initial degree programme or for supplemental, non-recognised qualifications.\footnote{This means qualifications neither recognised by the Min. of OC\&W, or the Min. of LNV.}
- **funding**: the government and/or the relevant business sector and/or the employer and/or by the participant.

**The participants: the employed and those seeking employment**

CVT is an important aid for those seeking employment to improve their chances in the labour market. Responsibility for training with regard to the local labour market and employment policy is borne by the municipal government and the 18 Regional Employment Offices administered by municipal, employer and employee organisations.

A continually broader base of training is becoming available to the employed. In general, one can say that increased variation in task functions and
the changes of vocation and career that relate to the employed are also reflected in the wide spectrum of options available. Training is available for employed people to keep them up-to-date with changes in their own function, for people who aspire to another (higher) function, for people who wish to (or must) expand their current function, and for people who have been assigned new tasks after a reorganisation. This training can originate from a training route developed in view of a corporate reorganisation. It can also originate from training programmes intended exclusively for people who have completed certain prerequisites, such as further training for medical specialists or special profession-specific.

Adult education occupies a special position, and strictly speaking, is not vocational education but aims to support initial and continuing vocational training. Adult education includes training funded by the government that is primarily aimed at assisting vulnerable groups to:
- participate in society;
- participate in labour/the labour market;
- participate in forms of (continuing) education.

An important part of adult education is the ‘Dutch as a second language’ (NT-2) course that is meant for people who do not have an adequate command of the Dutch language to function properly in society or to participate in (vocational) training. In addition to people who want to enrol in an secondary vocational training programme (MBO), employment-seekers also make use of adult education in their training routes. We will return to this subject later. Adult education is provided by ROCs.

Entrepreneurial training constitutes another special type of CVT. The government has established conditions for setting up businesses in several business sectors. In these sectors, the entrepreneur must possess a general entrepreneurial training diploma. Sometimes this diploma must be supplemented with a vocational diploma. For the rest, the sector organisations must attend to the promotion of the quality of the businesses themselves. One way to do this is to set conditions for membership to a branch organisation.

13 MBO and adult education are both funded by the government; but differing financial procedures must be followed. While the Ministry of OC&W (or the Ministry of LNV for agricultural programmes) funds the initial MBO, the municipal government funds adult education. Through contracts entered into with ROCs, the municipalities define both the target groups and the price of the adult education.

14 These entrepreneurial diplomas can also be obtained through initial (secondary) vocational training. We will return to this subject later in this section (see: CTV providers and qualifications).
CVT providers and qualifications

There are separate training facilities for those seeking employment in the Netherlands. These are the Centre for Vocational Practice and Orientation, the Centres for Vocational Training and Vocational Schools for Women. The relationship between those who implement local employment policy, the Regional Employment Offices, and the providers of this training is becoming more distant. Employment Office organisations are increasingly stimulated to switch over to purchasing training from other training route providers such as the Regional Training Centres (ROCs). These can provide training on a contract basis based on the same modules on which the MBO training is constructed. ROCs can also offer parts of the adult education programme for training employment-seekers.

Training for the employed can be subdivided into training for qualifications recognised by the government and other official qualifying training types, often indicated by the term ‘industrial training programmes’.¹⁵

MBO training offered within a vocational training track (where the main emphasis is on learning at school) can also be done on a part-time basis. This part-time option should not be confused with the previously mentioned vocational guidance track, in which the main emphasis is on education in vocational practice. Part-time education is often provided outside of regular school hours (in the evenings or on Saturdays). It is primarily followed by people who wish to improve their position in the labour market and those who had prematurely discontinued their education during the initial phase and still wish to obtain a diploma. For these reasons, we have included part-time MBO in the continuing vocational training (CVT) category, despite the fact that it offers training for the same recognised qualifications as those developed for initial vocational education (IVT). HBO studies can be done part-time (evening courses) as well.

Interest is declining in traditional types of part-time education. The number of part-time HBO students fell from 62,000 in 1985 to 44,000 in 1995 (source: CBS Educational Statistics Pocketbook, 1996). ROCs and schools for higher vocational education have been searching for new kinds of part-time education. Together, and in co-operation with businesses, they have developed training routes to allow employees to obtain an MBO or HBO diploma. This increases the opportunities of employees on both the external and internal labour market. Part-time training is also offered with increasingly more subdivision (modules).

¹⁵ A classification of occupational training programmes that is useful in the Netherlands is used by the Dutch Central Statistical Office (CBS, 1995):
- Internal training (outside the direct work environment, for one's own personnel);
- External training (outside the direct work environment, open to the public);
- On-the-job-training;
- Other training activities (such as conferences, workshops and correspondence courses).
Instead of waiting years for a diploma, the participant receives a certificate for every module completed.

Private institutions can also offer training preparing students for an official HBO or MBO qualification. The new law for senior secondary vocational education (MBO) and adult education expressly makes it possible for private institutions to offer training programmes that prepare students for a recognised MBO qualification (see p. 16, 51 and 69).

The Open University provides scientific training and HBO training for a broad range of people. What is offered comes from a wide spectrum of training programmes, including those concentrating on vocational practice. Participants can determine the kind of training programme they wish to follow (e.g. distance learning and/or group activities) and the rate at which they wish to complete it. The training programmes are built on modules. Participants can use these modules to assemble their own educational route as well as decide for themselves how many of these modules to complete. Only a predetermined number of modules can lead to a recognised qualification such as an academic title through.

In addition to training in preparation for an IVT qualification, there are many other training activities that are not connected with qualifications recognised by the government. These activities can be provided by numerous organisations: ROCs, schools for higher vocational education, correspondence-course institutions, convention and seminar centres, specialised commercial training institutes, or training establishments in the business sectors. Therefore, one can seek training not only in highly specialised institutes, but also institutions that provide a wide range of training programmes.

Entrepreneurial training is offered within the scope of IVT and CVT. The IVT route is part of the MBO qualification structure and is offered by an ROC. The CVT route is meant for older people who wish to start their own company. Private establishments usually provide training programmes for this group.

Funding for continuing vocational training

Due to their preference for specific training, the sponsors have strongly determined the type of continuing vocational training (CVT) available. In this sense, the market influences CVT design and content. This also applies to training for those seeking employment. Regional Employment Bodies can purchase training from providers who have traditionally trained employment-seekers, or from other ‘commercial’ providers. In this way, projects to implement training routes for employment-seekers can be contracted out and financed by alliances between business associations, Employment Offices, training and development funds from business sectors (O&O funds) and municipal social services.

The market also influences training for the employed, which is directly financed by contributions from the participants and/or the companies, or indi-
rectly through subsidies from O&O funds from the business sectors.\textsuperscript{16} The actual relative impact of the sponsors' contributions on a training route can vary widely. This also applies to the way in which the funds are made available. Applicants can choose appropriate training themselves and claim all or part of the costs from O&O funds or the company, or even pay for the entire training programme themselves. Business sectors can invest O&O resources in a training programme that will be made available free-of-charge to those employed in that sector. Companies can also enter into contracts with training institutions, and can choose to make employee participation mandatory for certain courses.

**Overview of the Most Important Developments in IVT and CVT**

*Developments in Initial Vocational Training*

The advent of the new Education and Vocational Training Act (WEB) is an important landmark for senior secondary vocational education (MBO). Although the law took effect on 1 January 1996, it will actually be implemented in phases. The last measure prompted by this law will be implemented in 1 January 2000. We will return to this in Chapter 3.

The WEB is bringing more cohesion to senior secondary vocational education and adult education. This cohesion is visible in the qualification structure, which includes all qualifications that can be obtained through MBO educational tracks and adult education.\textsuperscript{17} By means of exit qualifications, the qualification structure shows what the MBO programme seeks to attain. The exit qualifications determine what the graduate is expected to know and be able to do. The development and adoption of these exit qualifications in secondary vocational training is the collective responsibility of the educational world and the employers' and employees' organisations. The second diagram (p. 7) can be viewed as a matrix that can be filled in by the business sectors. The qualifications must meet other requirements as well, which will be discussed in Chapter 5. In order to guarantee cohesion with vocational training programmes, the adult training provided by an ROC will also be subject to a national qualification structure in the short term.

\textsuperscript{16} O&O funds are maintained by contributions by companies and employees. Within the scope of CAO negotiations, the social partners reach agreement as to what percentage of average earnings (e.g. 0.5%) the companies concerned will be obligated to deposit into an O&O fund.

\textsuperscript{17} We have already seen that the government finances participation in adult education, as is IVT. Adult education and IVT are also in line with each other regarding the management of national exit qualifications.
Aside from increased cohesion in the educational system, the WEB also aims to establish a better link with developments in the labour market. Examples: the sharing of responsibility for the development of exit qualifications, by allowing a larger portion of educational time to be spent in vocational practice, and through administrative relationships with local employers and employees in school policy. The WEB also aims to bring together training programmes in large ROCs which can offer a broad range of initial and post-initial degree programmes in every region. These ROCs occupy a central position in their region regarding the labour market oriented instruction of young people. In addition, they guide and train adults and youth in a vulnerable position and provide local labour market oriented training for employees and those seeking employment. In order to fulfil these tasks, ROCs must be able to develop their own policy that is geared to meet the needs of their own region. To this end, they possess a great deal of autonomy. An example of this is the possibility to development educational tracks tailored to individual needs and abilities, or a further elaboration of the national exit qualifications in consultation with the regional business community.

In 1993, the system of higher education (HBO and WO) was brought together under a single law: the Higher Education and Scientific Research Act (WHW). This law anchored the policy of increasing deregulation and autonomy. The schools for higher vocational education have a large degree of freedom in setting up education programmes and in fine-tuning the organisation to meet current demands (e.g. personnel, job descriptions and housing). In addition to higher vocational education, schools for higher vocational education can also offer CVT courses to companies or conduct research for clients. In this manner, schools for higher vocational education will be able to react more quickly to developments in the labour market. One of the results of this increase in autonomy was a growth in the number of training programmes. This growth was prompted by the desire to offer students more variety in education and to better react to specific labour-market demands. Meanwhile, a counter-development has emerged. The business community, the Ministry of OC&W and the schools for higher vocational education are in agreement that the number of studies should be cut back substantially—from 225 to, for example, between 30 and 50. The parties involved are currently deliberating on how this can be achieved.

Another development in terms of higher vocational education is an increase in the number of students. HBO 'returns' have been coming under pressure as a result of several factors: increasing numbers of students, relatively high drop-out rate (30%) and an average study period that is longer than formally allowed (4½ years instead of 4). An expansion of what is called the educational efficiency of the training programmes must make it possible to attain better results at, preferably, lower costs to both the government and the participant. A higher educational efficiency can result from giving courses a more at-
tractive didactic form, using interactive media in training and learning processes, increasing professionalism among instructors, and improving the ability to evaluate the quality of the courses by introducing exit qualifications and a quality control system.

The introduction of the co-operative education option in HBO was inspired by both of the developments mentioned above. This option, in which the student alternates between school and work, brings education closer to the labour market. It has the additional benefit of enabling students to make less use of student grants and loans through working and studying at the same time. After the freshman (first) year, students alternate, during a four-year period, between a few months of going to school and a few months of working. Another variant of co-operative education is the small and medium-sized business route (MKB route). It is expected that this interaction between schools and enterprises will lead to a stronger connection between schools for higher vocational education and small and medium-sized businesses. In this variant, students can complete the last phase of their study on-the-job.

The HBO internationalisation policy is developing rapidly. After several years of making many contacts with a large number of similar institutions abroad and conducting student and instructor exchanges, it seems that reconsideration is now definitely taking place. Higher vocational schools will be investing more in building up durable structural relationships with a limited number of institutions and companies, which concentrate on collective programmes such as continuing education and double certification.

**Developments in continuing vocational training**

Employee training is the responsibility of the social partners. Government policy is confined to the improvement of the preconditions of the training, and several priorities have been set to this end. One priority is to increase the access to (vocational) training for vulnerable groups. A good example of this is the structural funding of adult education: the ROC-based education and training offered to recent immigrants, minorities and the unemployed.

Another priority is to stimulate knowledge intensification within the Dutch industrial, personal and social service sectors. The government, in this case the Ministry of Economic Affairs (EZ), the Ministry of Education, Culture and Science (OC&W), and the Ministry of Agriculture, Nature Management and Fisheries (LNV), wishes to make initial degree programmes more accessible to

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18 The term 'knowledge intensification' is used in the Netherlands to refer to the augmentation of the shaping, application and dissemination of knowledge in industry and personal and social services. The premise being that the added value of industrial and service output will increase through a more intensive use of knowledge, and benefit competitiveness and the economy as a whole. The government has assigned an important role to senior secondary and higher vocational education in the fulfilment of this knowledge intensification.
the employed. Besides employers and employees are stimulated to contribute to this knowledge intensification, partially through their participation in CVT. This is to be achieved through the use of fiscal measures that should particularly benefit small and medium-sized businesses.

The implementation of training of employment-seekers takes place under the collective responsibility of the social partners and the local government (municipalities). In practice, organisations, which are active in social security and employment policy increasingly, choose to co-operate. Till recently employment-finding and the provision of benefits were strictly separated: Employment Offices (for those seeking work), Municipal Social Services (that issue welfare benefits to long-term unemployed and unemployed who have left school) and Industrial Insurance Boards (that issue unemployment benefits to those who were employed in that company or business sector). The Central Employment Office's 1995 action plan stated that, 'a collective intake will allow employment policy, in co-operation with agencies that issue benefits, to determine which employment-seekers need to strengthen their skills.'

The training is now tailored to a customised employment route, mediated by a career counsellor, from the unemployed individual to a position in the labour market. These employment routes are typically characterised by a close relationship between orientating, preparatory, or vocational training, acquisition of work experience and a re-acquaintance with the pace of work. As mentioned before, a number of institutions are qualified to provide the training portion on the route. This is certainly true in cases where it has been determined that an employment-seeker must learn both basic skills (i.e. command of the Dutch language and simple mathematics) as well as more vocationally oriented ones.

The use of training has changed, especially in large companies. In the past, companies have mostly turned away from implementing training programmes. In conducting training programmes themselves, companies have moved over to formulating training policies that support business policy. This means that training is instituted to increase a company's internal and external flexibility, to delegate responsibilities in an organisation to a lower level and to allow unschooled or lesser-educated employees to grow with functional changes.

In the recent past, collective labour agreement partners (employers' and employees' organisations) have set up O&O funds in many business sectors which include a large share of small businesses. This is to prevent businesses from facing a 'prisoner's dilemma'—namely that after a business invests in training an employee, the employee then, armed with better qualifications, accepts a position at a rival company. O&O funds are made up of mandatory contributions imposed on every company within the sector. Occupational training programme initiatives can be claimed and subsequently (partially) financed by these funds. Everyone pays, and can, in theory, enjoy the fruits of these funds. The

19 That is the umbrella organisation of all 18 Regional Employment Offices.
O&O funds do not organise training themselves, but simply make resources available whereby sector-oriented training can be developed and/or obtained from providers. Recent policy of the social partners who manage these funds has focused on stimulating participation in the (to be subsidised) training and to better attune its contents to developments within the companies.

**TRENDS IN THE DEVELOPMENT OF THE TRAINING SYSTEMS AND IVT AND CVT POLICY**

A number of very recent trends have been mapped out in the previous section. These trends will continue to have an impact in the near future. An example of this is the effects of the Education and Vocational Training Act (WEB) which includes measures, which will only start taking effect at the beginning of the next millennium. That is why this section provides us with the opportunity to address developments, which will have a long-term effect on vocational education:

- the position of initial degree programmes in vocational education (MBO and HBO) in a changing environment;
- changes in the position of CVT;
- integrating IVT and CVT into a single system of lifelong learning.

**The position of initial vocational education degree programmes**

Both the content and form of IVT is coming under pressure. It seems as if the ITV borders will become even more vague than they currently are:

- Multimedia will have a lot of influence on what happens at school. Students also make use of multimedia options outside of school, building up extremely valuable learning experience in the process. Vocational education should relate its training to this leisure-time experience with and by this media. It must be acknowledged that learning outside of school makes a contribution to the qualification process, and the search must continue for ways to better relate the knowledge learned both inside and outside of school. Similarly, vocational education should stimulate teaching with this media because the current participants will continue to use it in their process of lifelong learning.20

- Private training institutions will also start providing secondary and higher vocational training as preparation for a recognised diploma. It may be expected that more use will be made of this than is currently the case, and that

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20 Take careful note! This does not only mean learning how to handle this media, but also learning how to learn making use of, or through this media.
training institutions funded by the government will be confronted with competition in the private sector.\textsuperscript{27}

- Transformations in the sphere of labour will change the content of positions even more regularly than it has in the past. Employees will or must change their position more often. An initial vocational qualification has been no guarantee for permanent employment and security for some time now. Consequently, the significance of initial vocational education degree programmes in securing a social position is declining, and qualification is becoming a lifelong individual process.

- These developments place a large demand on the communicational, motivational and social skills of people. The current students will need these skills to define their position in terms of the development of and fluctuations in the labour market. Students gain such experience, not only in school, but also outside of school. What does a more rigorous demand for these skills imply? Is it possible or desirable for initial vocational education to increase its contribution the acquisition of these skills?

\textit{Co-operation between MBO and HBO education}

Higher (vocational) education has had its own legal framework since 1986. Until this time, it fell under the Secondary Education Act. Ten years later, in 1996, senior secondary vocational education (MBO) also acquired a legal status, setting it apart from secondary education. Both these developments are illustrative of the manner in which initial vocational education is currently perceived—as possessing a distinct function in society.

Responsibilities are shared with others (business, trade and industry). Because the connection with the government has become more distant, the institutions of HBO and MBO are able to react to developments taking place around them. Despite these large similarities in function and position, contacts between secondary and higher vocational education have been progressing rather hesitantly to date. These contacts must indisputably become stronger in the future. Co-operation is of particular importance, making the flow of students more efficient between MBO and HBO education, rendering educational programmes more flexible, sharing the costs and use of laboratories and expensive facilities, developing a collective supply of training for employment-seekers more collectively, intensifying knowledge in the business community, and in

\textsuperscript{27} Until now, there has been little use made of this option in MBO. Reasons for this could be the recent introduction of the qualification structure (approved in August 1996, and the revised training must be offered by August 1997) and the fact that many characteristics of the initial training, such as the fixed study period, are still interwoven in the qualification structure.
constructing a network in the regional business community (traineeships for students and instructors).  

MBO programmes, within the context of the national qualification structure, should concentrate on the needs of the regional business community. There can be co-operation on a national or regional level in the development of preparatory programmes for these qualifications. One can use the experiences of colleagues within one’s ROC and/or expertise from the regional business community or a nearby school for higher vocational education, although co-operation on national level is customary. HBO education operates from a fixed national context to a much lesser degree. The HBO possesses no national exit qualifications nor a national infrastructure to bring developments in the business community into perspective which are relevant to HBO education. Each HBO educational programme is individually responsible for keeping its material up-to-date and to the degree to which the national or regional business community is involved in revising the programmes. These differences will certainly hinder an intensive co-operation between secondary and higher vocational educational institutions, and ROCs and schools for higher vocational education.

Changes in the position of CVT

The demand for continuing vocational training will increase in the years to come. This concerns the nature of the demand. At this point in time, young men with a reasonable education as well as large companies primarily drive demand. The number of times that a person participates in continuing training during the course of his or her career will also increase.

22 Think about the possibilities available to MBO students to obtain an HBO diploma through the use of these exemptions and not lose much time, as well as the possibilities for would-be HBO dropouts to immediately switch over to an MBO programme. However, increasing differences in educational programmes complicates this more efficient flow of students. The introduction of the qualification structure will lead to a situation in which MBO education is increasingly organised around the vocational aspect, and less around the academic aspect. HBO, in contrast, does not have a national system of exit qualifications and usually organises its programmes according to a subject structure.

23 HBO has various types of programmes, many of which set up in close co-operation with the regional business community. Co-operation agreements are also made which relate to a plurality of programmes. Only a few sectors (e.g. accountancy) can boast a tradition of national co-operation with a vocational organisation. These sectors are often those with a well-developed vocational culture. The goal is to make arrangements between programmes in order to construct a common substantive training core.

24 According to a recent FNV study, more than 2½ times as many men follow training programmes as women, and 80% of the students/participants had either HAVO, VWO or MBO as a minimal level of previous schooling. Of the total working population, 67% is in the possession of such a qualification. The number of participants 45 years and older, following training programmes, is
The developments in companies place a higher demand on knowledge and skills (knowledge intensification). The number of positions, which do not require training, is continually declining. These means that people who have engaged in unschooled work for many years may be confronted with the choice of expanding their base of employability through training, or lose their position. Assuming the latter to be socially undesirable, the first option will require a high degree of creativity from businesses and those providing training. How can they work together to formulate attractive and effective training programmes for people with limited and possibly even negative learning experiences? This question becomes even more important now that a growing consensus is forming amongst the social partners about the degree to which, in addition to reaching collective agreements, the employee is individually responsible for maintaining his or her qualifications, and adapting to changing demands in the labour market. The growing appeal to employees to take up responsibility for their own position in the labour market will eventually lead to the adoption of the right to a training-leave for working people.

A situation must be avoided in which only those motivated to participate in training in this initiative will take advantage of this leave. In such a scenario, inequality in the area of training would increase instead of decrease.

Companies differ strongly in their approach to employee participation in training programmes. Large companies (over 100 employees) generally have a higher participation rate than smaller ones. There are also large differences in the various business sectors. It has been found that those with a larger share of highly educated people are more involved in training than business sectors that employ more less-educated people. These less-educated employees are over-represented in the open sectors; that is to say, business sectors having to do with foreign competition:

very low (FNV, 1996, p. 20). In 1993, 13% of the total number of employees in small companies (less than 100 employees) followed a training programme; for large companies (of more than 500 employees), this was 36% (CBS, Statistical Yearbook, 1996, p. 487)
A dilemma exists especially for the smaller companies: in assessing their competitiveness, should they choose for lowering the cost price (e.g. reducing the training budget) or for a preliminary investment in an area such as training in order to bring an innovative product package with high added value onto the market? Moreover, how can training be organised while maintaining the same volume of production? Certainly, training is becoming more accessible to many companies due to an increase in the effectiveness of training. A strong orientation towards the goals of the company,\(^{25}\) the availability of advisors who can help companies organise training, the availability of training methods which will reduce absence from the workplace to a minimum, or good transfer opportunities to directly translate what has been learned into the tasks required by the individual's position, will increase that effectiveness.

Effectiveness is also important for the participants. The acquisition of new knowledge not only functions as an asset to the employee in reacting to functional changes. It is becoming increasingly expected that, in filling a position, employees will learn from their own experiences and actively search for new

\(^{25}\) In other words, a clear picture of the goals of the company makes efficient planning and implementation of training possible!
applications for their knowledge. The employee must therefore learn to acquire knowledge and skills both in a strongly structured environment, and in the workplace. An important new task for CVT providers is to structure the workplace towards a learning-place.

An integration of IVT and CVT?

We can conclude that continuing learning is becoming increasingly important from both the perspective of the employee as well as that of the company. It is also becoming continually more important to both employees and employers that the results of these qualification processes be acknowledged and recognised outside of the business context. Employees must be able to document their experience in such a way that it can be used to assess their suitability for a new function. One development expected in the Netherlands is that it will become possible for employees to have their work and training experience periodically tested in an assessment procedure. This experience would then count towards obtaining a qualification recognised by the MBO qualification structure. Employees can attain higher qualification levels during their vocational career and, in this manner, expand their opportunities in the labour market.

Obviously, when considering the nature of these qualifications, tension exists between the business-specific aspects of these qualification processes and their cross-company acknowledgement and recognition. The qualifications, which can be obtained through senior secondary vocational education (MBO), have been described in the qualification structure. Together with the social partners at a business-sector level, the Dutch government is responsible for the qualifications that are offered through this form of IVT (MBO). Cross-company acknowledgement of qualifications is possible. An important question for the future is how this form of qualification registration can be made appropriate for the assessment of daily experiences.
2. THE ROLE OF THE SOCIAL PARTNERS IN LEGISLATION

THE ROLE OF THE SOCIAL PARTNERS IN INITIAL VOCATIONAL TRAINING

The collective responsibility of education and the business community for IVT has been emphasised, particularly through government-instituted advisory committees (Wagner, 1983; Rauwenhoff, 1990). Since publication of the recommendations of these committees, government policy has strongly concentrated on increasing the involvement of the business community in both defining the content and form of the initial vocational education. In addition to administrative functions at schools, the social partners also manage the National Vocational Education Bodies in which MBO qualifications and exit qualifications are developed (the elements of the qualification structure). They determine the level of knowledge and skills expected from a beginning vocational practitioner. Companies make sure that qualitatively good traineeships and training capacity exists for both participants and instructors in senior secondary vocational education (MBO), and also work to support schools in purchasing supplies and materials, and in arranging for guest instructors. The business community is further involved in higher vocational education in a form of educational quality control (see p. 70) and consultation in terms of the organisation of the programs.

These developments have had consequences in recent legislation on initial vocational education. The responsibilities mentioned above are grounded in these new laws and regulations. In this paragraph we will return in greater detail to this issue of the social partners’ responsibility in vocational training.

LAWS AND REGULATIONS CONCERNING INITIAL VOCATIONAL TRAINING

There are two laws of paramount importance for IVT: the Education and Vocational Training Act (WEB) and the Higher Education and Scientific Research Act (WHW). The WEB took effect on 1 January 1996, and the WHW three years before, on 1 August 1993. We will briefly address the intention and contents of both laws here.

The Dutch government has conducted a centralised educational policy for many years. In the 1980s, however, a reversal took place. Deregulation, cooperation with social partners and increased autonomy gave vocational educa-
tion institutions more leeway to react quickly and adequately to changing demands in region and vocational practice. However, the retreat of government from 'the daily educational routine' does not mean that it cannot continue to set its own educational priorities. Government educational priorities are communicated through the use of policy documents. In this chapter, we will therefore also give an overview of the most important and most recent government policy documents.

**Laws and regulations concerning senior secondary vocational education**

Until recently, senior secondary vocational education (MBO) was established by means of various laws, and its constituent programs (daytime instruction versus dual instruction) and sectors (e.g. engineering, technology and health care) were provided by independent institutions. At the start of the 1990s, in order to achieve a greater degree of coherence between the myriad forms of senior secondary vocational education, the Second Chamber of parliament announced its support for a more consistent educational system to be subsumed in a single legal framework. Adult education would also fall into this legal framework. The motive is to create an educational system in which all students aged 16 or older, regardless of previous education, can follow a training program that leads to a qualification.

**The Education and Vocational Training Act (WEB)**

One of the precedents of this law that can be mentioned is the Sector Forming and Senior Secondary Vocational Education Renewal Operation (SVM operation) which took effect in 1991. The intent of this 'operation' was to trim down the number of independent schools in MBO education by merging them into larger combined schools. This process received extra incentive with the advent of the WEB, even before this law came into force.

According to the WEB, the primary functions of ROC-based adult vocational education are:

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26 This approach can be found in both laws on education. The government uses legislation to shape a framework in which schools are free to develop their own policy and set their own priorities. The laws confine themselves to outlining the division of labour, quality control and financial preconditions. The government does not intervene in the manner in which schools choose to conduct their activities within this framework.

27 That is to say, the ministries directly involved in educational policy, namely the Ministries of OC&W and LNV. However, other ministries also see opportunities in initial vocational training to realise their own policy priorities (e.g. the Ministry of Economic Affairs). See also p. 31, 32.
• **provision of adult education:** to promote personal development to allow adults to function in society. The education will be linked to entry level vocational education whenever possible.

• **provision of vocational education:** to promote both theoretical and practical preparation for practising a vocation, in which training for the necessary qualification is either required or helpful; vocational education also promotes the general social and personal development, and contributes to social functioning.

According to the WEB, the role of the government is limited to formulating general objectives, quality control, and the goal-oriented disbursal of funds and generally setting preconditions. This is why regulation is mainly directed toward the desired ‘output’ of the education. This output is given substantive form through a national qualification structure: a classification of the exit qualifications at four levels. The vocational education qualification structure will go into force on 1 August 1997. The adult training programs also will be placed within the framework of a single national qualification structure, which link up with the vocational education qualification structure. The next diagram illustrates the changes that the WEB has prompted in the educational system:

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28 As of 01.01.2000, vocational training programmes will be funded on the basis of participation and achievement. This type of funding, also called output funding, is another example of regulation according to output.

29 See also Diagram 2.
Diagram 4: Overview of the changes in the educational system

Senior secondary vocational education (MBO):
Starting 1 August 1997
- Training on four different levels
  - assistant training (level I)
  - basic vocational training (level II)
  - vocational training (level III)
  - middle management training (level IV)
  - specialist training (level IV)

Two educational tracks are defined for vocational education:
- vocational guidance track
  (comparable to the old apprenticeship)
- vocational training track
  (comparable to the old senior secondary vocational education (MBO))

Adult education:
Starting 1 January 1997
- Training on four levels
  - General secondary adult education (VAVO):
  - training directed towards social functioning
  - training directed towards general social self-sufficiency

Before 1 August 1997
- Training on tour different levels
  - assistant training (level I)
  - short senior secondary vocational education (MBO-kort)
  - long senior secondary vocational education (MBO-lang)

Before 1 January 1997
- Training directed towards social functioning
- Training directed towards general social self-sufficiency

(Source: Ministerie van OC&W, WEB de wet in hoofdliinen, p. 6.)

In addition to the responsibilities of the ROCs, the WEB also manages those of the Landelijk Organen Beroepsonderwijs (National Vocational Education Bodies - LOBs). LOBs are legally defined national institutions, organised according to the business sector, administered by the social partners and often supplemented by representatives from the educational domain. The tasks of a LOB include the development of national exit qualifications and modular qualifications for both MBO educational tracks in vocational training for their business sector. Chapter 4 discusses in more detail the WEB-prescribed functions of LOBs, while Chapter 5 addresses how a qualification structure comes into being. Here
we will continue to discuss the administrative, social and educational ‘tasks’ which have been given to adult education and MBO by the WEB.

The administrative task focuses on additional extension of autonomy and deregulation of tasks and authority. Institutions have more say about the constitution of the programme and the dedication of personnel. This should place ROCs in the position to offer customised training geared to the needs of the regional labour market. Another result of deregulation is that the institutions are held responsible for the quality of education. They are obliged to develop a system to define, maintain and guarantee the quality of their programs.

The social task is resolute about the fact that institutions can offer a totality of differentiated educational services in the area of adult and vocational education. This totality should address both social needs (a well-qualified output) as well as individual needs (that training is so instituted as to make a diploma obtainable for everyone). This is especially important for people with an educationally disadvantaged background who often require individually oriented training and a supplementary programme (mathematics and language skills) to be able to obtain a diploma.

The educationalist task dictates that the education provided be of good quality, efficient with respect to the educational tracks and socially relevant. The programmes must lead to socially recognised vocations at recognised qualification levels. This also relates to the educational task—a great deal of personal and social growth should also be given a place in the training. The possibility provided by vocational training to allow participants to continue further (e.g. in higher vocational education) also fits into this context. The educationalist task also conforms to the principle formulated in the WEB, that all participants acquire a ‘minimum’ entry qualification. This includes those who are in danger of leaving (secondary) education prematurely or who, through their minimal educational level, run a high risk of becoming unemployed. A ROC possesses an important instrument to realise this objective, namely, the possibility to develop flexible educational routes which are tailored to the individual.

Policy documents and governmental arrangements to stimulate senior secondary vocational education

The document entitled ‘1995-1999 Policy Agenda on Adult Education and Vocational Education’ consolidated the current governmental mission statement on adult and vocational education into ten action points. By means of this ‘policy agenda’ the government wishes to communicate with the educational world about the interpretation of the tasks listed above (in terms of both IVT and CVTI):
1 to increase the societal appreciation of vocational education;
2 to establish (adult) education as a step towards vocational training and social integration;
3 to make ROCs accessible to people over the age of 16, regardless of their background or credentials;
4 to provide education/training that correlates with the needs of the individual participants and the demands of the labour market;
5 to conduct a substantial part of the training within vocational practice;
6 to attend to a sufficient number and certain quality of 'vocational practice positions' such as through a recognition-arrangement for training companies;30
7 to realise new roles for instructors (new forms of teaching and work in which participants are given more responsibility for their own learning process);
8 to organise efficient educational tracks so that participants leave the programme with a diploma;
9 to become a part of the knowledge infrastructure in the Netherlands. Participants must be prepared to contribute to innovation in the business community;
10 to co-operate with other parties (such as the business community, local government and Regional Employment Offices) in order to fulfil this mission.31

Another important plan to stimulate senior secondary vocational education (MBO) is entitled 'BVE2000'. The intent of this plan is to boost the innovation of teaching tools and methods by coupling instruction on modern forms of information and communication technology. Educational institutions can submit project proposals to the organisation responsible for the implementation of the arrangement. An important criterion in assessing project proposals is whether the potential promoters possess the necessary expertise regarding the intended project results. The input of educational support institutions, companies and other expert organisations is also emphasised. The Ministry of OC&W makes funds available for accepted projects provided the applicants also provide a financial contribution to the realisation of the project. Ten million guilders were made available by this ministry in 1995, and 20 million in 1996.

**Important CAO arrangements for senior secondary vocational education**

Agreements are made at the business sector level regarding the position of MBO students in collective labour agreements (CAOs) between social partners. In this way, agreements are made with the social partners concerning the legal status of the participants of a given vocational guidance track. This pertains to, for example, the right to an employment contract, wages, hours, and a guaran-

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30 In other words, the number of available training positions in vocational practice.
31 Regional Employment Offices are responsible for the training of those seeking work (see also Chapter 1).
tee of work and guidance from the company regarding training conducted internally. Agreements are also made to subsidise this vocational guidance track with labour-cost subsidy funds or through LOB products and services not governed by law, such as the development of teaching tools. Only a few CAOs include agreements concerning the legal status of students in the vocational training guidance track who receive practical vocational training within a company. Cases in which agreements have been made generally concern trainee guidance, reimbursement for expenses or insurance.

**Laws and regulations concerning higher vocational education**

The legal grounds for the establishment and financing of higher vocational education (HBO) are to be found in the Higher Education and Scientific Research Act (WHW). This law took effect in 1993, and replaced approximately 17 different laws and rulings. Although its name suggests otherwise, the WHW does not include a single system of higher education completely containing both university and vocational education. Only universities can provide university education, while higher vocational education is the task of schools for higher vocational education. We will limit our discussion of this law to higher vocational education.

In the 1980s, as was the case for senior secondary vocational education (MBO), higher vocational education underwent a merger and an increase in scale. Institutions that concentrate on one sector (e.g. higher economic or administrative education) or one vocation (e.g. primary school teacher), were merged into institutions offering a broad range of programmes. Since the WHW is based on the independence of the institutions, the government has assumed a similar position vis-à-vis the schools for higher vocational education and ROCs. The government does not steer the process, but requests justification for the programmes actions, and performs evaluations.

In contrast to MBO education, this independence also extends to determining the educational programmes offered. Schools for higher vocational education can initiate programmes themselves, and submit them for government funding. These programmes must be registered in the Central Registry for Higher Education Training Programmes (CROHO). The Minister of OC&W has the authority to stop this in extreme cases. Until recently, the criteria for registration were fairly broad, resulting in a growth in the number of programmes. This has already been mentioned in Chapter 1. The WHW has honed

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32 As already indicated, agricultural higher vocational education is concentrated in separate HBO programmes provided by agricultural schools for higher vocational education. The Ministry of LNV is responsible for higher vocational education in the agricultural sector.
the procedure; institutions must now present their applications to the independent Educational Advisory Committee (ACO).33

Another example of self-regulation involves admission to training programmes. HBO education is accessible to all those who have the required preparatory education. The WHW has made it possible to set a maximum number of students for a given programme however. This can result from insufficient institutional capacity (so-called ‘capacity fixation’) or the danger of a supply overload on the labour market (so-called ‘labour market fixation’). As was the case for MBO education, the objectives for the higher vocational education system have been divided into administrative, social, and educationalist categories. The administrative task also focuses on increasing autonomy and deregulation of tasks and responsibilities. This serves to guarantee the continued accessibility and quality of the education provided.

The social task has been translated into closer co-operation with the business community. In particular, co-operation has been strengthened with small and medium-sized businesses (e.g. the MKB route in Chapter 1). Increased attention for social relevance is also translated into a larger degree of involvement of the business community in fleshing out the training programmes (traineeships and incorporating practical examples. Whenever closer co-operation with the business community leads to modifications in the programme, the educationalist task is affected. Although HBO is free to interpret the educational content, it is required to have a varied (i.e. suitable for all participants), transparent and flexible programme offer that conforms to the needs and capacity of students, and to the needs of the ultimate employers.

Policy documents and stimulation arrangements in higher vocational education

Every two years, the Minister of OC&W publishes a new draft for the Higher Education and Research Plan (HOOP). HOOP contains the intentions with regard to the Minister of OC&W’s higher education and scientific study policy. The policy assumptions set out in HOOP constitute the minister’s efforts towards reaching agreement with the institutions. A discussion then takes place with the representatives of the institutions concerned regarding the HOOP proposals. The proposals can only be officially adopted after consultation with both Parliamentary Chambers. Higher vocational education is also included in

33 According to ACO figures published at the end of 1995, higher vocational education was composed of 241 different types of programmes. Of the 205 applications submitted for new programmes in the period from 1993 to 1995, the advisory committee approved 28.
The 1996 HOOP policy proposals for higher vocational education concentrate on:

- the institution of dual training variants which alternate between school and work;
- an increasingly limited number of broad vocational training programmes to be developed in co-operation with the business community;
- an increase in the selectivity, which is to say earlier and more thorough attention for the degree to which the training and the participant coincide;
- quality and educational efficiency.

Ambitions for 1997 are:

- to stimulate the attractiveness of technical higher vocational education;
- to renew the teacher training programme;
- to direct more attention towards information and communication technology.

THE ROLE OF THE SOCIAL PARTNERS IN CONTINUING VOCATIONAL TRAINING

One of the characteristics of the Dutch ‘consultation’ economy is the mix of legislation and self-regulation. The government often refrains from using legislation because the social partners arrange matters themselves. Important agreements and recommendations result from the social partners’ own initiatives, but also partially due to government pressure and coercion. In the latter case, the social partners seek a mutual agreement in order to avoid legal force (van Empecl, 1996). An example of this was the issue concerning the broadening of employee leaves of absence. In 1996, the minister published a policy document which proposed possibilities to widen the options for leaves of absence (such as for training). However, the treatment of this document has been suspended until the social partners can themselves arrive at proposals for leave arrangements.

We can see a similar approach being taken with the regulation of continuing vocational training. In ITV, the primary responsibility lies with the Ministry of OC&W and the Ministry of LNV. This responsibility is manifested in legal arrangements. The foremost responsibility for CVT lies with the social partners. A legal framework is absent here because self-regulation is given priority. A legal framework only exists where the social partners share responsibility with

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34 HOOP accounts for both forms of higher vocational education (for which the Ministry OC&W assumes responsibility) and for that which goes under the responsibility of the Ministry of LNV.

the Ministry of Social Affairs and Employment (SZW), such as is the case with training programmes for those seeking employment.

The next section will discuss how this mix of self-regulation by the social partners and government legislation works in practice.

LAWS AND REGULATIONS CONCERNING CONTINUING VOCATIONAL TRAINING

Most training arrangements are made mutually by employers and employees. Central national employers’ and employees’ organisations can collectively develop proposals for training agreements which are then, in the form of recommendations, brought before the employers’ and employees’ organisations that are organised according to business sector. These parties make agreements about the amount of time and money to be reserved for training in each business sector. These collective arrangements concerning training programmes are drawn up into collective labour agreements (CAOs) by union representatives and employers’ organisations. It can be argued that the government has an indirect influence on the training of employers through declaring all CAOs to be universally binding. The agreements set down by the social partners in a CAO not only apply to organised employers and employees, but to all companies and employees subject to that CAO.

By making funds available in the form of temporary subsidies, the government can also realise its own training priorities in CVT. Examples of such arrangements, often intended for vulnerable groups of employment-seekers, will be addressed in this section.

The Labour Provision Act

Training of people seeking employment, with the goal of (re)entering the labour process, is the collective responsibility of the Ministry of Social Affairs and Employment and the social partners. This training is legally grounded in the 1991 Labour Provision Act. The implementation of this law was realised by the Central Employment Office (CBA) and the 18 Regional Employment Offices (RBAs). The CBA determines the main points of labour market policy and makes funds available for RBA training budgets. Within central priorities, the RBAs then have the freedom to conduct their own regional training and employment policy. The law was evaluated in 1995. This resulted in a recommendation that the policy of Regional Employment Offices should concentrate more on employment-seekers who are in a position ‘far away from the labour

36 Those Regional Employment Offices administrate the Central Employment Offices. Each RBA administrates a part of the files of the CBA.
market’. Training programmes should specialise in short vocational training that focuses on matching these unemployed people with vacancies in the labour market. It is not necessary that Employment Offices possess their own training institutes. The revised Labour Provision Act, which took effect on 1 January 1997, opted for internal privatisation of training institutes (see also p. 15). It is conceivable to privatise training institutes even further in the future.

**Stimulation arrangements for schools for the employed and employment-seekers**

A number of subsidy arrangements support the implementation of training for the employed and those seeking employment. These arrangements allow for Employment Offices to purchase training of employment-seekers from ROCs and commercial suppliers. At the same time, some arrangements can be used for maintaining the employment of certain people who might otherwise lose their position:

- **The Training Framework Arrangement (KRS):** this arrangement allows Regional Employment Offices to have training be provided by industries, sector training institutes, private trainers and ROCs. Companies and O&O funds can organise training programmes for untrained employees in order to allow them to maintain their position in the labour market, using the subsidies of the KRS.

- **The Business Sector Specific Contribution Arrangement for Training the Unemployed (BBSW):** this arrangement was effected in 1996. The arrangement intends to stimulate business sectors to co-operate with the Central and Regional Employment Offices to train those unemployed who, after training, have a good chance of finding work in that sector.

**Arrangements stemming from the Ministry of Economic Affairs**

The Ministry of Economic Affairs’ policy document titled ‘Alliances and the business community’ (1992) provides an interpretation of the ‘working together on vocational education’ covenant reached by the government and the social partners earlier that year. The policy document design contains three programmes to support the business community in activities to improve the link between education and the labour market. These projects were completed in 1997:

- **VRIJMARKT (free-market):** This short-term programme aims at improving regional co-operation between all those involved in education and the labour market in order to solve the linking problem. VRIJMARKT is being implemented in six regions in the Netherlands.

- **IMPULS (impulse):** This programme also is temporary based and focuses on achieving a structural improvement in the link between vocational education and the business community by means of an integrated approach to
the problems. The objectives of VRIJMARKT and IMPULS are therefore the same, however VRIJMARKT concentrates on the regional aspect and IMPULS on co-operation in the business sectors.

- **TRANSMIT:** This subsidy arrangement for a study programme has been implemented in three business sectors. The arrangement has resulted in the development of an instrument by which the business sectors themselves can conduct an exploratory study on the need for training and education. Some 26 sectors applied this subsidy arrangement instrument between 1993 and 1995.

In addition to these arrangements, the Ministry of Economic Affairs also makes funds available, on an annual basis, to people who wish to start a business. These starters' courses, not to be confused with entrepreneurial education, are informative in nature and meant for people who are contemplating starting their own company.

**Arrangements in collective labour agreements**

Many collective labour agreements (CAOs) contain clauses which relate to employee training. In this way, agreements are set down in many CAOs about the establishment of O&O funds. The CAO parties administrate these funds, and the financial resources are derived from subtracting a standard per cent (0.2% to 2% in 1994) from the gross wages of all employees. The government also contributes to the funds by issuing subsidies to certain activities, such as setting up training programmes for those seeking work (see p. 32).

In addition, in the area of training, agreements are often set down in CAOs about:

- continuing to pay of days of leave to the benefit of training (varies between 1 and 10 days a year);
- conducting studies about, for example, training needs and/or pressure points in the labour market.

**Schooling of temporary employees (employment agencies)**

Because of the increase in the number of temporary employees, a greater number of employees are at risk of falling outside of training arrangements. In 1996, this was an incentive for the central employers’ and employees’ organisations to promote the inclusion of those employees with a flexible labour contract in the training arrangement for the business sectors concerned. Furthermore, temporary employment agencies realise that they must have a qualified supply of personnel at their disposal in order to be competitive. Both developments demand extra training efforts. In the spring of 1995, a covenant was drawn up between

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37 Approximately 70% of the number of employees in the market sector are subject to a CAO which provides for the establishment of an O&O fund.
the social partners in the temporary sector, which provides for a coherent package of measures to be included in CAOs. A fund may possibly be established to supervise the spending of resources on training. These agreements will be evaluated after five years.

**European funds and programmes to promote schooling of the employed and employment-seekers**

Resources are made available for the training of employees and those seeking work by the European Social Funds (ESF). In addition to objective 3, the training of young people and the long-term unemployed, an important impulse is also given in the fourth ESF objective. This fourth objective, training for lesser-educated employees and those employees who are in danger of becoming unemployed, was implemented in 1995. In the Netherlands, the objective is usually applied to motivate lesser-educated employees to participate in training. A maximum of 45% of the costs is reimbursed by ESF funds, and the rest is financed from collective and/or private funds. Arrangements have been made for SME employees and women, young people and the disadvantaged in the ADAPT and EMPLOYMENT programmes respectively. The Ministry of Social Affairs and Employment is responsible for implementing both objective 4 of the ESF programme and the ADAPT and EMPLOYMENT programmes.

**Other laws which include arrangements for training**

There are other laws that include training arrangements. These may relate to requiring a certain diploma in order to practice a given vocation, or the availability of training facilities to certain groups. An example is given here for both of these cases.

**The Business Licensing Act for entrepreneurs**

We have already seen that (starting) entrepreneurs must possess an entrepreneurial diploma in some business sectors. Programmes receive only government funds for young people in senior secondary vocational education (MBO). The courses are a part of the qualification structure. In the context of CVT, the course work is done through private training institutes.

**The Works Councils' Law**

This law regulates employee co-determination in businesses. Every company employing more than 35 people is required to establish a works council that is comprised of employees in that company. This law arranges for training leaves for works council members to allow them to adequately participate in decision-making.
3. VOCATIONAL EDUCATION EXPENDITURES

This chapter focuses on expenditures on vocational education. The first section examines IVT expenditures on the part of both the government and the business community. The next section examines CVT expenditures in the same manner. A number of additional comments should be made:

- In the first place, as a result of the implementation of the Education and Vocational Training Act (WEB), the financial division between senior secondary vocational education (IVT) and adult education (CVT) cannot be clearly defined. In the second place, there are no governmental age restrictions for MBO and HBO funding. In our IVT and CVT classifications, we have made a distinction between MBO and HBO training programmes for young people (IVT) and training programmes for the employed and those seeking work (CVT). The government does not use this classification when addressing expenditures. As little as, this distinction has not been made in government statistical publications.
- The figures presented in this chapter do not always correspond to the new MBO classification. In recent years, publications including these figures have used figures based on MBO classifications that have since become outdated.
- Where recent data is not available, the data on business community expenditures on initial vocational training was borrowed from older research. This is stated in the presentation of the figures.

INITIAL VOCATIONAL TRAINING EXPENDITURES

The Ministry of Education, Culture and Science (OC&W) and the Ministry of Agriculture, Nature Management and Fisheries (LNV) are the most important sponsors of initial vocational training. The business community also contributes financially to IVT. In this chapter, we will examine the expenditures on initial degree education.
Governmental expenditures on senior secondary vocational education

Expenditures of the Ministry of OC&W

The 1997 National Budget has stated that the Ministry of OC&W will receive NLG 3,966 million for the vocational and adult education (BVE) sector.\(^{38}\) 70\% of this sum is reserved for MBO. This comes to 6.7\% of the total expenditures of this Ministry.

The sum to be received by Regional Training Centres (ROCs) from the Ministry of OC&W for MBO is student-dependent. This means that the number of government-funded employees is dependent on the number of participants. The number of employees for which an ROC receives a subsidy can be calculated on the basis of a prescribed ratio between participants and personnel. The ministry works with a fixed sum that is remitted for each employee, called the average personnel cost (GPL).\(^{39}\) Starting in 1997, funding for housing will be calculated separately, in most cases per square metre. Until this time, these costs together with the personnel allowance were included in an integral exploitation allowance.

The table on the next page gives an overview of the senior secondary vocational education (MBO) and adult education expenditures in 1995 and 1996 and a prognosis for expenditures in the years to come.

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\(^{38}\) By the BVE-sector all secondary vocational training and all forms of adult education is meant. Since 1996 these types of education are administered under one act: the Educational and Vocational Training Act (WEB).

\(^{39}\) In working with an average price per employee, schools with relatively young employees have an advantage; this is a burden for schools with older employees. This is due to the reimbursement system in which older and more experienced instructors automatically earn more than their younger colleagues.
<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total expenditures:</td>
<td>410.8</td>
<td>3615.5</td>
<td>3965.6</td>
<td>4098.7</td>
<td>4135.7</td>
<td>4145.4</td>
<td>4161.9</td>
</tr>
<tr>
<td>Exploitation</td>
<td>3029.8</td>
<td>3360.1</td>
<td>3323.3</td>
<td>3319.9</td>
<td>3320.5</td>
<td>3340.4</td>
<td>3362.0</td>
</tr>
<tr>
<td>- MBO</td>
<td>1909.1</td>
<td>2094.3</td>
<td>2037.8</td>
<td>2043.1</td>
<td>2042.8</td>
<td>2050.4</td>
<td>2063.6</td>
</tr>
<tr>
<td>(asylum seekers)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- apprenticeships</td>
<td>446.0</td>
<td>468.0</td>
<td>477.1</td>
<td>474.9</td>
<td>474.7</td>
<td>481.7</td>
<td>484.4</td>
</tr>
<tr>
<td>(course fee receipts)</td>
<td>(-53.4)</td>
<td>(-49.3)</td>
<td>(-48.3)</td>
<td>(-46.7)</td>
<td>(-46.7)</td>
<td>(-46.7)</td>
<td>(-46.7)</td>
</tr>
<tr>
<td>- non-formal education</td>
<td>12232.5</td>
<td>133.6</td>
<td>133.7</td>
<td>133.4</td>
<td>133.6</td>
<td>134.9</td>
<td>135.8</td>
</tr>
<tr>
<td>- second-chance education (naturalisation)</td>
<td>(127.1)</td>
<td>(133.1)</td>
<td>(138.2)</td>
<td>(137.7)</td>
<td>(137.7)</td>
<td>(137.7)</td>
<td>(137.7)</td>
</tr>
<tr>
<td>On-the-job education</td>
<td>210.3</td>
<td>(154.5)</td>
<td>(140.4)</td>
<td>(133.1)</td>
<td>(128.8)</td>
<td>(129.1)</td>
<td>(128.5)</td>
</tr>
<tr>
<td>Housing</td>
<td>170.7</td>
<td>271.5</td>
<td>299.2</td>
<td>302.0</td>
<td>302.0</td>
<td>302.0</td>
<td></td>
</tr>
<tr>
<td>Legal entitlements</td>
<td>210.3</td>
<td>(154.5)</td>
<td>(140.4)</td>
<td>(133.1)</td>
<td>(128.8)</td>
<td>(129.1)</td>
<td>(128.5)</td>
</tr>
<tr>
<td>Other</td>
<td>117.8</td>
<td>255.4</td>
<td>288.3</td>
<td>281.6</td>
<td>315.1</td>
<td>304.9</td>
<td>299.8</td>
</tr>
<tr>
<td>- Article 20 01</td>
<td>92.5</td>
<td>140.9</td>
<td>193.4</td>
<td>188.4</td>
<td>212.4</td>
<td>209.4</td>
<td>211.4</td>
</tr>
<tr>
<td>- Article 20 03</td>
<td>114.4</td>
<td>94.8</td>
<td>93.1</td>
<td>102.7</td>
<td>95.5</td>
<td>88.4</td>
<td></td>
</tr>
</tbody>
</table>

1. The figures included here for asylum seekers link OC&W student estimates and OC&W budget totals. Starting in 1988, the budgets will be found under the supplementary bookkeeping entry 'to be determined further/to be distributed further' of the Ministry of Finance. Each year, an adjustment takes place on the basis of the most recent overviews.

(Source: Ministerie van OC&W, 1997 Rijksbegroting, p. 61)

In this table, the increase in 1996 expenditures as compared to 1995 is the result of a new calculation of labour costs and privatisation of the National Civil Pension Fund. The increase of incidental earnings provides for an increase in the costs. Prioritising Dutch as a second language and the extra investment required for this has also led to an increase in the budget. In addition, expenditures concerning on-the-job education in health care services starting in 1997 are also to be paid by the Ministry of OC&W. Up until 1996, the Ministry of Welfare, Public Health and Sport (WVS) was responsible for this health care service education. The expenditures under “other” bookkeeping entry includes estimated costs for various support institutions, expenditures on examinations, and the costs for school ships and boarding schools for nautical education.
Expenditures on other divisions in the BVE sector can be seen in the following table. The bookkeeping entries in bold type explicitly relate to senior secondary vocational education (MBO):

<table>
<thead>
<tr>
<th>Article subdivisions 20.01</th>
<th>Expenditures</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Vocational education:</strong></td>
<td></td>
</tr>
<tr>
<td>Schools for MBO and BBO</td>
<td>1 577 418</td>
</tr>
<tr>
<td>Schools for MBO and BBO</td>
<td>770 100</td>
</tr>
<tr>
<td>National bodies, umbrella organisations + national and regional SBKV social welfare centres</td>
<td>221 459</td>
</tr>
<tr>
<td>Non-formal education</td>
<td>139 341</td>
</tr>
<tr>
<td>'In service' education</td>
<td>0</td>
</tr>
<tr>
<td><strong>Adult education:</strong></td>
<td></td>
</tr>
<tr>
<td>Stimulating the training market, MBO, COO</td>
<td>147 497</td>
</tr>
<tr>
<td>General secondary adult education</td>
<td>196003</td>
</tr>
<tr>
<td>Primary education</td>
<td>244449</td>
</tr>
<tr>
<td>Naturalisation</td>
<td>0</td>
</tr>
<tr>
<td>Examinations</td>
<td>22 009</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>3 318 276</td>
</tr>
</tbody>
</table>

*(Source: Ministerie van OC&W, 1997 Rijksbegroting, p. 152)*

**Expenditures of the Ministry of LNV**

The expenditures of the Ministry of LNV on senior secondary vocational education (MBO) are based on regulations in the Education and Vocational Education Act (WEB). This has been implemented on the basis of the same criteria as the Ministry of OC&W. The expenditures of the Ministry of LNV on MBO thus will go to so called 'continuing agricultural education'. This is a combination of MBO and VBO (pre-vocational education); (see the schematic description of Dutch Vocational Education in Chapter 1). It is not possible to calculate expenditures on MBO separately.
Table 3: Expenditures on continuing agricultural education (x NLG 1,000)

<table>
<thead>
<tr>
<th>Government Grant</th>
<th>1996</th>
<th>1997</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exploitation</td>
<td>370,816</td>
<td>381,305</td>
</tr>
<tr>
<td>Housing</td>
<td>38,464</td>
<td>45,000</td>
</tr>
<tr>
<td>Unemployment benefits</td>
<td>23,385</td>
<td>21,109</td>
</tr>
<tr>
<td>Other subsidies and expenditures</td>
<td>31,527</td>
<td>25,410</td>
</tr>
<tr>
<td>Total</td>
<td>464,192</td>
<td>472,824</td>
</tr>
</tbody>
</table>

(Source: Ministerie van LNV, 1997 Rijksbegroting, p. 120)

A part of senior secondary agricultural vocational education also takes place in the Innovation and Practice Centres (IPCs), in particular the providing of the practical support of senior secondary agricultural education. In Chapter 4 (p. 52), the activities of the IPCs are examined further. The following table indicates the expenditures on IPCs:

Table 4: Expenditures on Innovation and Practice Centres (x NLG 1,000)

<table>
<thead>
<tr>
<th>Government Grant</th>
<th>1996</th>
<th>1997</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exploitation</td>
<td>40,150</td>
<td>41,410</td>
</tr>
<tr>
<td>Housing</td>
<td>5,118</td>
<td>5,118</td>
</tr>
<tr>
<td>Unemployment benefits</td>
<td>2,088</td>
<td>1,849</td>
</tr>
<tr>
<td>Other subsidies and expenditures</td>
<td>2,380</td>
<td>2,400</td>
</tr>
<tr>
<td>Total</td>
<td>49,736</td>
<td>50,777</td>
</tr>
</tbody>
</table>

(Source: Ministerie van LNV, 1997 Rijksbegroting, p. 121)

Governmental expenditures on higher vocational education

Expenditures of the Ministry of OC&W
- personnel and material expenditures: NLG 1,859 million
- unemployment benefits: NLG 175 million
- other expenditures: NLG 140 million
- housing: NLG 358 million

In 1997, the costs for personnel and material expenditures came to NLG 1,859 million. These costs are calculated according to the number of "student years". This refers to the number of years that a student may take to complete a course of study (the length of stay), multiplied by the number of students participating...
in that programme. A number of policy measures contribute to the fact that the number of student years is decreasing, from which a reduction in government expenditures can be observed. Examples of such policy measures are the implementation of achievement scholarships and the possibility of creating exemptions in which the period of study can be shortened from four to three years for participants coming from MBO and VWO (pre-university education). The allowance for personnel and material expenditures is given, as in MBO, to the schools based on the number of employees that an institution may have, and multiplied by an average amount for each employee (average personnel cost). The number of employees is derived from the number of registered students/student years. In the 1995/1996 academic year, this student/employee ratio was 18.9. This means that for every 18.9 participants, one educating staff member may be hired. (For the vocational education educational track (full-time) in MBO, the ratio is 20.4.) In 1997, expenditures on legal entitlements to unemployed instructors came to NLG 175 million.

From the 'other expenditures' bookkeeping entry, items such as the policy priorities will be paid for on the basis of the Higher Education and Research Plan (HOOP). The creation of a separate bookkeeping entry for housing is a result of the decision on decentralisation of housing and spending of the schools of higher vocational education on 1 January 1994. Since this date, schools of higher vocational education receive a normative allowance for housing expenses. In 1997, this will involve a figure of NLG 358 million.

Total governmental expenditure on HBO education will continue to increase until 1997. Starting in 1998, a decrease is expected. This decrease is linked with the phased increase in tuition fees. This means that schools for higher vocational education will have an increased income due to the contribution from the participants (and their parents), and less from governmental contributions. The reduction referred to earlier in the allowed 'length of stay' will also contribute to a reduction in expenditures.

The expenditures of the Ministry of LNV

The expenditures of the Ministry of LNV on higher vocational education are based on the regulations of the Higher Education and Research Act (WHW), implemented on the basis of the same criteria as the Ministry of OC&W. In 1997, the National Budget for the Ministry of LNV is NLG 117 million. This sum was divided in the following bookkeeping entries:

- exploitation (personnel and material expenditures): NLG 81.5 million
- unemployment benefits: NLG 2.5 million
- other expenditures: NLG 14 million
- housing: NLG 19 million
Governmental expenditures in the form of student grants and loans and study allowances

The Ministry of OC&W makes a financial contribution to initial vocational training, by means of the distribution of student grants and loans, or study allowances. In 1997, total expenditure will come to NLG 4,329 million, making up 11.6% of the Ministry of OC&W's total expenditure. From this amount, a sum of NLG 2,037 million is reserved for MBO and HBO education, and comes to approximately 5.5% of the Education Budget. These funds are also intended for participants in agricultural vocational education.

The legal basis for these expenditures is found in the Student Finance Act (WSF) and the Study Allowance Act (WTS). A system of reimbursement of travel costs for all those who have a right to student grants and loans is also included in the WSF. Starting at age 18, every MBO and HBO student receives a student grant and an annual permit for public transportation. Both of these are paid for by the WSF. The following tables show the division of the expenditures on student grants and loans and for travel costs for IVT participants:

From these tables it is possible to see that NLG 1,958 million is available for student grants and loans in initial vocational training in 1997. The actual expenditures differ because scholarships are being reimbursed. The amount to be received in 1997 has been estimated at NLG 574 million.

Table 5: Expenditures on student grants and loans (WSF) (x NLG 1 million)

<table>
<thead>
<tr>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HBO</td>
<td>1028.6</td>
<td>809.8</td>
<td>542.3</td>
<td>604.2</td>
<td>401.7</td>
<td>208.8</td>
<td>508.1</td>
</tr>
<tr>
<td>MBO</td>
<td>847.4</td>
<td>810.6</td>
<td>779.6</td>
<td>704.1</td>
<td>672.6</td>
<td>653.2</td>
<td>662.5</td>
</tr>
</tbody>
</table>

(Source: Ministerie van OC&W, 1997 Rijksbegroting, p. 94)

Table 6: Expenditures travel expenses in the framework of WSF (x NLG 1 million)

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HBO</td>
<td>224.5</td>
<td>809.8</td>
<td>334.8</td>
<td>304.5</td>
<td>199.3</td>
<td>184.6</td>
<td>155.5</td>
</tr>
<tr>
<td>MBO</td>
<td>212.1</td>
<td>810.6</td>
<td>302.0</td>
<td>271.3</td>
<td>173.6</td>
<td>171.3</td>
<td>172.7</td>
</tr>
</tbody>
</table>

(Source: Ministerie van OC&W, 1997 Rijksbegroting, p. 94)

40 On top of the grant, students can get a loan, depending on the income of their parents. Contrary to the grant, repayment of these loans (with interest) is obliged when the students finish or stop their study.

Vocational Education in the Netherlands
Some groups of participants in the education system can apply for a study allowance. Rules concerning the study allowance are included in the Study Allowance Act (WTS). This arrangement is also available for MBO and HBO students. The study allowance amount is dependent on the income of the student's parents. On the basis of the WTS, expenditures are made for seventeen-year-olds (TS17) and eighteen-year-olds (TS18) only. The following two tables present the expenditures on the study allowances of initial vocational training participants.

**Table 7: TS17 Expenditures - according to education type**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HBO</td>
<td>3.0</td>
<td>2.7</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MBO</td>
<td>70.9</td>
<td>64.5</td>
<td>73.8</td>
<td>80.6</td>
<td>80.9</td>
<td>82.1</td>
<td>84.0</td>
</tr>
<tr>
<td>Total</td>
<td>73.9</td>
<td>69</td>
<td>73.8</td>
<td>80.6</td>
<td>80.9</td>
<td>82.1</td>
<td>84.0</td>
</tr>
</tbody>
</table>

(Source: Ministerie van OC&W, 1997 Rijksbegroting, pp. 96-97)

**Table 8: TS18 Expenditures - according to education type**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HBO</td>
<td>0.7</td>
<td>3.5</td>
<td>3.7</td>
<td>3.8</td>
<td>3.9</td>
<td>3.8</td>
<td>3.8</td>
</tr>
<tr>
<td>MBO</td>
<td>1.0</td>
<td>1.4</td>
<td>1.1</td>
<td>0.9</td>
<td>0.7</td>
<td>0.6</td>
<td>0.6</td>
</tr>
<tr>
<td>Total</td>
<td>1.7</td>
<td>4.9</td>
<td>4.8</td>
<td>4.7</td>
<td>4.6</td>
<td>4.4</td>
<td>4.4</td>
</tr>
</tbody>
</table>

(Source: Ministerie van OC&W, 1997 Rijksbegroting, pp. 96-97)

**Business community expenditures on initial vocational training**

There is little data available on these expenditures. The most recent figures are from 1991. In that year, the Association of Dutch Companies (VNO), the 'umbrella' of the employers' organisations, commissioned a survey to calculate expenditures. In this survey, personnel expenses of the business community (for example, the time spent by employees of a company on guiding trainees) and material expenses (by making equipment available to schools) presented. Companies have been asked to give an estimate of their expenditures on VBO, MBO and HBO. The expenditures on VBO, that are not counted in initial vocational training, are not presented separately in the survey report.
Table 9: Annual investment according to initiative (x NLG 1 million)

<table>
<thead>
<tr>
<th>Activity</th>
<th>Labour costs and overhead</th>
<th>Material and reimbursements</th>
<th>Total expenses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration/examinations</td>
<td>110</td>
<td>-</td>
<td>110</td>
</tr>
<tr>
<td>Curriculum content</td>
<td>45</td>
<td>-</td>
<td>45</td>
</tr>
<tr>
<td>Inventory</td>
<td>-</td>
<td>75</td>
<td>75</td>
</tr>
<tr>
<td>Traineeship placement</td>
<td>800</td>
<td>400</td>
<td>1,200</td>
</tr>
<tr>
<td>Practical training placement</td>
<td>1,000</td>
<td>925</td>
<td>1,925</td>
</tr>
<tr>
<td>Teacher traineeships</td>
<td>2</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Counselling</td>
<td>45</td>
<td>50</td>
<td>95</td>
</tr>
<tr>
<td>Contract activities</td>
<td>-</td>
<td>130</td>
<td>130</td>
</tr>
<tr>
<td>Visiting lecturers</td>
<td>40</td>
<td>-</td>
<td>40</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,042</strong></td>
<td><strong>1,580</strong></td>
<td><strong>3,622</strong></td>
</tr>
</tbody>
</table>

(Source: VNO, De balans opgemaakt, 1991, p. 5)

Obviously, these estimates must be employed very carefully. In the national sample used for this survey, smaller companies (up to 5 employees) are under-represented. Despite the technical correction that was applied, some deviation from the real figures is possible. Furthermore, this survey was taken quite some time ago.

CONTINUING VOCATIONAL TRAINING EXPENDITURES

Training of the employed is the responsibility of both employers and employees. They are also responsible for these training expenses. Training of those seeking employment is the collective responsibility of the government and the business community. Continuing vocational training (CVT) involved in the training of the unemployed receives government funding (from the Ministry of Social Affairs and Employment).

Governmental financial support of continuing vocational training

The business community is the most important financial sponsor of CVT. The government funds a number of training programmes included in CVT. We have already encountered these in previous chapters. In this section, the extent of the governmental expenditures on this education is given.
### Diagram 5: Governmental financial support for continuing vocational training

<table>
<thead>
<tr>
<th>Facility</th>
<th>Extent of governmental expenditures (x NLG 1 million)</th>
<th>Ministry</th>
<th>Legal arrangement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vocational Training Centres</td>
<td>240 (1994)</td>
<td>SZW</td>
<td>Labour Provision Act (Arbo)</td>
</tr>
<tr>
<td>Vocational Training for Women</td>
<td>10 (1994)</td>
<td>SZW</td>
<td>Labour Provision Act (Arbo)/WEB</td>
</tr>
<tr>
<td>Centres for Vocational Guidance and Job Training</td>
<td>42 (1994)</td>
<td>SZW</td>
<td>Labour Provision Act (Arbo)</td>
</tr>
<tr>
<td>Entrepreneurial Education</td>
<td>0.6 (1997)</td>
<td>EZ</td>
<td>Establishment+ Act on Brands and Industry</td>
</tr>
<tr>
<td>Adult Education</td>
<td>604 (1997)</td>
<td>OC&amp;W</td>
<td>WEB</td>
</tr>
</tbody>
</table>

Except for direct CVT funding, expenditures coming from government funds and tax measures can be seen as a form of funding. The Reduction of Income Tax Payment and Social Security Contributions Act (WVA) is an example of a tax measure. This act gives employers a reduction in income tax and social security contributions if they provide lasting work for the long-term unemployed, or train employees in the MBO vocational education track (see Diagram 2, p. 7).

In diagram 6, an overview of the important funds and tax measures is presented. Unfortunately, figures are not available for all the funds and measures. This is due, in part, to the fact that some measures have only very recently been implemented (for instance, the Business Sector Specific Contribution Arrangement for Training the Unemployed (BBSW)). Furthermore, the tax facilities for training are not given separately on the tax forms, which in turn means that, for these facilities, the extent of the amounts cannot be calculated.
Diagram 6: Government expenditures on CVT in the form of funds and tax measures

<table>
<thead>
<tr>
<th>Facility</th>
<th>Target group/point of application</th>
<th>Extent of CVT governmental expenditures (x NGL 1 million)</th>
<th>Ministry</th>
</tr>
</thead>
<tbody>
<tr>
<td>Child benefit</td>
<td>request-individual: for children up to 18 years</td>
<td>unknown</td>
<td>SZW (Social Affairs and Employment)</td>
</tr>
<tr>
<td>Supplementary benefit</td>
<td>request-individual: for the lowest incomes for study expenses</td>
<td>NGL 23 million (1995)</td>
<td>SZW</td>
</tr>
<tr>
<td>Benefit kept during studies</td>
<td>request-individual: benefit claimants</td>
<td>NGL 23 million (1995)</td>
<td>SZW</td>
</tr>
<tr>
<td>Tax deduction of study expenses and extraordinary expenses</td>
<td>request-individual: keeping up with the field of study; improving the market position</td>
<td>unknown</td>
<td>Finance</td>
</tr>
<tr>
<td>Deduction of vocational courses/training costs</td>
<td>request-company</td>
<td>unknown</td>
<td>Finance</td>
</tr>
<tr>
<td>Reduction of income tax payment and social security contributions</td>
<td>request-company</td>
<td>unknown</td>
<td>Finance</td>
</tr>
<tr>
<td>Business Sector Specific Contribution Arrangement for Training the Unemployed (BBSW) 1996</td>
<td>request-business sector</td>
<td>maximum NGL 7,000 per unemployed person who has fully completed training and signed an employment contract</td>
<td>SZW (distributed through Employment Offices)</td>
</tr>
<tr>
<td>Starters course contribution</td>
<td>request-individual</td>
<td>NGL 1 million (1997)</td>
<td>EZ (Economic Affairs)</td>
</tr>
</tbody>
</table>

(Source: Visser, Continuing vocational training in Nederland, 1993, actualisation by the authors.)

Business community expenditures on continuing vocational training

The table below gives an overview of the expenditures on business training by the business community in 1993. In comparison with the 1990 figures, expenditures have increased more than NGL 500 million.
**Table 10: Business training expenses, privately owned businesses**

<table>
<thead>
<tr>
<th></th>
<th>Total NLG In millions</th>
<th>% of total labour expenses</th>
<th>per employee NLG</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>2996</td>
<td>1.7</td>
<td>910</td>
</tr>
<tr>
<td>1993</td>
<td>3515</td>
<td>1.7</td>
<td>990</td>
</tr>
</tbody>
</table>

**According to business sector:**
- agriculture, hunting and forestry;
  fisheries
- mineral extraction and industry
- public facility businesses
- construction industry
- repair of consumer articles; trade
- hotel and catering industry
- transport, storage and communication
- financial institutions
- rental and commercial services, culture, recreation; other services

**According to business size:**
- 5 - < 100 employees
- 100 - < 500 employees
- 500 employees or more

1) Expenses include costs of lost labour. Training programmes do not include student-training programmes, training in the workplace, participation in conventions, seminars or correspondence courses.


From these figures, it appears that the mineral extraction and industrial sectors invest the most in training in absolute figures; this is 1.7% of the labour costs. The financial sector scores highest in terms of percentage: 3.6% of the labour costs. In absolute figures, the latter amount is approximately half the figure of mineral extraction and industrial sectors. From this overview, it is also clear that as the size of the company decreases, so too do expenditures on business training as a percentage of labour costs, as do expenditures on business training per employee. Most employee CVT programmes are offered through the employing company and private institutes.
Table 11: Those offering training to employees, as a percentage of participation, 1993

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Internal</th>
<th>External</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private institutes</td>
<td>35</td>
<td>26</td>
<td>52</td>
</tr>
<tr>
<td>Branch institutes</td>
<td>11</td>
<td>5</td>
<td>23</td>
</tr>
<tr>
<td>Government funded institutes (e.g. ROCs)</td>
<td>4</td>
<td>2</td>
<td>9</td>
</tr>
<tr>
<td>Other institutes</td>
<td>6</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Equipment suppliers</td>
<td>3</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>Own company</td>
<td>41</td>
<td>59</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100</strong></td>
<td><strong>100</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

(Source: Hövels, 1996, p. 182)

**Participant expenditures**

Participants in continuing vocational training also have expenditures. These include tuition fees of people who wish to follow a course in their own free time (such as correspondence courses or part-time MBO and HBO training). There are no reliable figures available for these participant expenditures. Participation in correspondence and other distance learning programmes was found to be rather extensive (Hövels, 1996, p. 187). In addition, the authors estimate that as a whole, participants spend NLG 1,000 million a year on these types of programmes. Total participant expenditure has been estimated at approximately NLG 2,200 million a year.

**Initial and Continuing Vocational Training Expenditures as a Part of Gross Domestic Product**

In recent years, a growing appeal for education has been made, which calls for a more efficient and functional way of working with limited resources. Consequently, the portion of the national income devoted to research and education has become smaller. ‘Sober and functional’ is the description used by the Ministry of OC&W in the 1997 National Budget. The next graph shows this decrease. Bear in mind that this graph only deals with the education expenditures of OC&W.
Graph 1: Education + research expenditures as a % of GDP

In the Netherlands, the Central Statistical Office (CBS) does not separately calculate governmental and business community expenditures on initial and continuing vocational training. On the basis of available figures, the authors of this publication have themselves made an indicative calculation. Given the diversity of the sources available, from which the figures were used, this calculation must be interpreted with the necessary caution.

Table 12: Indication of vocational education expenditures as a % of GDP (x NLG 1 million)

<table>
<thead>
<tr>
<th>Absolute</th>
<th>% of GDP</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Gross Domestic Product</td>
<td>635,010 (1995)</td>
</tr>
<tr>
<td>Expenditures on IVT</td>
<td>3,461 (1995)</td>
</tr>
<tr>
<td>- OC&amp;W expenditures on IVT</td>
<td>3,381 (1995)</td>
</tr>
<tr>
<td>- LNV expenditures on IVT</td>
<td>143 (1995)</td>
</tr>
<tr>
<td>Expenditures on CVT</td>
<td>7,800 (1993/1994)</td>
</tr>
<tr>
<td>- governmental expenditures on CVT</td>
<td>2,000 (1994)</td>
</tr>
<tr>
<td>- business community expenditures on CVT</td>
<td>3,500 (1993)</td>
</tr>
<tr>
<td>- participant expenditures on CVT</td>
<td>2,200 (estimated)</td>
</tr>
</tbody>
</table>


(Source: Ministerie Onderwijs begroting 1997)
4. PROVIDERS OF VOCATIONAL EDUCATION, ACCESS AND PARTICIPATION

PROVIDERS OF INITIAL VOCATIONAL TRAINING

Training programmes within the framework of initial vocational training are offered by a number of institutions. In addition to the previously mentioned Regional Training Centres (ROCs), Agricultural Training Centres (AOCs) and (agricultural) schools for higher vocational education, there are also 'vocational institutions' in the Netherlands. In this section, we will briefly examine these institutions. Although they do not offer initial vocational training directly, the task of the National Vocational Education bodies (LOBs) will also be discussed. According to our definition (see p. 1), private institutions are not included in initial vocational training. However, we are aware that these private institutions do offer initial vocational training in the Netherlands. For the sake of completeness, we will examine these institutions on page 51.

Regional Training Centres

Since the end of the 1980s, senior secondary vocational education (MBO) has increased in scale. This process will continue in connection with the new subsidiary conditions legally required in the WEB.41

As a result of this scale-up process, educational institutions came into existence offering a coherent system of training programmes in the area of (adult) education and MBO (for the exact structure of the training programmes offered, see the diagram on p. 7). In this way, in every region of the Netherlands, an educational institution must exist that conforms to the needs and capabilities of a large section of the population.

Vocational Institutions

Vocational institutions are responsible for senior secondary vocational education (MBO) in a particular business sector. The Ministry of OC&W has allowed some business sectors, such as the shipping industry, furniture makers and the graphics industry, to offer their MBO programmes outside the multi-sectoral ROC institute. These vocational institutions may remain independent if they can demonstrate that 'their' education cannot be suitably carried out within an ROC. Vocational institutions will be funded by the Ministry of OC&W. They

41 With effect from 1 January 1998, all vocational training and adult education should be associated with an ROC. If this does not occur, funding to the institution will be stopped. Only in very few cases may this rule be delayed until 1 January 2000.

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may offer all MBO training programmes and training levels within their vocational area.

**Agricultural Training Centres and Innovation and Practice Centres**

Agricultural Training Centres (AOCs) offer senior secondary agricultural education. Preparatory agricultural education also comprises part of the AOCs (see the first diagram in Chapter 1). In the Netherlands, there are 18 AOCs, each having different branches. Until the WEB came into force, the agricultural training programmes had their own organisation and qualification structures. Since the WEB has taken effect, the AOCs have had the choice to continue as independent AOCs, or to become a part of an ROC. In any case, starting on 1 January 1996, the training programmes offered must satisfy the format criteria of the qualification structure as is outlined in the WEB. From that point on, the AOCs must also differentiate between two educational tracks and offer training programmes on four different qualification levels.

AOCs remain rather small institutions, which combine forces at a national level to offer and renew all the programmes offered in the sector of agriculture and the natural environment. With combined expertise, materials and resources, the suitability and efficiency of the education is increased. Furthermore, the AOCs receive support from the Innovation and Practice Centres (IPCs). IPCs are institutions that provide a service by innovative developments and implementing the renewal of training programmes. Specifically, specialist training programmes and training programmes using special materials and resources are implemented by the IPCs. In setting tasks in terms of instruction, demonstration, and dissemination of information, IPCs help flesh out innovations in agricultural education.

**National Vocational Education bodies**

National Vocational Education bodies (LOBs) are centres of expertise for senior secondary vocational education (MBO). These are organised according to business sector. LOBs are not responsible for initial vocational training themselves, but fill an important role in the fine-tuning of the training programme curriculum and vocational practice. Each LOB develops a cohesive set of MBO qualifications for its own business sector. The LOBs are collectively responsible

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42 We have seen on p. 4 that the Ministry of OC&W includes preparatory vocational education in secondary education both in substance and organisation.

43 In 1996, there were eighteen AOCs and one ROC with an agricultural department in the Netherlands.

44 The Minister of LNV has announced that as of the year 2000, the obligation will be lifted that IPCs take care of the practical component of AOC training programmes. After this point in time, AOCs will have the opportunity to decide themselves how the practice component will be carried out.
for the development of a cohesive qualification structure for MBO as a whole. The basis of the qualification structure is formed from occupational profiles determined by the business community. As a rule research and development of these occupational profiles is undertaken by the LOBs. The LOBs have a task in mediating and obtaining traineeship placement for MBO, and they are responsible for the selection and quality monitoring of these placements. The LOBs also advise the Minister of OC&W on the training curriculum and the decentralisation of senior secondary vocational education. Furthermore they can take a role in external legitimating of MBO examinations (see p. 69). At this point in time, there are 22 National Educational Bodies for Vocational Training in the Netherlands (see Appendix 1).

(Agricultural) schools for higher vocational education

Schools for higher vocational education are responsible for HBO training programmes, which train for functions in the middle and higher levels in the business community, community health care and the public sector. There are 67 schools for higher vocational education in the Netherlands (1995/1996 academic year), six of which concentrate on higher agricultural education (HAO). Just as with MBO, the number of HBO educational institutions has fallen due to merger operations. Recently the Minister of LNV has even proposed that all the existing institutions unite to form a single institution of higher agricultural vocational education, with one management and administration system and with locations spread all over the country.

HBO training programmes are divided into two parts: the 'preliminary phase' and the 'principal phase'. The total duration of training is, dependent on the preparatory training, either three or four years. Upon completion of HBO training, the graduate either receives the title of 'ingenieur', (for engineering/technological and agricultural training programmes), or 'baccalaureus' (for other training programmes). The graduate may also use the title 'bachelor'. This title is meant particularly for those studying or working in foreign countries.

Private institutions

Preparatory training programmes for initial vocational qualification can also be offered by private institutions. First of all we can name private institutions, such as institutes for correspondence courses and education, which offer programmes to obtain an MBO or HBO diploma. Secondly as we have already seen in Chapter 1 the WEB pointedly makes it possible for private institutions to offer training programmes to obtain an official qualification (the new qualification structure). Doing so, they must meet the same demands as the funded training programmes. One of these requirements is that the training programmes must be registered in the Central Registry for Vocational Education (CREBO). A similar arrangement applies to private institutions, which provide
HBO training programmes. These must be registered in the Central Registry for Higher Education Training Programmes (CROHO).

ENTRY REQUIREMENTS FOR INITIAL VOCATIONAL TRAINING

The minimal entry requirements for MBO education are defined in the WEB. These entry requirements apply to the diploma obtained (VBQ/MAVO) or the level attained in another preparatory training programme (for example proof of advancing from class 3 to class 4, from HAVO or VWO). WEB also makes room for fluid entry into programmes, for instance in the training programmes at Level 1, but gives LOBs the freedom to complete further elaboration themselves. The institutes can also themselves determine if they wish to set additional entry requirements. Generally, these additional demands involve the combination of subjects the student must have followed in a preparatory training programme (for example, in mathematics or the exact sciences).

The HBO entry requirements have been included in the WHW. As a primary rule, an HAVO or VWO diploma is sufficient for entry into all HBO training programmes. It is also possible to enter into HBO with an MBO diploma. An MBO diploma normally only gives access to related training programmes at an HBO level. Additional demands may also be made on the HBO level, regarding the combination of subjects followed by the student in preparatory training programmes. For MBO, the institutions (ROCs) have the authority to set these additional demands themselves. For HBO, these additional demands are set up at a national level by the Minister of OC&W. Furthermore, certain training programmes require that potential participants must be deemed 'suitable', such as for training programmes in the arts and hotel management.

FACILITIES IN INITIAL VOCATIONAL TRAINING FOR SPECIAL TARGET GROUPS

In the Netherlands, education policy is geared towards making vocational qualification possible for everyone, regardless of ethnic background, handicap or gender. In order to promote integration, training of as many participants as possible takes place at Regional Training Centres or schools for higher vocational education. The government stimulates the improvement of access to regular training programmes for different groups of participants in various ways. In the context of the 1995-1999 Policy Agenda on Adult Education and Vocational Education, there is an integral arrangement of target groups ranked according to. Amongst other things, this arrangement aims to promote partici-
pation of immigrants, to promote participation of women in traditionally male-dominated fields, and to increase the number of MBO-diploma-receiving participants in these target groups.

**Immigrants in initial vocational training**

Immigrants should be included in the existing initial vocational training programmes. In the last few years, the government has made funds available to promote immigrant participation in initial vocational training. It is also expected that the ROCs and schools for higher vocational education take the initiative to improve immigrant access to training programmes. Up to this point in time, the results have been disappointing. In the 1995 education report, an annual report drawn up by the Dutch National Educational Inspectorate, accreditation visit results ascertained that the observed developments were not positive. Participation of immigrant students in MBO training programmes is relatively lower than that of native Dutch students. Also, relatively more immigrant students do not complete their course of study. Increased ‘recruitment’ of immigrant students has been recommended. The ROCs must develop a clear policy to improve the study results of immigrant participants.

In looking at HBO participation and study results, immigrant students still lag behind native Dutch students. Low immigrant participation is due to the low participation of immigrants in preparatory training programmes for HBO. The position of immigrant students does receive attention in HBO. In 1995, the Expertise Centre for Immigrants in Higher Education (ECHO) was set up. This centre financially supports the projects that must be promoted as immigrants advance to HBO.

**Women in initial vocational training**

As access is being improved to initial vocational training for immigrants, the government has also proposed to allocate available resources to improve access for women. The idea is to interest girls in engineering/technological senior secondary and higher vocational education. By adapting the teaching material and providing extra exercises to enhance engineering/technological skills, these training programmes should become more attractive to female students. The institutions are also expected to develop their own policy plans and take the initiative to improve female participation in these training programmes. The

45 The category of ‘immigrant students’ includes students whose parents have come to the Netherlands from another country (often from Turkey, Morocco, Surinam or the Netherlands Antilles). Next to this conception, the Dutch use the term ‘Recent Immigrants’ (Nieuwkomers). ‘Recent immigrants’ are those people who have received permission to live in the Netherlands. This often involves people and their families who have fled their native land for political reasons.
results obtained from the accreditation visits are far from positive in this area as well: 'In formulating target figures for the improvement of both influx and mobility of female students, improvement has only been seen in 7.2 per cent of the institutions' (1996 Educational Inspectorate, p. 157).

People with a handicap in initial vocational training

In Chapter 1, we have seen that special facilities have been created in special education for the benefit of the (mentally) handicapped. Special secondary education (VSO) in particular is concerned with finding a place in the labour market for mentally handicapped people and people with learning disabilities. Depending on the nature and severity of the handicap, these students can transfer from VSO to regular vocational education programmes. Here they can obtain the recognised vocational qualifications, usually at the first or second qualification level. Others find jobs in adapted working environments, so called sheltered workshops. And to an increasing degree, companies themselves are creating jobs for VSO participants, due to stimulation from specialised institutions (subsidised by the Ministry of SZW).

People with a physical handicap must also have the opportunity (as much as possible) to follow a training programme in the regular institutions (ROCs and schools for higher vocational training). A number of experiments are currently being conducted in MBO to discover which adaptations, such as in teaching material and housing, must be brought about. The experiments are part of a project funded by the Ministries of OC&W and SZW known as ‘Effective Educational Training for the Handicapped’ (EBG). In addition, the Ministry of OC&W funds the development of a monitoring system to evaluate the progress of this integration policy and the effects of their measures.

A separate foundation in HBO has been established to offer advice and information to people with a handicap: the Stichting Handicap en Studie (Handicap and Study Foundation).

New initiatives have been launched for training programmes for those with non-congenital brain damage. This group is rapidly growing, particularly as a result of traffic accidents, and is mainly composed of young people following MBO training programmes. Through special training programmes, efforts are being made to train these young people for a (lower) function in the sector where they were originally following a training programme.

In spite of all efforts to educate people with a handicap in ROCs or schools for higher vocational education, there are people for whom so much adaptation is necessary that they must be received in special institutions. In the Netherlands, there are five of these special institutions. They offer both initial vocational training and continuing vocational training. These training programmes are usually combined with a rehabilitation programme.
**Lesser-qualified participants in initial vocational training**

The new MBO qualification structure has a seamless intake procedure for those with low learning capacities. It was mainly for these people that the first qualification level was established. This level is not filled in all business sectors, however; LOBs from some business sectors have concluded that vocations at this level are not present in their business sector, and a training programme is therefore not necessary.

**INITIAL VOCATIONAL TRAINING PARTICIPATION**

The presentation of participation figures is complicated by the fact that Dutch statistics do not make a distinction between IVT and CVT, as meant in this report. The participation figures for full-time HBO (IVT) and part-time HBO (CVT) are often combined, or added to the participation figures of MBO (IVT) and adult education (CVT). Furthermore, these statistics are still derived using the old MBO divisions: long MBO, short MBO and apprenticeships. It must also be noted that in terms of target group participation, more figures are available for MBO than HBO. The reason for this is that this monitoring system is being developed in MBO to gather participation figures for these groups. The figures presented here have been adapted as much as possible to the divisions employed in this report concerning initial and continuing vocational training.

**MBO and HBO participation**

Traditionally, MBO has had more participants than HBO. The following table illustrates that MBO participation has remained relatively constant while the HBO sector continues to grow:

<table>
<thead>
<tr>
<th>Year</th>
<th>MBO</th>
<th>HBO</th>
</tr>
</thead>
<tbody>
<tr>
<td>1991/1992</td>
<td>435 535</td>
<td>203 147</td>
</tr>
<tr>
<td>1992/1993</td>
<td>431 946</td>
<td>211 213</td>
</tr>
<tr>
<td>1993/1994</td>
<td>430 080</td>
<td>218 531</td>
</tr>
<tr>
<td>1994/1995</td>
<td>428 759</td>
<td>224 734</td>
</tr>
<tr>
<td>1995/1996</td>
<td>424 799</td>
<td>227 126</td>
</tr>
</tbody>
</table>

(Source: Inspectie van het onderwijs: onderwijverslag over het jaar 1995)

The current stability in the number of MBO participants was preceded by a period of strong growth in this sector. This can be seen in the graph below. This graph indicates larger numbers of MBO participants than the table above. This is due to the fact that the former apprentice training educational track is not included in the graph.)
The strong growth of HBO in recent years seems to have come about at the expense of participation in university education. This can be seen in the graph below:

Participation in different types of MBO training programmes has varied very little over the years; interest seems to have fallen only in the engineering/technology and business economics sectors of MBO. The figures presented here only relate to the vocational education track (previously known as full-time education):
Table 14: Registered MBO participants for each sector in the vocational educational track (x 1,000) 1

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Engineering/technology</td>
<td>103</td>
<td>104</td>
<td>101</td>
<td>97</td>
</tr>
<tr>
<td>Business economics</td>
<td>116</td>
<td>114</td>
<td>102</td>
<td>99</td>
</tr>
<tr>
<td>Agricultural</td>
<td>16</td>
<td>16</td>
<td>16</td>
<td>15</td>
</tr>
<tr>
<td>Medical</td>
<td>21</td>
<td>29</td>
<td>28</td>
<td>27</td>
</tr>
<tr>
<td>Personal and social services</td>
<td>31</td>
<td>39</td>
<td>42</td>
<td>39</td>
</tr>
<tr>
<td>Social/cultural</td>
<td>19</td>
<td>22</td>
<td>28</td>
<td>28</td>
</tr>
</tbody>
</table>

1. Recent figures concerning participation in the vocational education educational track are not available.  
(Source: CBS, Werken en leren in Nederland 1996, Voorburg)

In HBO, interest has been growing in the areas of higher education in economics and management (HEO) and higher social and community work education (HSAO). The growth of higher education in engineering and technology (HTO) seems to have levelled off. The interest in higher education in fine arts (HKO), teacher training (HPO) and higher agricultural education (HAO) has remained the same over the years.

Table 15: Registered HBO students for each sector: 1990-1995 (full-time)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HEO</td>
<td>53 300</td>
<td>58 700</td>
<td>61 700</td>
<td>63 800</td>
<td>65 100</td>
<td>67 000</td>
</tr>
<tr>
<td>HGZO</td>
<td>18 000</td>
<td>17 300</td>
<td>16 600</td>
<td>16 900</td>
<td>17 200</td>
<td>17 500</td>
</tr>
<tr>
<td>HSAO</td>
<td>16 800</td>
<td>19 100</td>
<td>21 400</td>
<td>24 300</td>
<td>27 300</td>
<td>28 700</td>
</tr>
<tr>
<td>HTO</td>
<td>47 100</td>
<td>48 800</td>
<td>50 800</td>
<td>51 700</td>
<td>51 700</td>
<td>51 300</td>
</tr>
<tr>
<td>HKO</td>
<td>16 800</td>
<td>16 800</td>
<td>16 400</td>
<td>16 200</td>
<td>16 00</td>
<td>15 200</td>
</tr>
<tr>
<td>HPO</td>
<td>38 400</td>
<td>38 300</td>
<td>38 400</td>
<td>38 400</td>
<td>39 300</td>
<td>38 400</td>
</tr>
<tr>
<td>HAO</td>
<td>8 500</td>
<td>8 700</td>
<td>8 900</td>
<td>8 800</td>
<td>8 400</td>
<td>8 400</td>
</tr>
<tr>
<td>Total</td>
<td>198 900</td>
<td>207 700</td>
<td>214 200</td>
<td>219 800</td>
<td>225 000</td>
<td>218 100</td>
</tr>
</tbody>
</table>

1) Figures available from LNV up to 1994  
Success rates in MBO and HBO

A rather low percentage of participants successfully complete MBO training programmes. The average success rate is 55%, which means that 55% of the students of a certain training programme have completed and received a diploma for this training programme. However, this does not mean that the remaining 45% did not earn a diploma. Participants can sign up for training programmes in other directions: 'most students who leave MBO prematurely end up in another training programme', according to the accreditation visit reports for 1995 (p. 169).

The HBO success rate too leaves much to be desired. The 1996 Higher Education and Research Plan (HOOP) observes that 'at the moment', approximately one out of three original first-year HBO students leaves without a diploma; the drop-out rate is 31% (1996 HOOP, pp. 31-32). It should be noted that the success rate is higher in Higher Agricultural Education (HAC), where here the dropout rate was 'only' 8% (for the 1994/1995 academic year).

Immigrant participation in senior secondary vocational education

Immigrant participation figures are only available for senior secondary vocational education (MBO). These must be interpreted with the necessary caution. The figures presented here are the result of the monitoring system in which target group participation in MBO is described. The schools have been asked to submit figures for the monitoring programme. At this point in time, it seems that many schools do not register immigrants and handicapped people as a separate category (van Esch, 1996, p. 65). For this reason, the following table gives only a rough estimate of immigrant participation in MBO, since the only figures available were from schools who make this distinction in registration.

<table>
<thead>
<tr>
<th>Table 16: Percentage of immigrants in several MBO sectors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personal and social services and health care</td>
</tr>
<tr>
<td>- vocational education track</td>
</tr>
<tr>
<td>- apprentice training track</td>
</tr>
<tr>
<td>Business economics</td>
</tr>
<tr>
<td>- vocational education track</td>
</tr>
<tr>
<td>- apprentice training track</td>
</tr>
<tr>
<td>Engineering and technology</td>
</tr>
<tr>
<td>- vocational education track</td>
</tr>
<tr>
<td>- apprentice training track</td>
</tr>
</tbody>
</table>

If we look at these figures in comparison with others relating to the training levels of native Dutch students and immigrant students, it seems that, up to this point in time, relatively large groups of immigrants have completed only primary education. This is particularly true of Turkish and Moroccan men and women. Although intelligible, the slight growth in MBO participation that can be seen in the table above is considered quite disappointing in this context.

**Figure 1:** Training level of Dutch population from 15-64 years (1994).

* Cf. Diagram 1, page 3
*(Source: CBS, Werken en leren in Nederland, 1995)*

**Female participation in initial education**

The number of female participants in MBO in past years has not changed; the percentage is just under 50%. However, the proportion of these female participants in the different MBO sectors is not equally distributed, and a very traditional picture soon emerges. The percentage of women in the engineering and technology sector is very low, but very high in the personal and social services and health care.
Table 17: Female participation in MBO 1993/1994 (in %)

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engineering and technology</td>
<td>14%</td>
</tr>
<tr>
<td>Agriculture</td>
<td>28%</td>
</tr>
<tr>
<td>Business economics</td>
<td>50%</td>
</tr>
<tr>
<td>Personal and social services and health care</td>
<td>89%</td>
</tr>
</tbody>
</table>


The picture presented in HBO is almost identical.

Table 18: Female participation in HBO in 1993/1994 (in %)

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engineering/technology and applied scientific university education</td>
<td>14%</td>
</tr>
<tr>
<td>Agricultural education</td>
<td>29%</td>
</tr>
<tr>
<td>Business economics education</td>
<td>43%</td>
</tr>
<tr>
<td>Social and community work education</td>
<td>77%</td>
</tr>
<tr>
<td>Health care education</td>
<td>80%</td>
</tr>
<tr>
<td>Education in the arts</td>
<td>55%</td>
</tr>
<tr>
<td>Teacher training</td>
<td>70%</td>
</tr>
</tbody>
</table>


Participation of the handicapped in initial vocational training

The number of (physically) handicapped participants in MBO seems to be decreasing. The researchers involved in the previously mentioned monitoring system explain that this may be due to the fact that some ROCs do not register the handicapped in a separate category. 'Furthermore, the attention paid to the handicapped in 1993 and 1994 seems to be less than in previous and following years' (The progress of the BVE renewal process in 1993/1994, ITS, 1996, p. 66).

Table 19: The number of handicapped people in several MBO sectors

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Personal and social services and health care</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- vocational education track</td>
<td>187</td>
<td>61</td>
<td>114</td>
</tr>
<tr>
<td>- apprentice training track</td>
<td>20</td>
<td>14</td>
<td></td>
</tr>
<tr>
<td>Business economics</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- vocational education track</td>
<td>387</td>
<td>36</td>
<td>63</td>
</tr>
<tr>
<td>- apprentice training track</td>
<td>58</td>
<td>63</td>
<td></td>
</tr>
<tr>
<td>Engineering and technology</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- vocational education track</td>
<td>496</td>
<td>43</td>
<td>43</td>
</tr>
<tr>
<td>- apprentice training track</td>
<td>49</td>
<td>52</td>
<td></td>
</tr>
</tbody>
</table>

PROVIDERS OF CONTINUING VOCATIONAL TRAINING

Continuing vocational training for the employed and those seeking employment can be provided by institutions which offer primary initial vocational training (ROCs and schools for higher vocational education). This option has previously been discussed in this report. We have also established that the Regional Employment Offices buy training from ROCs and other institutions. The Employment Office also has its own training institutions: Centres for Vocational Guidance and Job Training, Vocational Training Centres and Vocational Schools for Women. We will examine these institutions in this chapter. A great number of private providers offer educational programmes for the employed. It would be impossible to describe all of these providers. In this section, we will confine our presentation to a limited number of categories of providers:

- institutions for correspondence education and other forms of distance learning;
- providers of external industrial training: off-the-job training;
- providers of internal industrial training: on-the-job training.

Centres for Vocational Guidance and Job Training, Vocational Training Centres and Vocational Schools for Women

The training facilities of the Employment Office are striving towards self-sufficiency. The Employment Office has a right to 'free purchase' and can make use of other training providers. In many regions, the Centres for Vocational Guidance and Job Training, the Vocational Training Centres and the Vocational Schools for Women work together with these providers: in casu the ROCs.

The 22 Centres for Vocational Guidance and Job Training are intended for people with an exceptionally weak position in the labour market. The goal is to offer participants orientation in the labour market and to prepare them for jobs or further vocational training. Many training programme participants of these Centres are the long-term unemployed (more than one year) and have had little training. Many of the participants are also ethnic minorities.

Vocational Training Centres offer retraining and in-service training for those seeking employment in the engineering and technological or economic/administrative sector. The learning process concentrates on practical simulation. The methodology employed allows participants to complete an individual training programme. The average length of training is seven months. The divisions offered are comparable to the modular qualification from the MBO qualification structure at Level 1 (see Diagram 2, p. 7).

Vocational Schools for Women concentrate on the training of women returnees to the labour market. These schools were established in 1983 on the initiative of the FNV Women's Union (Federation of Dutch Trade Unions).
This very successful training employs a methodology especially tailored to women. The following aspects are characteristic of this methodology:

• the training takes place in groups;
• the available knowledge, experience and independence of the women are acknowledged and built upon;
• the motivation and achievement-oriented qualities of the women is taken into account and encouraged to develop;
• the low self esteem of the women is taken into account;
• the learning style of women is used and capitalised on (Vocational Schools for Women Handbook).

Vocational Schools for Women work in close co-operation with the business community in order to co-ordinate 'supply and demand'. The result is that 80% of the participants find work and only a few drop out in the meantime. The Vocational Schools for Women are also becoming self-sufficient. In 1997 they will still receive a limited financial contribution. The Vocational Schools for Women have been asked to pass on their methodology to the ROCs.

Institutions for correspondence education and other forms of distance education

There is a long tradition of correspondence education in the Netherlands. In addition to institutions that offer both general and vocationally oriented training programmes, there are institutions that specialise solely in vocationally oriented training programmes. It is possible to follow a programme to prepare for a diploma recognised by the government (for example, an HBO diploma or an entrepreneurial diploma conforming to the Business Licensing Act for entrepreneurs) or for diplomas recognised by different business sectors. It is expected that interest in obtaining recognised diplomas (HBO) through this type of education will increase. The reason for this is an anticipated rise in the cost of education at schools for higher vocational education. Because these 'tuition fees' will increase in the future, training programmes offered by private providers will become comparatively less expensive. And, the student need not accrue study debts.

Teleac (Television Academy) is an institution provided by the Dutch public television stations that offers vocationally oriented and educational programmes. Printed study material accompanies these television courses.

The previously mentioned Open University offers vocationally oriented and general education programmes in the form of distance education. The participant joins this study programme on his or her own initiative, to follow a course to start a business or to improve vocational perspective. These courses are generally followed in the student's free time.
External industrial training: off-the-job training

Off-the-job training can be followed individually or with one's colleagues. Usually the employer takes the initiative in participation in company training, or the employer and employees together. Off-the-job training can be followed at institutions such as schools for higher vocational education or ROCs. Other types of institutes involved in off-the-job training are training institutes which concentrate on business sectors or occupational groups. These kinds of providers often specialise in technical subjects specific to the business sector or occupational group concerned. The training institutes of the Ministry of Internal Affairs have a comparable status to these: the Bestuuracademies and the Rijks Opleidinginstituut (Administrative Academies and the National Training Institute). These institutes offer special vocational courses aggravated to the public servants.

In addition to these institutes, there are many providers that specialise in a subject (environmental protection, safety in the workplace, management), or in training programmes regarding industrial reorganisation.

Internal industrial training: on-the-job training

On-the-job training programmes have been described by Versloot and De Jong as 'task or function-oriented training programmes in which the learning activity takes place in or near the social, functional and physical context of the (future) workplace, and may or may not be related to the work activities themselves' (Versloot and De Jong, 1995, p. 120). Large businesses in particular employ experts who can develop this form of training. When these training programmes are implemented, the department manager is often asked to assist; this person then acts as coach or supervisor of the learning process.

Facilities in continuing vocational training for women, people with a handicap and recent immigrants

In the Netherlands, there are very few facilities in continuing vocational training specifically for these target groups. For CVT, the rule is that everyone must follow training programmes as much as possible within the existing facilities. There are three exceptions to this that we will examine briefly:

- the previously mentioned Vocational Schools for Women for women returnees;
- courses offered by five specialised institutes for people with a handicap. In particular, this involves training programmes offered by these institutes for people who may develop a handicap later in life;
- the training of recent immigrants (nieuwkomers) that takes place in the context of the Naturalisation Scheme for recent immigrants. Through this agreement the national government can make extra resources available to municipalities for the creation of naturalisation programmes that will be of-
ferred to recent immigrants coming to live in these municipalities. The training portion of this programme is bought from ROCs (Adult Education) by the municipalities, and is comprised of Dutch language courses, social orientation and occupational orientation. The programme must prepare the recent immigrants to find a place in education and the labour market.

PARTICIPATION IN CONTINUING VOCATIONAL TRAINING

Participation in training programmes financed by the Regional Employment Offices change greatly from year to year. In the table below, only a partial inspection of participation in this kind of training can be seen. More recent and complete figures are unfortunately not available.

| Table 20: Participants in training measures of the Employment Office |
|-----------------------------|-------------|-------------|-------------|-------------|-------------|
| Vocational Training Centres| 10,455      | 26,654      | 27,000      | 25,000      | 24,000      |
| Framework Scheme Training   | 25,701      | 70,956      | 81,320      | 72,000      | 47,000      |

(Source: CBS; 1996 Statistisch Jaarboek, Den Haag, p. 488)

The growing participation in part-time entrepreneurial education, intended for adults, is mere appearance. Changing the method of measurement has brought about this 'growth'. The dip in the last academic year probably comes from the fact that through the introduction of a new Business Licensing Act, the training demands (the number of obligatory diplomas) for some business sectors have decreased.

<table>
<thead>
<tr>
<th>Table 21: Participants in part-time entrepreneurial education</th>
</tr>
</thead>
<tbody>
<tr>
<td>General business knowledge</td>
</tr>
<tr>
<td>Retail trade training programmes</td>
</tr>
<tr>
<td>Non-retail trade training programmes</td>
</tr>
<tr>
<td>Integrated entrepreneurial training</td>
</tr>
<tr>
<td>Management</td>
</tr>
<tr>
<td>Vocational competence</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

1) Change in series due to survey modifications

(Source: Ministerie van OC&W, 1997 Rijksbegroting, p. 62)

Participation in the different forms of adult education remains stable.
Table 22: Participants in adult education

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Basic Adult Education</td>
<td>128,700</td>
<td>128,700</td>
<td>128,700</td>
</tr>
<tr>
<td>VAVO (Adult General Secondary Education)</td>
<td>71,100</td>
<td>69,600</td>
<td>68,000</td>
</tr>
</tbody>
</table>

(Source: Ministerie van OC&W, 1997 Rijksbegroting, p. 62)

Industrial training programmes are the last sort to be discussed in this chapter. In 1993, almost half of the companies allowed employees to follow training programmes during working hours, which were paid for by the company. One out of 8 employees received training at his or her place of work. In addition, employees could attend conferences or follow an independent study programme. This did not occur very often in 1993. The next table gives a summary of participation in industrial training programmes in 1993.

Table 23: Industrial training programmes followed by employees in private businesses 1993 (x 1,000)

<table>
<thead>
<tr>
<th>Total</th>
<th>1225</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sex</td>
<td></td>
</tr>
<tr>
<td>- men</td>
<td>895</td>
</tr>
<tr>
<td>- women</td>
<td>330</td>
</tr>
<tr>
<td>Area of training</td>
<td></td>
</tr>
<tr>
<td>- general education</td>
<td>6</td>
</tr>
<tr>
<td>- agricultural</td>
<td>11</td>
</tr>
<tr>
<td>- engineering/technology</td>
<td>276</td>
</tr>
<tr>
<td>- business economics</td>
<td>614</td>
</tr>
<tr>
<td>- personal/social services</td>
<td>17</td>
</tr>
<tr>
<td>- social/cultural</td>
<td>81</td>
</tr>
<tr>
<td>- legal/administrative</td>
<td>17</td>
</tr>
<tr>
<td>Length of training</td>
<td></td>
</tr>
<tr>
<td>&lt; 1 day</td>
<td>348</td>
</tr>
<tr>
<td>2-5 days</td>
<td>590</td>
</tr>
<tr>
<td>&gt; 5 days</td>
<td>288</td>
</tr>
</tbody>
</table>

(Source: CBS, Werken en leren in Nederland 1996)
5. OTHER IMPORTANT ASPECTS OF VOCATIONAL EDUCATION IN THE NETHERLANDS

MONITORING QUALITY IN VOCATIONAL EDUCATION

In recent years, concern for maintaining the quality of education has greatly increased. In initial vocational education, this interest is caused by changes in the position of vocational education. Initial vocational training is becoming increasingly involved with social tasks and responsibility. Initial vocational education serves social needs. There are many people involved, including participants, sponsors, clients and consumers. These people all have expectations with respect to vocational education. Their collective wishes form the demands for quality that are placed on educational institutions. In other words, through a system that maintains the quality of education, an educational institution gives an account to those it serves.

In the Netherlands, it is common practice to differentiate between internal and external quality maintenance. The task of institutions in internal quality maintenance is a public responsibility: what is done in order to deliver a desired level of quality, and which actions are undertaken for quality improvement? External quality maintenance is meant by those activities of third parties in order to maintain or improve quality. The assessment criteria and procedures are known in advance. The results are included in a public report so that they can be used as a subject for public debate.

The system of quality maintenance has already been used for years in higher vocational education (HBO). A new system of internal and external quality maintenance was introduced with the implementation of the Education and Vocational Training Act (WEB) in senior secondary vocational education (MBO). ROCs must develop an internal quality maintenance system, just as the schools for higher vocational education already have. Every two years, an institution must publish a quality report which publicly justifies its methods in its efforts to deliver the desired quality. The development of an ‘education contract’ is also a new development in MBO and part of the internal quality maintenance system. For the length of their enrolment, participants make a written agreement with the institution in which rights and obligations of both parties are established. Agreements must be made about tutoring, vocational counselling and guidance, the content and organisation of the education and rules with regard to suspension and expulsion. There is also room for individual arrangements concerning, for example, accelerated or divergent educational tracks.

The following regulations for MBO apply, with regard to external quality maintenance: ROCs, as much as possible in co-operation with other institu-
tions, must carry the responsibility of regular assessments of the quality of education. In addition, they must bring in external experts. In contrast to the state of affairs in HBO reviews (see later in this section), this form of external quality maintenance in MBO does not take place on the sector level but on the institutional level. An accreditation review with regard to sectors is not deemed necessary for MBO education. The procedures that maintain the relevancy of the established industrial-oriented qualification structure, already provide a sector-oriented monitoring of educational quality (see also p. 53).

Another element of external quality maintenance is the introduction of an MBO examination procedure. At least 51% of the qualifications for which MBO aims to prepare should be 'examined' by an external authority. This 'examination institution' should be independent of the institution where the education is given.

MBO accreditation concentrates on meta-evaluation. The educational inspectorate carries it out. Just as in HBO, this inspection of MBO is limited to checking how institutions provide for their quality monitoring. If an occasion for this arises, the inspection carries out a 'counter-expertise'.

HBO uses a system of self-evaluation for internal quality maintenance. These reports are obligatory. An evaluation report includes a systematic assessment and analysis of the quality of one or more training programmes in the sector. This internal evaluation is geared towards subjects that are also central to external evaluation: training programme goals, curriculum, implementation of the education, relations with occupational practice and study progress (dealing with influx, transition and outflow). Furthermore, the effectiveness of the internal quality maintenance system must be evaluated. Subsequently, the measures to be taken to improve the weak points in the training programmes must be made known.

Another form of internal quality maintenance is to employ a 'student statute'. This enables HBO students to make their own demands on the educational efficiency (see p. 14) of their training programmes.

Review committees carry out external evaluation. Reviews are planned in a cycle of a few years in which all HBO training programmes can be reviewed. The first cycle has already been completed. External experts serve on these review committees, and visit all schools for higher vocational education that offer training programmes central to the review. The review is on the basis of self-evaluations, discussions with instructors and students and the occupational field for which the training is provided. Subsequently, the review committees arrive at a well-reasoned assessment of the quality of the training programmes and make suggestions to improve the quality. In the so-called 'administrative follow-up', the schools for higher vocational education justify their actions in improv-

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46 Higher vocational education (HBO) has no national final examinations.
ing the educational quality which have been made in response to the review committee’s suggestions.

HBO also makes use of exploratory committees, which consist of external experts, as are the review committees. The task of the exploratory committees is to make recommendations for the direction of development in a (sub)sector of an HBO training programme, while accounting for developments within the relevant occupational field. The establishment of exploratory committees operates on the initiative of the institutions themselves. In 1991 and 1992, exploratory committees carried out their work in higher education in engineering and technology (HTO) and public administration programmes respectively. After 1992, no more exploratory committees were used. We will return to these committees on p. 73.

HBO accreditation visits concentrate on meta-evaluation. This involves supervising the quality of the review reports and the operating procedure of the review committees, (thematic) analysis of the self-evaluation reports. It also involves advising the Minister of OC&W and the Minister of LNV about the actions to be taken if the quality of the training programme gives reason for concern, or if the report-obligation (self-evaluation) or the recommendations of the accreditation committee are not carried out.

The monitoring of quality in continuing vocational training (CVT) is not formally organised, with the exceptions of part-time ROC training programmes and schools for higher vocational education. The same arrangements apply to these training programmes as for full-time training programmes. Globally speaking, there are three systems for monitoring quality in continuing vocational training, two of which concentrate on the quality of the training programmes. The first is the voluntary registration of training programmes in a public registry (CEDEO), after the training programmes have been evaluated according to customer satisfaction, continuity and occupational orientation. Business-sector oriented training funds put together a catalogue of training programmes that are considered suitable for the business sector concerned, and for which participation results in eligibility for subsidies. This is also a way in which the quality in training programmes can be monitored\(^7\). The third system concerns with the quality of training programme providers; membership in an association is only available to training institutions that satisfy certain requirements.

Recently in the Netherlands, a number of handbooks have been published for staff and occupational trainers. In these handbooks, occupational trainers can read how they themselves can assess training programmes and those who

\(^7\) Despite the fact that, even in practice, participation in courses not included in the catalogue is also reimbursed. The requirements that these courses must meet are hardly of a qualitative nature: the courses must not be longer than three days, they must take place during the day, and the content must be relevant to the business sector (source: Scholingsregelingen in de metaalnijverheid, 1996).
provide them. The publication of these handbooks can also be seen as a form of quality monitoring.

**Certification and Recognition of the Qualifications for Which Vocational Training Acts as a Preparation**

Earlier in this text, reference was made to the Dutch MBO national qualification structure. MBO participants can end up on four different qualification levels. These levels are taken from the European SEDOC divisions. The qualifications are developed for each business sector by the National Educational Body for Vocational Training (LOB). The LOB board is made up of employers, employees and educational institutions in equal proportions; consequently the exit qualifications are developed under the responsibility of the educational institutions and the social partners. The Minister of OC&W ultimately determines the exit qualifications. The demands are described in a 'format', in which the minister presents the MBO exit qualifications:

- the exit qualifications must be based on one or more broad and future-oriented occupational profiles, recognised by both employer and employee organisations in the business sector;
- the qualifications must display a sufficient mutual connection in and between the qualification structure of the different business sectors;
- the increasing internationalisation of the economy must be taken into account with the exit qualifications;
- a qualification must be present at one of the four qualification levels. The level is dependent on the responsibility carried by the employee, the complexity of the work and the degree to which knowledge and skills must be adapted in very different situations;
- the 'weight' of the qualifications must be described using the number of 'hours of study' (the study load). These 'hours of study' express the number of real hours a participant will need on average to obtain a diploma;
- qualifications are made up of modular qualifications. In each modular qualification, a certificate is received after a student has passed an examination. When a student has obtained all the modular qualification certificates, he or she has the right to a diploma. Qualifications and modular qualifications of a business sector, and also the business sectors together, must offer the opportunity to transfer or to combine different divisions.

The development of training programmes proceeds according to a set procedure. The first step of this procedure is to determine the core occupational profiles set by the social partners in the business sector. These core occupations are 'translated' by an LOB committee into a set of qualifications and corresponding exit qualifications. The educational tracks (see Diagram 2, p. 7) and the modular qualifications are subsequently determined for each qualification.
Whether a training programme is eligible for funding or not is also determined as well as which modular qualifications will be subject to an ‘external recognition’ by an independent examination institution (see also p. 69). After the Advisory Committee on Education and the Labour Market (ACOA) has evaluated the exit qualifications in terms of legal requirements, the qualifications are formally determined by the minister. The minister also makes a decision about educational tracks, funding and ‘external recognition’. The approved training programmes, including those from commercial educational institutions, are registered in the Central Registry for Vocational Education (CREBO).

Higher vocational training (HBO) does not use national exit qualifications. In addition to this, it is not required that the training programmes are based on (national) vocational profiles. Yet, each School for higher vocational education is required to set up an educational examination arrangement for each training programme offered by the institution. This examination arrangement determines the ‘qualities in the area of knowledge, insight and skills that the student must have attained by the end of the training programme’, the number and order of the interim examinations, as well as the moment they can be taken. If all of the interim examinations corresponding to a given training programme are successful, then the examination has been passed. The organisation, coordination and taking of examinations is in the hands of the examination committee which operates in each institute. Each training programme has its own examination committee, on which instructors and experts from outside the institution serve. Written examinations are the norm.

In response to the results of the first round of reviews (see also p.68) a debate developed in HBO over the desirability of developing national exit qualifications. A recommendation from 1995 ("Niet meer, maar beter") proposes the development of a set of core qualifications for each educational track, that will be periodically reassessed. These exit qualifications must be developed for a smaller number of training programmes, the broad-based vocational training programmes. While the exit qualifications are being developed, a restructuring must be put into action in which the number of training programmes must be reduced down from 225 to around 30 to 50 (see also p. 13). The development of these new core qualifications (covering 50% to 70% of the curriculum)

48 In principle, the qualification structure is open to admitting training programmes offered by private providers. Social partners can extend recognition to private training programmes to become included in ‘their’ qualification structure. The condition for this is that these qualifications satisfy the criteria of the format for the qualification structure. However, this private training programme is not eligible for government funding. The advantage of commercial providers is, in addition to being recognised by the social partners, that their training programmes prepare students for a diploma with the same civil effect as the diplomas of the funded training programmes.

49 Article 7.13, paragraph 2, of the "Wet op het Hoger Onderwijs (Higher Education Act).
should be completed in agreement under the auspices of the HBO Board in as close co-operation as possible with the business community. By gaining this initiative, it is expected that the exploratory committees will find a new and clearer task for HBO.

Meanwhile in agricultural HBO, this discussion has led to an initiative proposed by the Ministry of LNV to develop exit qualifications together with the schools. It is the intention that six broad vocational education programmes will exist in higher agricultural education, instead of the current 26 training programmes.

The certification and recognition of qualifications obtained in continuing vocational training (CVT) does not occur according to a single set of national guidelines. Many business sectors or occupational associations have standard (financial) arrangements to recognise employee training programmes, so that when the programme is completed successfully, the employee is entitled to certain rights (a title, certification to carry out certain tasks, additional income or promotion). The regulations concerning permission to establish a company are also examples of these standard arrangements. On p. 10 and p. 35, we have seen that for specific sectors the government requires a person to have certain diplomas as a condition to starting up a company. All entrepreneurs in this designated group must have the 'general entrepreneurial skills' diploma. General entrepreneurial training includes marketing, financial administration and creating a business plan. For a smaller group of business sectors, supplementary requirements in the area of business engineering (for example in the construction industry or garages) are required. In addition, there are supplementary technical requirements in three business sectors (electronic installation, butchers and bakers). The Association for Examination Inspection concerning the Business Licensing Act (STEV ES) works on behalf of the Ministry of Economic Affairs to inspect examinations in the context of business licensing legislation.

For employees in (large) companies, possession of certain diplomas can increase career possibilities. A good example of this concerns positions in a company which are only open to people who have completed certain (internal) training programmes. This can also be regarded as a form of recognition. Even in terms of certification, most continuing vocational training programmes offer participants a certificate from the training programme that 'proves' the participant was present on the days the course was held, and (if appropriate) has completed the necessary practical assignments.

The training of employment-seekers creates a dilemma in certification; should training programmes be offered that offer the graduates a governmentally recognised diploma, or should training be confined to the bare minimum necessary to find employment in the labour market? The advantage of choosing the first possibility is that an employment-seeker obtains a nationally recognised diploma (for example, from a training programme in the MBO qualification structure), which increases his or her chances in the labour market. The disad-
vantage is that poorly educated people and those who have an unsatisfactory command of the Dutch language must follow a long-term educational route before they obtain such a diploma. This is not only expensive, but the participants often lack the motivation to 'go to school' (again) for a long period of time. A short function-oriented training route does not have these disadvantages. Both routes are followed in practice. At this point in time, both the similarities and differences are being studied in the qualifications in the MBO qualification structure and the qualifications that are offered by the Employment Office's 'own' training facilities. This could lead to adapting the Employment Office's training programs being (in terms of curriculum) to the MBO qualification structure.

RESEARCH, DEVELOPMENT AND POLICY WITH REGARD TO IVT AND CVT

Research and development

Educational research and development is ruled by the world of supply and demand. In the Netherlands, there is a large degree of provider specialisation. There are two types of institutes of importance in vocational education. First of all, there are institutes which are specialised in providing services to vocational training. These are:

- CINOP, the Centre for Educational Innovation in MBO and adult education;
- STOAS\(^5\), an agricultural training institute; and
- HOBeON, an innovative consultancy for higher and vocational education institutes.

In the Netherlands, there are also certain institutes specialised in developmental areas. These serve mainly primary and secondary education (see the first diagram in Chapter 1) and are incidental in vocational education:

- SLO, the National Institute for Curriculum Development; and
- CITO, the National Institute for Educational Measurement Development.

The three national pedagogical centres work mainly with primary education, secondary education and special education:

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\(^{50}\) We have already seen (p. 10) that the relationship between the Employment Office and a programme's 'own' training facilities has become more distant. In the long term, this development could lead to the fact that these facilities merge with ROCs.

\(^{51}\) In the long term, STOAS (Agricultural Research and Training Institute) will become a part of a new institute. The Agency for Support of Agricultural Education (BOA) will be a combination of all the current national support activities directed towards agricultural education, which are now shared by various institutes.
• the Protestant Educational Advisory Centre (CPS);
• the Catholic Educational Advisory Centre (KPC); and
• the Educational Advisory Centre (APS).

All of the institutes named above work with a mixed financing model. This means that they receive a subsidy from the Ministry of OC&W for a part of their activities. Additional income is received from assignments from other market parties. Arrangements are made in advance between the institute and the ministry about the use of subsidy funds.

Universities and university related institutions specialise in educational research. An example of an university related institute is MGK, the Max Goote Knowledge Centre for Vocational and Adult Education, affiliated with the University of Amsterdam. Other examples are RION, the Groningen Institute for Research in Education, Upbringing and Development (University of Groningen) and ITS, the Institute for Applied Social Science (University of Nijmegen). In addition to these institutes, various private institutes have come into existence since the 1980s. These institutes mainly conduct contract research for the different ministries, including the Ministry of OC&W. Their existence has a great deal to do with the fact that ministries consistently conduct less research themselves, while the need for short-term policy research has remained the same. Private developmental institutes are also present in the market, and work predominantly for companies and branch organisations.

The organisation of those who commission research (for university research purposes) divided into two categories:

• Research commissioned by the institutes themselves. The research programmes are evaluated by external programme committees while external accreditation committees evaluate the quality of this research.
• Research commissioned by external bodies. An important organisation that commissions (policy) research is the Ministry of OC&W. A part of this research is commissioned in advance; such as the evaluation research about the effects of national educational innovations. Furthermore, research assignments are issued on an ad hoc basis by this ministry. Other organisations commissioning research are the educational institutions themselves, the market parties and the private institutes.

At this point in time, a law is being drafted to simplify the way in which subsidies are granted. The Ministry of OC&W and the Ministry of LNV will both no longer subsidise institutes, but only national activities supporting education. This law, the Subsidisation of National Activities in Support of Education (SLOA) proposes that an annual subsidy be granted for the implementation of a limited number of activities (development and renewal of education, development of tests and examinations, curriculum development, and, to a limited extent, development of teaching material and short-term research). In order to be eligible for a subsidy, the institutes must submit an annual policy plan in which the developments are proposed. In time, further differentiation will be achieved regarding the activities of each institute, which will influence their eligibility for subsidies.
branch organisations, National Vocational Education Bodies (LOBs) and companies.

These external bodies also issue research assignments to other institutes referred to earlier in this text. Competition between institutes in receiving new research contracts has been increasing. This has to do with both the increase in the number of (research) institutes as well as the growing practice of asking a greater number of institutes to submit a bid for the costs of conducting the research.

In a recent report titled "Verkenningen van het Nederlandse Onderwijsonderzoek 1996" (Dutch Educational Research Outlook 1996) the question was asked, partially in the light of the increasing number of research institutes and the growing amount of research being commissioned, if research results actually reach those who can (potentially) use them. An appeal has also been made for the publication of regular summary reports. Teacher training programmes have also been named as an appropriate channel where research results could play an important role. In addition to this, an intensified co-operation between research and development is desired.

Policy with regard to IVT and CVT

It is interesting that the above mentioned committee designates a number of social developments important for the future shape of education:

- the further intensification of competition in the world market, and the necessity that the Netherlands makes itself known in high-quality and knowledge-intensive processes;
- the development of communication and information technology;
- the increasing importance of international contacts, especially those stemming from European integration;
- the growing ethnic-cultural diversity of Dutch residents; and
- the increasing individualisation that on the one hand acknowledges the importance of individual (educational) needs while on the other hand highlights the urgency social cohesion issues.

Paying attention to these priorities, it is not surprising that the Ministry of Economic Affairs and the Ministry of Social Affairs and Employment have a vested interest in vocational education. The necessity of good vocational education for a competitive business community is continually emphasised. Vocational training must become an important part of the national knowledge infrastructure. In particular, vocational education plays a role in the spread of knowledge in small and medium-sized businesses in the respective regions. In order to fill this role, ROC's and the schools for higher vocational education can proceed in several directions: the undertaking of company relevant activities like student trainee-ships, continuing (CVT) training programmes offered on a
contract basis, and guidance and advice.\textsuperscript{53} This 'advice task' is intended in particular for the schools of higher vocational education.

This role is at odds with the second governmental priority; giving shape to education so that 'each young person or adult regardless of background and credentials can come to an ROC institution and leave with a diploma' (Beleidsagenda Educatie en Beroepsonderwijs/Policy Agenda on Education and Vocational Education, 1995). Schools for higher vocational education have a similar goal. The tension becomes tangible when the institutions have to divide their attentions among various types of 'customers' with differing expectations. These expectations involve, on the one hand, that the business community demands new knowledge and excellent bearers of this knowledge, while on the other hand, people with less knowledge and experience want to improve their employment opportunities through appropriate training.

Training is an important item on the agenda for the social partners. A common appeal has been made for both an intensification of training efforts and an increase in the number of employees who take part in training each year. At the end of 1996, the umbrella organisations of the social partners had come to a new agreement over training (Stichting van de Arbeid/Joint Industrial Labour Council, 1996). This agreement is intended as a framework that will be worked out in the coming round of CAO (collective labour agreement) negotiations in the different business sectors. It will be proposed that all companies present a training plan. At this point in time, this often occurs only in large companies. For this reason, training advisers would have to advise small and medium-sized businesses. In order to replace employees who are following long-term courses, 'work pools' will be created. Training plans must be set up to expressly include groups of employed people to which little or no priority is given at the moment, such as part-time employees, those with low levels of training and older employees. Training is also important in improving the opportunities of employees in the labour market. Because of this, training does not have to be limited to the employee's current vocation. It is recommended that the CAO parties agree upon a procedure that meet the individual training desires. Finally, an appeal is made to gain experience with diverse forms of training. For example, training for employees in small and medium-sized businesses can be facilitated through the use of multimedia.

\textsuperscript{53} In this interpretation of the 'mission' of the ROCs and schools for higher vocational training, it appears once again that the Dutch government does not make an institutional distinction between IVT and CVT.
Substantive educational planning

The procedures used to determine the content in initial vocational training, also referred to as qualitative interface, have already been addressed on page 69. We have seen that in MBO, a procedure has been developed in which the first step will be taken by the social partners. In each business sector, they will determine the occupational profiles on which the qualifications from the qualification structure will be based. Normally, this occupational analysis is implemented under the auspices of LOBs. Instruments for occupational analysis, most of which were developed by CINOP, make it possible that current developments and trend studies find their way to the qualifications in the qualification structure. It is interesting that many LOBs integrate these analysis instruments in a monitoring system that enables them to anticipate new developments in the business sector at an early stage. In this way, the qualification structure retains its current importance, but it will also enable new developments to diffuse at a faster rate. Finally, these new developments can be offered in a ‘CVT offer’ to employees in the business sector.54

It has already been said that HBO employs no national final examinations. Nor are there any set rules for updating the training offerings in the light of developments in vocational practice. In many accreditation visit reports, however (see p. 69), there has been insistence on the development of national occupational profiles. The 1995 recommendation “Niet meer, maar beter” (Vereniging van Hogescholen 1995) about the structure of programmes to HBO, that demand for creation of national final examinations which must be ‘as much as possible in co-operation with the relevant field of work’ (p. 49 of this report), is in line with this. At this point in time, this practice is seldom followed. In most cases, the schools for higher vocational education keep their training programmes up-to-date by (sometimes) systematically obtaining information about new developments from contacts in the occupational field.

There is little known about the way in which providers of ‘CVT training programmes’ keep their training programmes up-to-date. There are no empirical studies on this subject available in the Netherlands. From business sector-oriented studies (for instance, Sanderse, 1996), it can be deduced that the choice of courses offered and/or developed by training foundations, can be achieved in a number of different ways. This could be based on information from informal contact with employers’ organisations, employers and employees. Some training foundations conduct systematic research about training needs in the business sector on which base the training programmes offered. This difference

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54 New ‘proof’ for the proposition that IVT and CVT cannot be strictly separated in two systems!
in method can be seen also with other providers of continuing vocational training. New courses for entrepreneurs are for instance based on empirical research, in particular an occupational analysis. ROCs and schools for higher vocational education, private providers and LOBs also use empirical research methods (research into training needs, monitoring) to determine the content of their continuing training programmes. But more intuitive ad hoc methods are also prevalent.

In order to describe the methods that are used for determining training content for those seeking work, it is necessary to have an idea of the context in which this training is employed. The Regional Employment Office makes a distinction of four groups of people seeking employment; the first group is directly employable in the labour market without extra training necessary. The work-seekers in group two, three and four are increasingly 'distant' from the labour market and have a relatively greater need for training. The choice of functions (or business sector) to which these work-seekers are led, with a greater or lesser intensity of training, is determined by the demand in the regional labour market. In other words, a quantitative labour market analysis forms the assessment framework for training to be developed or bought from other institutions.

The methods by which the desired content of this training for employment-seekers is determined can be roughly broken down into three categories.

Firstly, Regional Employment Offices have their own instruments for research into training needs. These instruments have been specially developed for these agencies (e.g., Krijnen, 1987, Mul, 1990, and Krijnen-Hartgerink, et al, 1990). Data on the degree to which these instruments are actually being used is not available.

Secondly, qualitative labour market analyses are being conducted which are specifically geared to the content of the positions in the regional business community. This is the framework of regional training and employment projects for work-seekers that have been set up in co-operation with business sectors. It is expected that those implementing the training programmes must adjust the training programmes according to the research results.

In the third category, (parts) of existing training programmes are used for training those seeking work. The updating of the content of these training programmes can then be left to the providers.

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55 We have already seen that these providers of initial training programmes must provide continuing vocational training for businesses on a contract basis.

56 For example through training in a vocational training centre or through the use of more modular qualifications from the MBO qualification structure.
Qualitative educational planning

The responsibility for quantitative planning of initial vocational training, also referred to as qualitative interface, is carried by the government. This is not surprising since the government funds this education, in this case through the Ministries of OC&W and LNV. The government pays particular attention to the macro-efficiency of the education: the appropriate spending of resources on the level of collective institutions. This efficiency is reached when an optimal number and an optimal national distribution of training programmes exists. The government employs the following procedures to the evaluation of macro-efficiency.

A condition for the funding of MBO training programmes is its registration in CREBO (Central Registry for Vocational Education). Applications for inclusion in the registry must be supplied with sufficient objective and reliable data from which it is clear the training programme can provide the necessary opportunities. If the applicant (an ROC) is not able to provide (sufficient) data to this effect, an independent committee carries out a 'efficiency evaluation'. Important assessment criteria are the availability of a sufficient number of places for practical occupational education (for the purpose of implementation of the part of the training programme that must take place in occupational practice) and the labour market perspectives for graduates. In brief, these are the quantitative needs in a given sector and/or region. Apart from the assessment of new applications of training programmes, a periodic macro-efficiency evaluation is in place to test both new and existing training programmes offered.

The Advisory Committee on Educational Programmes (ACO) is responsible for the efficiency assessment of applications from the schools for higher vocational education in setting up new training programmes. The committee makes a recommendation to the School for higher vocational education involved on request. All training programmes are registered in CROHO (Central Registry of Higher Education Training Programmes). Unless the ministers' decision is a negative one. In the final report of the Committee on the Frame of Reference for Educational Programmes, comments about this procedure included that 'this is reactive and defensive one. The government can only prevent training programmes that it does not want, but cannot produce applies for desired programmes' (Vereniging van Hogescholen, 1995, p. 36).

Quantitative planning of training for those seeking work has already been discussed in this section, we can conclude with a discussion over the methods for quantitative educational planning used by the providers of training for work-seekers. There is little known about this subject. In a study published a few years ago, it was implicitly assumed that the final scope of the programmes offered would be brought about by the workings of the market (Visser en Westerhuis, 1993, p. 66). Those interested in training programmes form a demand for training, possibly on the basis of research or the size of the available training budgets. Providers of training can choose to react to the market in an
ad hoc manner, or, in anticipation of an expected demand for training, employ previously organised training programme activities.
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ABBREVIATIONS

ABW (Algemene Bijstandswet) National Assistance Act
ACO (Adviescommissie Onderwijsaanbod) Advisory Committee on Higher Education Course Provision
ACOA (Adviescommissie Onderwijs-Arbeidsmarkt) Advisory Committee on Higher Education - Labourmarket
AKW (Algemene Kinderbijslagwet) General Child Benefit Act
AOC (Agrarisch Onderwijs Centrum) Agricultural Training Centre
APS (Algemeen Pedagogisch Studiecentrum) (Non-denominational) Educational Advisory Centre
BBP (Bruto Binnenlands Produkt) Gross National Product
BBSW (Bijdrageregelging Bedrijfstaksgewijze Scholing Werklozen) Business Sector Specific Contribution Arrangement for Training the Unemployed
BOA (Bureau Ondersteuning Agrarisch Onderwijs) Support agency for the Agriculture Education and Training
BVE (Beroepsonderwijs en Volwasseneneducatie) Vocational Training and Adult Education
CAO (Collectieve Arbeidsovereenkomst) Collective Labour Agreement Act
CBA (Centraal Bestuur voor de Arbeidsvoorziening) Central Manpower Services Board
CBB (Centrum voor Beroepsoefening en Beroepsondigenqualificatie) Centre for Vocational Guidance and Training
CBS (Centraal Bureau voor de Statistiek) Dutch Central Bureau of Statistics
CEDEO (Centrum Documentatie en Voorlichting Externe Opleidingen) Centre for documentation and information on external courses
CINOP (Centrum voor Innovatie van Opleidingen) Centre for Innovation of Vocational Education and Training
CITO (Centraal Instituut voor Toetsontwikkeling) National Institute for Educational Measurement
CPS (Christelijk Pedagogisch Centrum) Protestant Educational Advisory Centre
CREBO (Centraal Register Beroepsonderwijs) Central Register of Vocational Education
CROHO (Centraal Register Opleidingen Hoger Onderwijs) Central Register of Higher Education Training Programmes
CVV (Centrum Vakopleiding voor Volwassenen) Adult Vocational Training Centre
CVT (Continuing Vocational Training)
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>EBG</td>
<td>(Effectief Beroepsonderwijs Gehandicapten) Effective Vocational Education &amp; Training for the Handicapped</td>
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<tr>
<td>ECHO</td>
<td>(Expertise Centrum Allochtonen Hoger Onderwijs) Expertise-centre for Migrants in Higher Education</td>
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<tr>
<td>ESF</td>
<td>(Europees Sociaal Fonds) European Social Fund</td>
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<tr>
<td>EZ</td>
<td>(Ministerie van Economische Zaken) Ministry of Economic Affairs</td>
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<tr>
<td>FNV</td>
<td>(Federatie van Nederlandse Vakcentrales) Netherlands Trade Union Confederation</td>
</tr>
<tr>
<td>GPL</td>
<td>(Gemiddelde Personeelslast) Average Personnel Cost</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<tr>
<td>HAO</td>
<td>(Hoger Agrarisch Onderwijs) Higher Agricultural Education</td>
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<tr>
<td>HAVO</td>
<td>(Hoger Algemeen Voortgezet Onderwijs) Senior General Secondary Education</td>
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<tr>
<td>HBO</td>
<td>(Hoger Beroeps Onderwijs) Higher Professional Education</td>
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<tr>
<td>HEAO</td>
<td>(Hoger Economisch en Administratief Onderwijs) Higher Commercial Education</td>
</tr>
<tr>
<td>HGZO</td>
<td>(Hoger Gezondheidszorgonderwijs) Higher Health Care Education</td>
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<tr>
<td>HKO</td>
<td>(Hoger Kunstonderwijs) Higher Education in Fine Arts</td>
</tr>
<tr>
<td>HOOP</td>
<td>(Hoger Onderwijs- en Onderzoeksplan) Higher Education and Research Plan</td>
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<tr>
<td>HPO</td>
<td>(Hoger Pedagogisch Onderwijs) Teacher Training / Teacher Education</td>
</tr>
<tr>
<td>HSAO</td>
<td>(Hoger Sociaal-Agogisch Onderwijs) Higher Social Work and Community Education Courses</td>
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<tr>
<td>HTO</td>
<td>(Hoger Technisch Onderwijs) Higher Technical Education</td>
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<tr>
<td>IPC</td>
<td>(Innovatie- en Praktijkcentra) Innovation and Practise Centre on Agriculture Education</td>
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<tr>
<td>ITS</td>
<td>(Instituut voor Toegepaste Sociale Wetenschappen) Institute for Applied Social Sciences</td>
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<tr>
<td>IVT</td>
<td>Initial Vocational Training</td>
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<tr>
<td>KBS</td>
<td>(Kaderregeling Bedrijfstakgewijze Scholing) Framework Agreement for Business Sector Specific Training</td>
</tr>
<tr>
<td>KPC</td>
<td>(Katholiek Pedagogisch Centrum) Catholic Educational Advisory Centre</td>
</tr>
<tr>
<td>KRS</td>
<td>(Kaderregeling Scholing) Framework Agreement on Training</td>
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<tr>
<td>LBA</td>
<td>(Landelijk Bureau voor de Arbeidsvoorziening) National Manpower Services Board</td>
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<tr>
<td>LNV</td>
<td>(Ministerie van Landbouw, Natuurbeheer en Visserij) Ministry for Agriculture, Nature Management and Fisheries</td>
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</table>
LOB  (Landelijk Orgaan Beroepsonderwijs) National Vocational Education Body

MAVO  (Middelbaar Algemeen Vormend Onderwijs) Junior General Secondary Education

MBO  (Middelbaar Beroeps Onderwijs) Senior Secondary Vocational Education

MKB  (Midden- en Kleinbedrijf) Small and Medium Enterprises (SME)

NT-2  (Nederlands als tweede Taal) Dutch as a Second Language (DSL)

O&O  (Opleidings- en Ontwikkelings(fondsen) Training and Development Fund

OU  (Open Universiteit) Open University

RBA  (Regionaal Bureau voor de Arbeidsvoorziening) Regional Manpower Services Board

ROC  (Regionaal Opleidingen) Centrum Regional Training Centre

RWW  Government Group Scheme for the Unemployed

SLO  (Instituut voor Leerplanontwikkeling) National Institute for Curriculum Development

SLOA  (wet) (Subsidiering Landelijke Onderwijsondersteunende Activiteiten) Subsidisation of National Activities in the Support of Education

STEV-ES  (Stichting Toezicht Examens Vestigingswet) Business Licence Act

STOAS  (Stichting tot ontwikkeling van agrarische onderwijskunde en scholing, Bureau Arbeidsmarktonderzoek) Agriculture Research and Training Institute

SVM  (Sectorvorming en Vernieuwing Middelbaar Beroepsonderwijs) Formation and Innovation in Senior Secondary Vocational Education

SZW  (Ministerie van Sociale Zaken en Werkgelegenheid) Ministry of Social Affairs and Employment

Teleac  (Televisie Academie) Television Academy

VAVO  (Voortgezet Algemeen Volwasseneneducatie) Adult General Secondary Education

VBO  (Voorbereidend Beroepsonderwijs) Pre-vocational Education

VE  (Volwassenen Educatie) Adult Education

VNO  (Vereniging van Nederlandse Ondernemingen) Confederation of Netherlands Industry and Employers

VSO  (Voortgezet Speciaal Onderwijs) Special Secondary Education

Vocational Education in the Netherlands
<table>
<thead>
<tr>
<th>Code</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>VWO</td>
<td>(Voorbereidend Wetenschappelijk Onderwijs) Pre-university Education</td>
</tr>
<tr>
<td>WEB</td>
<td>(Wet Educatie en Beroepsonderwijs) Adult and Vocational Education Act</td>
</tr>
<tr>
<td>WO</td>
<td>(Wetenschappelijk Onderwijs) University Education</td>
</tr>
<tr>
<td>WSF</td>
<td>(Wet op de Studiefinanciering) Student Finance Act</td>
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<tr>
<td>WTS</td>
<td>(Wet Tegemoetkoming Studiekosten) Study Costs Allowance Act</td>
</tr>
<tr>
<td>WVA</td>
<td>(Wet Verminderde Afdracht Loonbelasting en Premies voor de Sociale Verzekeringen) Social Security Contributions Act</td>
</tr>
<tr>
<td>WVS</td>
<td>(Ministerie van Volksgezondheid, Welzijn en Sport) Ministry of Health, Welfare and Sport</td>
</tr>
<tr>
<td>WHW</td>
<td>(Wet op het Hoger Onderwijs en het Wetenschappelijk Onderzoek) Higher Education and Scientific Research Act</td>
</tr>
<tr>
<td>WW</td>
<td>(Werkloosheidswet) Unemployment Act</td>
</tr>
</tbody>
</table>
APPENDIX 1

THE STRUCTURE OF SENIOR SECONDARY VOCATIONAL EDUCATION

1. Senior secondary vocational education (MBO) structure:
   An overview of the MBO sectors, branches of industry for each sector, and the departments for each branch of industry (a large number of more training-programmes at various levels are offered within each department. These are not included in this Appendix 1).

2. Overview of the National Vocational Education Bodies (LOBs), which maintain the quality structure for each branch of industry.

SECTOR: AGRICULTURE

Branch of industry:
AGRICULTURAL

Departments:
Plant breeding
Cattle breeding
Food technology
Flower arrangement
Animal care and veterinary support
Biodynamic agriculture and horticulture
Stables and equestrian sports
Green spaces
Environmental supervision

LOB: LOBAS
National educational body of vocational training for the agricultural sectors

SECTOR: ECONOMICS

Branch of industry:
ECONOMICS, ADMINISTRATION, SOCIAL-LEGAL AND SECURITY

Departments:
Automation/Computerisation
Business Administration
Security
Commercial
Legal
Logistic
Secretarial

LOB: ECABO
The apprenticeship organisation for economic and administrative training
Branch of industry: TRADE
Departments:
Retail trade/Ambulatory trade
Wholesale trade/Distribution
Storage/Warehouse
Textile trade

Branch of industry: HOTEL, CATERING AND TOURISM
Departments:
Hotel and Catering
Tourism, recreation & travel

Branch of industry: TRANSPORT AND LOGISTICS
Departments:
Harbour and transport
Shipbuilding industry
Shipping industry
Transport & Logistics
Road transport

SECTOR: ENGINEERING AND TECHNOLOGY

Branch of industry: BUILDING, WOODWORKING AND INTERIOR
Departments:
Construction
Woodworking and home furnishing

Branch of industry: EXCAVATION WORKS AND CIVIL ENGINEERING
Departments:
Excavation works and civil engineering

LOB: L-OVD
Training institute for distribution and wholesale

LOB: SVH
Foundation for the hotel, catering and tourist industry

LOB: STL
Vocational training for transport and logistics

LOB: SVB
Foundation for vocational training for the building and construction industry

SH&M
Wood and furniture Foundation

LOB: SBW
Foundation for vocational training for excavation works and civil engineering
Branch of industry:
COMPLETION, OUTDOOR ADVERTISEMENT AND PRESENTATION TECHNIQUES
Departments:
Completion
Protection and finishing techniques
Industrial lacquer processing
Outdoor advertisement and presentation techniques

Branch of industry:
METALWORK
Departments:
Construction (bench)work/(Insulating) plate work/pipe processing
Foundry/Model building
Engraving/Instrument engineering/Tool making/High-precision
Agricultural mechanisation
Welding/Precision engineering
Machine benchwork/Shape by removing metal
Measurement and control engineering
Assembly/maintenance/operational engineering
Shipbuilding industry
Aircraft engineering
Mechanical engineering/Mechanical engineering characters
Work preparation

SECTOR: ENGINEERING AND TECHNOLOGY

Branch of industry:
MOTORISED VEHICLE, BODY WORK AND TWO-WHEEL ENGINEERING
Departments:
Body works and coach construction
Motorised vehicles
Motorised vehicles and body works

LOB: INNOVAM
Innovation and training centre for the car and two-wheel vehicle branch
VOC
Foundation for body works vocational training
Branch of industry: ELECTRICAL ENGINEERING  
Departments:  
Energy engineering and Information technology  
Energy engineering  
Information technology

Branch of industry: INSTALLATION TECHNIQUES  
Departments:  
Supervision, design and management  
Distribution techniques  
Installation, service and maintenance techniques  
Cold-processing techniques

Branch of industry: MEDICAL TECHNOLOGY, GOLD/SILVER SMITH, PIANO TECHNOLOGY AND SHOE AND LEATHER  
Departments:  
Gold/Silver smithy  
Precision engineering (medical technology)  
Woodworking/home furnishing  
Shoe techniques

Branch of industry: GRAPHICS AND PRINTING VOCATIONS  
Departments:  
Graphic art, communication, audio-visual, multimedia

Branch of industry: FASHION AND FABRICS  
Departments:  
Fashion and clothing (realisation)  
Textile techniques

LOB: LOB_E  
National body for vocational training in electrical engineering

LOB: !ntechnium  
Information and technology centre for installation techniques

LOB: SVGB  
Foundation for vocational training for medical technical professions

LOB: GOC  
Graphics and printing training centre

LOB: VOC/BETEX  
Training centre for textiles and garments
SECTOR: ENGINEERING AND TECHNOLOGY

Branch of industry: PROCESS AND LABORATORY TECHNIQUES AND PHOTONICS
Departments:
- Photonics
- Laboratory techniques
- Environmental techniques
- Process technique

Branch of industry: FOOD
Departments:
- Bakery and confectionery
- Butcher and meat sector

LOB: FPI
Foundation for the vocational training for the Processing Industry

LOB: SOBB
Training for bakery and confectionery
SVO
Training centre for the meat sector

SECTOR: PERSONAL AND SOCIAL SERVICES - AND HEALTH CARE EDUCATION

Branch of industry: HEALTH CARE, PERSONAL AND SOCIAL SERVICES, WELL-BEING & SPORT
Departments:
- Health care assistant
- Facility management
- Social services
- Social cultural work
- Social educational work
- Sport and exercise
- Nursing and care
- Care and well-being

Branch of industry: COSMETIC CARE
Departments:
- Cosmetics

LOB: OVDB
Foundation for the vocational training in the health and care sector

LOB: KOC Nederland
Knowledge and information centre for cosmetic care
APPENDIX 2

THE HIGHER VOCATIONAL EDUCATION (HBO) STRUCTURE: AN OVERVIEW OF THE TRAINING PATHS FOR EACH SECTOR

(Numerous training programmes offered for each training path. These programmes have not been included in this appendix)

SECTOR: HIGHER AGRICULTURAL EDUCATION
* Instructor for 2nd grade agricultural subjects
* Agriculture/cattle breeding/horticulture
* Natural environment/landscape

SECTOR: HIGHER ECONOMIC EDUCATION
* Accountancy and economics
* Communication and information
* Hotel, tourism, facility management
* Computer science
* Logistics and entrepreneurship
* Management and administration

SECTOR: HEALTH CARE EDUCATION
* Health care education (OC&W)

SECTOR: HIGHER SOCIAL AND COMMUNITY WORK
* Social and community work

SECTOR: HIGHER EDUCATIONAL TRAINING
* Instructor 1st grade secondary education courses
* Instructor 2nd grade secondary education courses
* Instructor 2nd grade technical courses
* Primary school teacher education

SECTOR: HIGHER ENGINEERING AND TECHNOLOGICAL EDUCATION
* Building engineering
* Chemistry and chemical laboratory training
* Electrical and computer engineering
* Logistics and transport
* Environmental technology
* Textile engineering
* Mechanical engineering
SECTOR: EDUCATION IN THE ARTS
* Instructor in art and handicrafts
* Art and culture

MISCELLANEOUS
* Health care education (VWS)
* Aeronautical
APPENDIX 3

OVERVIEW OF THE SEDOC LEVELS

LEVEL 1
Training providing access to this level: compulsory education and professional initiation
This professional initiation is acquired at an educational establishment, in an out-of-school training programme, or at the company. The volume of theoretical knowledge and practical capabilities involved is very limited.
This form of training must primarily enable the holder to perform relatively simple work and may be fairly quickly acquired.

LEVEL 2
Training providing access to this level: compulsory education and vocational training (including, in particular apprenticeships)
This level corresponds to a level where the holder is fully qualified to engage in a specific activity, with the capacity to use the instruments and techniques relating thereto.
This activity involve chiefly the performance of work which may be independent within the limits of the relevant techniques.

LEVEL 3
Training providing access to this level: compulsory education and/or vocational training and additional technical training or technical educational training or other secondary level training
This form of training involves a greater fund of theoretical knowledge than Level 2. Activity involves chiefly technical work which can be performed independently and/or entail executive and co-ordination duties.

LEVEL 4
Training providing access to this level: secondary training (general or vocational) and post-secondary technical training
This form of training involves high-level technical training acquired at or outside educational establishments. The resultant qualification covers a higher level of knowledge and of capabilities. It does not generally require mastery of the scientific bases of the various areas concerned. Such capabilities and knowledge make it possible in a generally autonomous or in an independent way to assume design and/or management and/or administrative responsibilities.

LEVEL 5
Training providing access to this level: secondary training (general or vocational) and complete higher training
This form of training generally leads to an autonomously pursued vocational activity as an employee or as self-employed person-entailing a mastery of the scientific bases of the occupation. The qualifications required for engaging in a vocational activity may be integrated at these various levels.