

OECD REVIEW OF CAREER GUIDANCE POLICIES



THE NETHERLANDS

NATIONAL QUESTIONNAIRE

March 2002

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INTRODUCTION

Background

In the autumn of 2000, two committees of the global Organisation for Economic Cooperation and Development (OECD /OESO) launched a new activity. The Educational Committee (EDC) and the OECD committee for employment, labour and social affairs (ELSAC) geared this new activity towards policy relating to career information, guidance and counselling services. The intention is to determine to what extent the organisation, management and nature of these services advance several core aims of government policy, such as ‘life-long learning’ and ‘activating labour market policy’.

Information was gathered for this in various ways. These included seven specific studies in cooperation with the EU¹, by means of this questionnaire and by visits of an OECD delegation to countries taking part in this activity, as well as through meetings with national experts and policy-makers in these countries. Fourteen countries are taking part in this study. These are Australia, Austria, the Czech Republic, Spain, Denmark, Finland, Germany, Ireland, Luxembourg, Norway, Great Britain, Korea, Canada and the Netherlands.²

The report of the outcome of this questionnaire forms a major part of the research activity, since the questionnaire provides basic information for the visiting OECD delegation. The questionnaire examines the main policy issues for services in the field of career information, guidance and counselling. It seeks to establish the context in which these countries deliver these services, the way in which service provision is organised and the relationship to existing policy initiatives.

The report will lead to a database that will make it possible to determine the different approaches and to designate the influence of the national context. If the countries concerned grant permission, the report will be placed on the OECD website.

¹ Quality in Careers Guidance (Peter Plant, Denmark); The Skills, Training and Qualifications of Guidance Workers (John McCarthy, Ireland); Integrating Career Information and Guidance Services at the Local Level (Lynne Bezanson & Ralph Kellett, Canada); The Role of Information and Communication Technologies in an Integrated Career Information and Guidance System (Tony Watts, UK); The Role of the Market in Career Information and Guidance Delivery (Professor W. Norton Grubb, University of California at Berkeley, USA) Evaluating Outcomes from Career Information and Guidance Service Delivery (Malcolm Maguire and John Killeen, National Institute for Careers Education and Counselling, UK.); Using Career Information in the Information Age Improving Career Information (Professor W. Norton Grubb, University of California at Berkeley, USA).

² Interested parties can subscribe per e-mail at Dianne.FOWLER@oecd.org to receive copies regularly in English or French of the *OECD Career Guidance Policy Review - Newsletter*

The OECD Questionnaire

The questionnaire is geared towards services provided for individuals of all ages and at all stages in their lives, to assist them in making study, schooling, career and personal choices relating to their working lives.

- Career services are divided into career information, guidance and counselling. The observers have specified this as follows:
- Career information assumes individuals who make independent use of information.
- Career guidance refers to persons who receive a maximum of 15 minutes support, based on questions such as ‘Do you need assistance? Have you looked there? Would that appeal to you?’
- Career counselling concerns service provision that goes beyond the aforementioned in terms of time and service.

Career services cover a wide range of activities, including publications and information (also on TV), lessons within education, career advice for employed persons and paths designed to help job seekers. This could entail services for people who have never worked in the labour market, for those seeking work and for employed persons who might be seeking to change jobs. There are many institutions, companies and individuals that provide these services.

The questionnaire only focuses on career-related services, including those that are part of other services.

The Subjects and the Questions

The OECD questionnaire consists of 75 questions divided into the following 12 fields:

- | | |
|--|-----------------------|
| 1: Overview | 7: Delivery settings |
| 2: Key goals, influences, issues and initiatives | 8: Delivery methods |
| 3: Policy instruments for steering services | 9: Career information |
| 4: The roles of the stakeholders | 10: Financing |
| 5: Targeting and access | 11: Assuring quality |
| 6: Staffing | 12: The evidence base |

The OECD did not expect each country to undertake new or original research to answer the questions in the questionnaire. Only available information would be used. If no information was available, it had to be so stated in the answer. There was an express request, wherever possible, to indicate the sources of data (research reports, articles, literature, statistics and the like).

The answer to each question should be confined to a single page. Additional information could be provided as an appendix.

The questionnaire was general in nature, in order to make comparisons among countries possible. For this reason, the questions were not aimed at specific national contexts. The differences in context

would emerge in the answers, which would provide occasion for the OECD delegation to ask for more detailed information.

The questionnaires were sent to many authorities, companies and concerned parties, 73 percent of which were returned. This was further specified in part II, the appendix entitled 'Standard Procedure: What has happened?'.

The Procedure

Since the OECD questionnaire was intended to obtain comparisons among several countries, it could be difficult to make the various national contexts transparent. To do justice to the contexts of the participating countries, it was therefore decided to highlight the perspectives of the countries concerned in various ways. First of all, respondents would provide additional descriptions of the situations to which the questions refer. This would reveal the relationship with national legislation and trends. Secondly, at various times and in various ways, the respondents could make known their visions and outlooks. Finally, through mutual exchanges, the national contexts would become clear.

The procedure consisted of three components:

1. Acquiring information based on the questionnaire.
2. Discussing and supplementing the draft report on a 'Round Table Conference' (RTC) for all respondents.
3. The visit of an OECD delegation based on the report following the Round Table Conference; the delegation will then write its own report.

Points of Criticism

The procedure followed resulted in broad information about career information, guidance and counselling. Since the formulation of the questions was less than clear, many respondents found it difficult to answer the questions. Many respondents perceived a too centralised approach in the formulation, with too much emphasis on authorities, which made answering the questions more difficult. In their own professional circles, they found a tendency to think more in terms of individuals and individual careers. On several occasions, it was pointed out that it was important to place changes in a national context – the effects of decentralisation, which found expression via deregulation and privatisation; along with the related management philosophy and the influence of government policy.

These perspectives were thoroughly discussed in the Round Table Conference, and placed in the context of responses to the questionnaire. Several of these viewpoints received separate mention as 'recommendations for the OECD delegation'.

Recommendations by the Observers

We make a distinction between recommendations to the OECD and follow-up steps in the Netherlands.

Recommendations to the OECD delegation

1. Clarify the conceptual framework and define the terms used.
2. Consider the following areas of interest in the OECD conceptual framework:
 - Change the perspective from organisations to individuals;
 - The role of the central government;
 - The governing roles of municipalities;
 - The private sector.
3. Ask for the relevant context factors in the Netherlands to be mapped out.
4. Ask for a further quantifying of the activities and effects on public and private aspects of career services in the Netherlands.
5. Repeat these data collections once every five years.

Recommendations for follow-up steps in the Netherlands, to be initiated by the various parties concerned:

With respect to communications:

Facilitate joint activities and encourage communication among the parties concerned in this field.

With respect to changing perspective:

Devote attention to shifting the perspective from institutions to individuals and careers. This should find expression in fiscal and financial incentives for individuals.

With respect to the government:

- Promote the coordination, coherence and continuity of the policies of the various national, regional and local government authorities.
- Promote transparency in the delivery of career services.
- Promote the mapping out of dominant views in this field, including ‘good practices’.
- Devote more attention to groups that are not in a position to take initiatives.

With respect to assessment:

- Assess the effects of decentralisation, deregulation and privatisation.
- Assess the quality of career services
- Assess the effects of the activities of the various parties concerned.

1. OVERVIEW

Here we would like a brief overview of arrangements for information, guidance and counselling services in your country.

1.1 Please provide a brief (no more than one page) overview of national arrangements for career information, guidance and counselling services in your country.

In answering this please describe the principal service providers, and indicate the extent to which the provision of career information, guidance and counselling overlaps with or is integrated with other services. Indicate how responsibility both for managing and for funding information, guidance and counselling services is divided: between different Ministries (for example Education and Labour); between different levels of government; and between governments and other providers. If possible, include as an Annex the contact details and homepages of key players and main providers of services. (Note: questions that allow more detailed descriptions of services can be found elsewhere in the questionnaire).

The response can be summarised as follows:

In the entire country there are 'more than 200' private agencies for career service provision and 'several hundred' independent agencies that provide careers services. The three Offices for Careers Services (AOB), which cover most of the country, are also private agencies. These private providers make their own determinations of the services they offer, based on market demand. The government is not involved financially.

There are some 650 reintegration companies, which are private providers. They are called upon to help people find (re) employment. They enter into agreements with the municipalities and social security benefits agencies (UVI). According to respondents from these agencies, reintegration service companies offer a type of career service.

Each of the 888 educational institutions for secondary education and the 43 BVE (adult and vocational education) institutions is empowered to offer career orientation and guidance services to pupils and students. The institutions of higher education (56 'hogescholen', 5 agricultural 'hogescholen', 12 universities, 1 agricultural university and 1 Open University) offer free study/career guidance. These institutions are also responsible for the quality assurance, availability and accessibility of these services. Considering the autonomy of the institutions, service provision and the degree of integration with the education on offer will vary per institution. Funding takes place through OCenW (Ministry of Education, Culture and Sciences) via lump sum payments to the institutions. The players in this field are AOBs, APS (National Centre for School Improvement) and other LPCs (National Pedagogical Centres), CINOP (Centre for Innovation of Vocational Education), LDC (National Service for Career Issues), NVS (National Association of Careers Teachers) and SLO (National Institute for Curriculum Development).

From 1 January 2002 there is a new organisational structure for employment services and social security. An important feature of this is the establishment of 131 Centres for Work and Income (CWIs).

Among other things, these centres provide regional information and guidance (I&A function), which was adopted in the SUWI Act (Structural Implementation of Work and Income Act) and which is funded by SZW (Ministry of Social Affairs and Employment). This function entails all information and counselling services in the area of work and income, particularly career information and counselling. The I&A function is available free of charge to both job seekers and the employed. Information and guidance is available through various channels, including Internet applications, by telephone and in person. To shape career counselling within the I&A function, the CWI works with or utilises the services of private parties, particularly reintegration companies.

Information about study opportunities in the Netherlands is available by telephone or e-mail from LDC to the end of 2003. OCenW (the Ministry of Education, Culture and Sciences) funds this service. After 2003, this information service will be part of a European call for tenders.

The National Resource Centre for Vocational Guidance (NRCVG) provides information about studying in other EU member states. The NRCVG is a collaboration between CINOP, COLO (Association of National Vocational Educational Bodies) and LDC. Comparable institutions abroad can contact the NRCVG to obtain information about the Dutch structure. The EU provides funding, with co-funding by OCenW.

Information about job vacancies and information about social security are available on the Internet at www.werk.nl, a collaboration between the Central Body for Work and Income and the private Veronica Internet. Besides information about job vacancies, private companies also offer services on their sites for questions about careers.

There is a national structure with three expertise centres for International Credential Evaluation (IDW). COLO provides information about comparable credentials obtained abroad and in the Netherlands in secondary vocational and adult education. The IB group (Information Control Group) provides credential evaluation for general and pre-vocational education. Moreover, the IB group is responsible for issuing titles and educational qualifications. Nuffic/IRAS provides information about credential evaluation in higher education.

The expertise centres are second-line provisions. Migrants and other stakeholders seeking credential evaluation can approach one of the AOBs, which are responsible for intake and past service. Educational institutions for BVE (adult and vocational education) usually turn to one of the expertise centres. Collaboration of the expertise centres with the AOBs will continue until 31 December 2002. After that date, the expertise centres are seeking links to other regional counters, such as CWIs and integration authorities. OCenW provides 100 percent funding for educational participants and co-funding for employees and job seekers.

One purpose for setting up the EVC (recognition of acquired skills) knowledge centre was to enable work experience to be included in evaluating the experience of (prospective) employees. Funding by OCenW, SZW (Ministry for Social Affairs and Employment) and EZ (Economic Affairs) runs from 2001 to 2004.

For those who fall under the Newcomers Integration Act (WIN), taking part in the integration programme is compulsory. This programme, which takes some 600 hours, also includes 50 hours devoted to career orientation for newcomers (LONK), including EVC, IDW, vocational orientation, a plan of action and portfolio. Institutions for BVE are currently the only ones implementing such programmes. Funding comes from BZK, VWS, SZW and OCenW.

Since the spring of 1999, the FNV trade union offers individual careers counselling and training to members and non-members via its website. The free services offered to members of FNV trade are sometimes available locally.

As far as is known, there are three national collective labour agreements that no longer fill in the employability section with schooling, but treat it as a career section. As a result, for Dutch Railway personnel, there are regular opportunities for screening by a consulting firm of their choice.

The working group Removing Labour Bottlenecks, with representatives of employees and employer organisations, OCenW, SZW and chaired by EZ, started several national activities. EZ and OCenW created the AXIS Foundation, for example, as a platform for the business community, government and field of education for the period 1998-2002. AXIS co-funds unorthodox projects that provide strong incentives for pupils, students and teachers or lecturers to take part in mathematical and technical subjects. As an elaboration of the cabinet's 'employability agenda', EZ set up the Investors in People Foundation and hired employability consultants (Syntens) to raise the level of knowledge of employers and employees about human resource development (HRD). With a view towards stimulating training within the working population, fiscal training facilities were made available and innovative training routes were employed for vocational groups facing (or threatened with) structural deficiencies (implementation by Senter). Eliminating the deficit of ICT personnel will take place in several specific projects. To emphasise the coherence of these national activities and to counteract narrow or unilateral views, EZ is initiating 'Labour Market Radar Systems'. Among other things, these systems are designed to diagnose the exact nature of bottlenecks and to encourage parties to develop innovative projects to make concrete contributions to increasing the intake of capable workers.

RTC respondents point out that HRD officers in companies is a national development.

Part II contains contact information about key organisations in the field of career services.

2. KEY GOALS, INFLUENCES, ISSUES AND INITIATIVES

Here the OECD would like information about the broad goals for information, guidance and counselling services, about the influences that are shaping these services, about the key issues in their organisation, management and delivery, and about important recent initiatives.

Note: Subsection 2.1 is missing in the questionnaire.

2.2 What are the main aims and objectives of national policy for services relating to career information, guidance and counselling?

Describe the different aims and objectives that may exist among ministries. If there is a legal basis for these aims, please provide details.

The national government reports:

The various departments focus on agreements stemming from the Lisbon European Council (March 2001) and the agreed policy strategy. '1) Preparation and realisation of a transition to a dynamic, competitive, information-based economy; 2) modernisation of the European social model, investment in people and combating social exclusion'. The Dutch elaboration of the 'Lisbon' agenda and the resulting cabinet initiatives cover five themes:

1. An information society for everyone;
2. Towards an excellent research and innovative climate;
3. Renewed business enterprise and dynamic markets;
4. A well-trained and flexibly employable working population;
5. 5.Modernisation of the welfare state and combating social exclusion.

The government has formulated several generic policy aims for government policy. These include the fields of career information, counselling and guidance, which can be found in policy documents such as 'In goede banen' – (Channelling Employment); 'Doorstroomagenda Beroepsonderwijs – (Transfer Agenda for Vocational Education)', 'Een leven lang leren – (Life-long Learning)', legislation such as SUWI and the cabinet's employability agenda.

The main policy objective of the Ministry of Education, Culture and Sciences (**OCenW**): Pupils in secondary education, participants in adult and vocational education and students in higher vocational and university education should be able to make sound/"good" choices – based on the most complete, objective information as a learning or information-intensive society, expect individuals to shape their own

careers. Moreover, for schools in secondary education, career education and guidance must be integrated with study and socio-emotional guidance.³

Educational institutions are responsible for providing career services to (potential) participants and for assuring the quality, availability and accessibility of such services. As autonomous bodies, education institutions formulate their own policies and objectives in this field. The role of government is primarily geared towards monitoring and, where necessary, enforcing/maintaining such quality.

Since 1997, the additional subsidy funds that formerly went to the Regional Service Centres (AOBs) have been included in the lump sum payments to secondary education schools and to adult and vocational education institutions. With this budget, schools can shape career education and guidance within their institutions. The inclusion of the career education and guidance goals in the core aims of secondary education and in final examination programmes obligates the institutions to fit career education and guidance into the curriculum they offer. In their quality-care reports, the BVE institutions have an obligation to report on the design of education and vocational information.

With decentralised policy, OCenW would like to encourage institutions to be self-supporting and self-regulating in the activities they undertake. The ministry would also like to promote coherence in bringing about a better quality and substance of career education and guidance at all educational levels and on the cutting-edge of education/work.

In consultation with the parties concerned, based in part on the OECD report, the ministry of OCenW will discuss how the policy put in action can be supported. A significant point of attention in this debate, for example, is the enhancement of consumer information.

For the legal basis, see:

- Appendix 1: Secondary Education Act (WVO);
- Appendix 2: Adult and Vocational Education Act (WEB);
- Appendix 3: Higher Education and Research Act (WHW);
- Appendix 4: Transitional Scheme, Reimbursement of Education and Vocational Guidance and Industrial Health Care and Learning Support Department 2000-2003.

Main policy objectives of **SZW**: to help as many people as possible find jobs, work above income and prevention of social exclusion. At present, the emphasis is primarily on reintegration of persons who have difficulties in finding work or the long-term unemployed. The combination of market and central government control is seen as a means of creating efficiency and effectiveness.

The CWI has invoked the I&A function. The underlying objective of the I&A function at CWI is to provide a fast and good link to supply and demand in the labour market. This requires the parties to have the widest possible access to relevant market information, including provision of information about career choice and necessary occupational training. The CWI looks after the provision of basic services. There are career services via UWV and the municipalities for people who are eligible for reintegration projects. They purchase private reintegration tracks from reintegration companies.

³ *Niet voor de school maar voor het leven leren wij*. Ministry of Education, Culture and Science, 1996

Legal basis:

Employment Services Act 1996 and the SUWI Act, Annual Session 2000-2001, no. 239, 27 588 EK.

Main policy objective of **EZ**: maintaining a healthy Dutch economy with a dynamic market sector. Key words here are competitive power, innovative power and adaptability.

Underlying objectives: quantitative and qualitative shortcomings in human capital are obstacles in the elaboration of this task, and must therefore be tackled. This will require a multiple tracking policy in which the various parties – individual employees and employers, social partners and the government – make contributions. EZ's approach is to focus on individuals. Concerning employability of employed persons, the first responsibility is with the employees and employers. The government only plays a facilitating and stimulating role.

See appendix 12 for the activities of the ministry of EZ in the areas of employment and education.

Main objective of WIN (BZK, VWS, SZW, OCenW) regarding integration programmes: newcomers should gain insight in personal opportunities in relation to subsequent steps en route to the labour market and/or education.

RTC participants emphasise that in the Netherlands the remaining actors (section 4) traditionally have the right of consultation in decision-making policy both at national and regional levels (also see appendices 11 and 12). The Council for Employment and Income, for example, is a new national body that opened its doors on 1 January 2002. Employers, employees and municipalities are represented in the Council. The Council will advise SZW on the main outlines of employment policy – advice that the minister can only deviate from with well-founded arguments. In addition, with a subsidy scheme of more than € 68 million, the Council will concentrate on the demand side of the labour market. At regional level, regional platforms for employment policy have recently been established, with identical representation.

Concerning the differences in aims and objectives, here is how the ministries themselves see this situation:

The aforementioned initiatives and initiated ideas, such as 'Life-long Learning'⁴ and Employability traverse the traditional separations between education, labour market and economic policy. In these ideas, going to school, working, recurring learning are logical steps that are sequentially and inseparably interconnected to the careers of individuals. EZ no longer expects initial education, for which OCenW has primary responsibility, to equip people sufficiently for their entire working lives⁵. Moreover, individuals are increasingly combining work with leaves of absence, care and schooling⁶. This forms the point of departure for policy in the areas of Life-long Learning and Employability. The fading of the boundaries between education, the labour market and economic policy is or should affect thinking about and the organisation of career services.

⁴ Ministry of OCENW, *Nationaal Actieprogramma Een Leven Lang leren*, March 1998

⁵ Jorritsma-Lebbink, A., *Voortgangsrapportage activiteiten van het Ministerie van EZ inzake arbeid en onderwijs*, ES/ATB/KI/00023518, p.8

⁶ Committee of Socio-Economic Experts (2001), *Levensloopbanen: gevolgen van veranderende arbeidspatronen*. www.ser.nl/publicaties

For OCenW, ideas in which learning also takes place after initial education means that the responsibility for national policy in the area of career orientation, counselling and guidance will shift towards EZ and SZW.

The policies that these departments formulate to realise their objectives in the fields of Life-long Learning and Employability will take place as part of their own responsibilities and visions. That is also the working procedure for OCenW. No matter how they are designated, career orientation, counselling and guidance is a major policy instrument for all parties.

It is clear that in the Netherlands there is very little coherence in and among the policies of the various departments responsible – even though here, too, the success of the ideas of Life-long Learning and Employability depends on such coherence. The lack of insight in the total policy activities in this area hampers policy development at OCenW and the elaboration of its role during the initial stage of individual careers.

2.3 What are the main social, educational and labour-market influences that currently shape national policy for career information, guidance and counselling services?

According to respondents, all developments that could affect links between education and employment, or the unemployed and the labour market, should affect national policy.

As the main social effects, the respondents mentioned demographic trends pushing back green areas and strong increases in the ageing population⁷; individualisation, pluralistic population and integration of second and third generation migrants.^{8 9 10}

Educational influences: (1) rising educational level of those leaving school and of the working population; (2) a broader, more differentiated supply of training opportunities; (3) an undesired, high number of early school leavers and unqualified school leavers; (4) a swing towards independent, active learning with the emphasis on skills in secondary education and on competency-orientation in adult and vocational education.

Labour market influences: (1) increasing participation of women and the current labour-market patterns in which men and women alternate work periods with leaves of absence, schooling and (informal) care^{11 12 13 14}; (2) upgrading of qualification requirements and risk of qualification obsolescence due to technological and organisational developments and increasing attention given to quality care¹⁵; (3) shortages in the labour market in a quantitative and qualitative sense; (4) pushing back numbers of WAO

⁷ Grip de, A. & Sanders, J. *Naar een Employability Monitor*. ROA-R-2000/9, Maastricht

⁸ WRR V55 (1999) *Generatiebewust beleid*

⁹ WRR V107(2000) *Levenslopen in verandering*

¹⁰ SCP reports 1998 e.v.

¹¹ *Werkgelegenheid en scholing 1999* ROA-R-2000/5, Maastricht

¹² WRR (2000) *Doorgroei van arbeidsparticipatie*. Report to the Government, no. 57. The Hague, Sdu

¹³ WRR W113 (2000) *Naar een vrijwel volledige arbeidsparticipatie*

¹⁴ Committee of Socio-Economic Experts (2001), *Levensloopbanen: gevolgen van veranderende arbeidspatronen*. www.ser.nl/publicaties

¹⁵ *De arbeidsmarkt naar opleiding en beroep tot 2004* ROA-R-1999/8, Maastricht

recipients; (5) limited schooling capacity¹⁶, (6) the lack of a right for young people over the age of 24 to improve their positions.

A group at the RTC added the issue of integrating people with work disabilities.

For this area, various respondents were not clear on the extent to which these developments make themselves felt in national policy.

Economic development, the transition to an information economy, the clearly-emerging limits of the welfare state, privatisation and market forces, European law and legislation relating to incomes and social activation, changes in funding systems – these factors are seen as strong influences on shaping (potential) policy for career services.

2.4. What are the most important questions facing policy-makers in the organisation, management and supply of career information, guidance and counselling?

The introduction of the new governing philosophy has resulted in various processes, which have of course required much effort on the part of staff and supervisory personnel concerned. For example, the former labour agencies went through four reorganisations during a ten-year period.¹⁷ RTC participants interject the fact that the same can be said for the AOBs (also see appendix 11). As a result of this development, the public infrastructure has also disappeared, in the view of some RTC participants.

Moreover, RTC participants mention that qualification thinking is the focal point both in education and in sections of the business community, while, e.g. the assumption behind the Lisbon process is competency thinking.

The issues that policy-makers encounter in educational institutions is only known for secondary education. Longitudinal research into the state of affairs at 15 schools between 1997 and 2000^{18 19 20 21} revealed the following:

- Career education and guidance are generally accepted by schools as part of the curriculum;
- A possible contradiction in school policy with respect to the determination and selection of pupils and school policy for career support;

¹⁶ see footnote 10 at question 2.3

¹⁷ Fender, M. in *Uitkeringsinstanties reorganisatiemoe. NRC 2 November 2001*, p.2

¹⁸ Stokking, K.M.& Leenders, F.J. (1998) *Loopbaanbegeleiding en het maken van loopbaankeuzes : de situatie in het schooljaar 97-98 in het Voortgezet Utrecht* : ISOR ; Utrecht : ICO Utrecht, (ISOR report; no.. 98.14)

¹⁹ Stokking, K.M.& Leenders, F.J. (1999) *Werk aan de winkel.De situatie op scholen in het jaar 98-99.*: ISOR ; Utrecht : ICO Utrecht, (ISOR report ; no. 99.06)

²⁰ Leenders F.J. & Stokking, K.M. (2000) *Loopbaanoriëntatie en –Begeleiding op de scholen: Stand van zaken najaar 1999. Verslag van een landelijk survey onderzoek.* Utrecht : ISOR ; Utrecht : ICO Utrecht, (ISOR report; no. 00.06)

²¹ Leenders F.J. & Stokking, K.M. (2001) *Loopbaanbegeleiding en keuzeprocessen in het voortgezet onderwijs* Utrecht : ISOR ; Utrecht : ICO Utrecht, (ISOR report 01.04)

- No co-ordination among the various areas of pupil counselling;
- A lack of clarity in task distribution and -demarcation between tutors, teachers and student counsellors;
- Insufficient co-ordination and lack of supervision among tutors and among teachers;
- Little or no discussion of the career education and guidance objective, which is still heavily under the influence of information provision, making the right choice – and less geared towards the development and processes with pupils;
- A third of those involved in the study saw the absence of policy, organisation and communication as a sticking point.

National developments with a legal basis for career education and guidance in secondary education create a vacuum for policy-makers in educational institutions – according to monitors in an earlier publication.²² After the announcement of legislation in this area in 1991, it was successively included in basic education (1993), second phase (1998) and in VMBO (2000). It does not contain any regulations for the entire school, but requires each teacher to make a contribution (appendix 6). In 2000, OCenW stated that teachers no longer had to make contributions in this area in basic education²³. The introduction of the second phase lasted three months before the State Secretary decided on several temporary measures (1998-2004), following complaints about the heavy loads of the new programme. One such is that teachers are no longer required to make contributions in this area²⁴. This nullified two years of advance preparations for the introduction. Among others, preparations in many schools resulted in student counsellors moving to second-in-line jobs, while teachers and mentors were expected to perform first-in-line duties. Publishers come up with professional methods that include career information.

On his departure as Inspector General of Education, Mertens noted that ‘despite deregulation, schools still face excessive government rules and regulations, which results in subordinate and impassive attitudes and do not make sufficient use of their increasing freedom’.

In a progress report, EZ stated the following: ‘Individuals are increasingly responsible for their own career development and planning. In practice, there are many that do not fully realise this’.²⁵

RTC participants add that, with decentralisation, policy develops at many levels, which also forms a chain. How does one direct all these processes so that they are more or less in unison, in other words how to direct the chain?

²² Bakkenes, M., Oomen, A., & Meijers, F. (2001) *Career Development in the Netherlands*. www.crccanada.org/symposium

²³ Ministry of OCenW (2000) *Ruimte voor kwaliteit in de basisvorming*. Zoetermeer, Ministry of OcenW

²⁴ Ministry of OcenW (1998) *Regeling aanpassing examens profielen vwo/havo, 7 December 1998, VO/BOB-98/52287, Gele Katern 30 b (16 December 1998)*

²⁵ See page 6 *Voortgangsrapportage TK activiteiten van het Ministerie van EZ inzake arbeid en onderwijs ES/ATB/KI/00023518, 17 April 2000*

2.5. Describe any recent initiative and change (last five years) of special significance to the organisation, management, funding, staffing and supply of career information, guidance and counselling services.

The general response to changes in recent years can be summarised as follows:

- A reversal of the welfare state by means of an activating system designed to bring about maximum labour-market participation. RTC participants note that the welfare state still exists, but that it is being rearranged. There is a shift in income support to tailor-made support for individuals, with a view to letting everyone earn their own incomes.
- Decentralisation, with the problem being formulated at national level and with responsibility for the solution at decentralised levels; attempts to deregulate
- Stimulating quality improvement through more demand-orientated funding.
- Cuts in /shrinking of employment subsidies, incentives for market forces and expansive growth of commercial services.
- Increases in scale, reorganisations and radical –content focussed- reforms in institutions for education and in employment services organisations.

A (non-exhaustive) list of government initiatives in this area:

- Introduction of the WEB in 1995 and changes in the WVO in 1993, 1998 and 2000, whereby responsibility for career education and guidance shifted to educational institutions themselves. Since then, funding no longer goes to intermediary organisations such as AOBs and LDC, but directly to educational institutions through lump-sum payments. The institutions are autonomous in deciding on the nature of the services they offer participants and in purchases from third parties or performing the services themselves (see appendix 7).
- PVALOB (Plan of Action LOB 1996-2000) (LDC commissioned by OCenW) to provide extra incentives to career education and guidance in secondary education.
- For the coordination of life-long learning, employability and schooling, in the 2000 Fall Deliberations the Steering Committee for Vocational Education and Training Incentives was created, with participation by the government (OCenW, EZ, SZW), the social partners and institutions for vocational education (term: to 2002 Fall Deliberations).
- Offering of the recommendations of the Committee Boekhoud Transfer Agenda of Vocational Education ²⁶ by the Minister of OCenW to the Lower House on 11 July 2001. This advice makes the careers of pupils a central feature of the vocational education column (VMBO-MBO-HBO). One of the five central aspects is the design of career education and guidance. The suggestion is to use 40 percent of the extra annual working budget of 5.7 billion (between 2002 and 2006) in the institutions for shaping career education and guidance.

²⁶ Transfer Agenda Committee, Vocational Education (2001) *Doorstroomagenda Beroepsonderwijs*, Advice dated 8 March 2001 and the addendum 'De doorstroomagenda in de praktijk' of 9 April 2001

- So-called integrated, longitudinal educational routes (GLL)²⁷ are shaping improvements in MBO-HBO transfers. These are HBO lines that originate from MBO.
- Improving ties with secondary and higher education through the introduction of the second phase and incentive funds for specific projects (see appendix 3).
- The bachelor-master (BAMA) structure stimulates the creation of broad bachelor programmes at university; cooperation between WO-HBO and careers (guidance) of students.
- Employability agenda adopted by the cabinet (1999): employability advisers nationally through Synten and through four sector organisations; introduction of the quality mark Investors in People (IiP).
- EZ subsidises Syntens' Insight into Human Nature programme 2002-2004, which is geared towards current staff and organisational problems in small-and-medium-size companies (MKB). The underlying idea is that the competitive strengths and innovative powers of companies are increasingly less determined by differences in techniques and technologies and increasingly more by the strengths of people in the companies. The employability advisers will play significant roles in the new programme, with attention also given to EVC and Invest in People. With the introduction of the programme, Syntens hopes to reach 16,000 businesses over three years.
- Creation of the EVC Knowledge Centre (2001), among other things, to arrive at a more uniform system for competencies acquired elsewhere or in the past, to develop and diffuse expertise in this regard and to build an international network – with subsidies from EZ, OCenW and SZW.
- Report of the MDW working party, 'The Effectiveness of the Training Market',²⁸ and the cabinet's response (see question 7.8.).
- A plea by the Labour Foundation (SER) for several related initiatives designed to promote broader employability within the sector, such as the hiring of employability advisers, conducting employability scans, a more facilitating and active support function of O&O funds, also geared towards greater inter-sectoral mobility and joint provisions for small and medium-size companies.
- There are experiments with individual learning accounts as instruments to enable individuals to increase their own employability and mobility in the labour market²⁹. In February 2001, eight experiments were started with a term of one year (EZ 2001 took the lead). The cabinet and social partners are currently reviewing the opportunities for introducing a personal development account. Expansion of the definition of training with assessment and the provision of career services will also be included in fiscal schemes.

²⁷ Visser, K. & Asselt van, R. (1999) *Handreiking longitudinale leerwegen mbo/hbo. Een handreiking aan regionale werkverbanden van roc's en hogescholen gericht op effectieve, doorlopende voltijds leerwegen mbo-hbo*. Vocational Education Platform

²⁸ MDW working party "Doelmatigheid van de scholingsmarkt" *Slagvaardig scholen*, July 2001

²⁹ Westerhuis, A., Doets, C., (2001). *Individuele Leerrekening: Nieuw Instrument voor levenslang leren*. In: *Nieuwsbrief Individuele Leerrekening 01/1*. (June 2001) CINOP, 's-Hertogenbosch. www.cinop.nl/leerrekening

- During the ESF period 2000-2006, there are also ESF funds available for training employed persons to acquire basic qualifications, increasing education to MBO-4 level and cross-sector training. Besides direct costs for training and lost time, the costs of EVC will also be eligible for subsidies.
- Starting in 2002, a new fiscal facility for employers will be introduced to train former employees to obtain basic qualifications. EVC is considered part of that cost.
- Since 1998, the Employment Services Organisation (now CWI) has provided the I&A function on the basis of open purchasing.
- As a consequence of the SUWI Act (private reintegration market) and the changing labour market, the Employment Services Organisation underwent a reorganisation. This process was rounded off on 1 January 2002 (see appendices 10, 11 and 13).
- In March 2000, the cabinet issued its policy document *In goede banen; een aanpak van de knelpunten op de arbeidsmarkt*. (Channelling Employment: tackling bottlenecks in the labour market).³⁰ It provides an approach to tackling bottlenecks in the labour market, along five different solution avenues: encouraging older people to continue working, prevention of employment drop-outs, tailor-made working conditions, new recruitment methods for new recruiting categories and investment in training. (also see appendix 12 for EZ activities) In June 2000, the policy document was followed by an action plan in which the five solution avenues were given goals, a time frame and effort³¹.
- In 1998, the Career Interruption Funding Act went into force. This Act offers financial support to employees that take leaves of absence for care (parental / adoption leaves) or study. This law encourages employees to take leaves of absence. This enables the unemployed and persons re-entering the job market to gain work experience. It also furthers reintegration of persons with work disabilities.

The leave of absence savings scheme was introduced on 1 January 2001. This scheme offers employees coverage for loss of wages during educational leaves of absence

³⁰ *In Goede Banen; een aanpak van de knelpunten op de arbeidsmarkt* (House Document II, 1999-2000, 27060, no. 1).

³¹ *Actieplan in Goede Banen* (House Document II, Annual Session 1999-2000, 26 800, no. 82)

3. POLICY INSTRUMENTS FOR STEERING SERVICES

3.1. How important is legislation in steering career information, guidance and counselling services in the Netherlands?

*Here, the OECD would like to have a **brief** description of the most important legislation that directly affects services for career information, guidance and counselling. More complete details can be provided in an appendix.*

Concerning the question of the importance of legislation, the respondents have differing views. These range from ‘there is no steering’ to ‘when steering is done through legislation, it raises certain questions’ to ‘steering takes place by means of legislation’.

‘There is no government steering in the Netherlands. Everything that happens in the area of careers is the unintentional consequence of other measures’. OCenW forms an exception for these respondents. ‘It does use legislation to steer secondary education and BVE. However, regulations for career education and guidance in basic education and in the second phase have been reversed. There are vague criteria for controls to ensure compliance’.

‘Legislation in the area could be significant if it is enforced, actively announced, linked to a recognisable organisation, directed towards combating discrimination in the labour market and coupled to adequate funding of services. Existing legislation does not meet these criteria’.

Respondents from the government are of the view that steering does take place through laws and regulations – see reintegration and education. EZ, however, does not use laws or regulations to steer policies.

Examples of relevant laws and regulations:

- Among others, national policy in this area is steered by Article 9 of the Council of Europe’s European Social Charter (1961), which regulates admission entitlements to ‘vocational guidance’ (see appendix 5).
- Within secondary education, WVO regulates core aims, practical sector orientation, maximum lengths of stays, the school prospectus, school planning, student counsellors and (supplementary) funding of operating expenses (appendix 1). LNV (agricultural), V&W (nautical), Justice (the police) and VWS (sport) are linked up to this.
- Within the BVE, the WEB regulates provision of information for educational and vocational information, regular counselling concerning continuation of studies inside or outside the course (appendix 2). LNV (agricultural), V&W (nautical), Justice (the police) and VWS (sport) are linked up to this.

- Within higher education, the WHW regulates recommendations for continuing studies and referrals to the foundation-year phase, monitoring of student progress for conditional study grants or loans and for the first-year performance grant (appendix 3).
- The IDW (international credential evaluation) has a legal basis in the WEB 1995 (see appendix 2)
- In section 21, the SUWI Act regulates the I&A functions of the CWI.
- There are no data for the Newcomers Integration Act (WIN).

An example of influential European legislation, according to one respondent, is the General Directives System (RAS). RAS has a legal basis in the Act of 29 June 1994, which contains rules relating to a general system of recognising vocational training in the European member states. (A new version went into effect on 28 June 2001). The purpose of the directives is to facilitate access to certain professions – the so-called regulated professions – in other EU/EER member states.

People who wish to come and work in the Netherlands in a regulated profession (a profession that requires practitioners to meet certain requirements) must submit a request for recognition of the certificates obtained by them to the so-called competent authority. That is normally a vocational department. By way of example, consider the nursing profession, for which requests must be submitted to the Ministry of Health, Welfare and Sport (VWS).

At least one information centre has been set up in each EU/EER member state for the application of EU directives. In the Netherlands, the OCenW Nuffic/IRAS has been designated as the information centre for the First General Directives System and COLO for the Second Directive. Nuffic/IRAS and COLO work closely together here.

The importance of legislation as a steering instrument is declining as a result of increasing deregulation, according to respondents from the national government. RTC participants confirm that the central government is increasingly staying at arm's length. At the same time, they indicate that a role remains for the government to promote and monitor the quality of services. Also, one RTC group added, the government should steer towards the more direct relationship that now exists between individuals and funding organisations, to ensure equal opportunities. They take less interest in a government that is taking a back seat.

3.2 What other instruments are normally used for the political steering of career information, guidance and counselling services and monitoring implementation?

OCenW makes use of the following:

- Core aims and general educational goals in secondary education (appendix 6).
- Output funding in BVE and higher education.
- Supplementary funding of operating costs, in this case the transition compensation scheme for educational and vocational guidance, industrial health care, and learning support departments 2000-2003, in connection with the conversion of SVO-LOM (appendix 4).

- Annual programming of national pedagogical centres (LPC), SLO and CITO in main outlines of the SLOA memorandum.
- Making funds available for LDC activities (to the end of 2002).
- Inspection of education whose task, among other things, is to assess, promote and report on the quality of education at schools (also see monitoring).

Concerning the promotion of -- and incidental impulses for development within -- the system, OCenW is playing a more active role. Flanking measures can be taken with a limited budget of additional funds for career information, guidance and counselling. The limits of the commitment to this are formed by the push-function of the additional funds, the formulation of goals and performance data. Where implementation takes place outside of OCenW, the European tendering regime applies:

- Incentive schemes such as the one for the link up of VWO-WO 1999-2001 (appendix 9).
- Networking in secondary education, such as that for practical sector orientation.
- Projects such as AXIS.
- Funds in the BVE budget for additional career service activities.

The task group on Legislation for Deregulating Market Forces (MDW), in which EZ, OCenW, SZW and Finance participate, sees the promotion of demand-driven forms of financing as a powerful model for focusing attention on the individual, since it expands freedom of choice and strengthens the individual's position in the training market. Furthermore, EZ supports the Training Impulse Scheme by Senter and is investigating the modalities of the Personal Development Account (POR). Besides EZ, OCenW, SZW and Finance are also involved in the POR.

Monitoring implementation:

OCenW has various ways of monitoring:

- An assessment every five years of the core aims by the Education Inspectorate;
- The Education Inspectorate supervises the performance of educational institutions, for example, looking to see whether schools have included career orientation and guidance in their school plans;
- Annual written and oral gauging by random spot checks of schools during the second phase of secondary education.

Both OCenW and CWI also monitor by means of research into client satisfaction (see section 11). Through (column-related) client participation at UWV, municipalities and national client councils, there are opportunities for placing this subject on the agenda, if desired.

Monitoring of the broader field of employability takes place through monitoring and activation of training and investigation by the Labour Inspectorate into collective labour agreements. Further, SZW is engaged in setting up an Employability Monitor. The ROA is currently implementing the WSO (Employment and Training Observatory).

One respondent refers to the necessary instrumentation geared towards the conditions of infrastructure for adequate provision of services. 'Career information, guidance and counselling is dependent on large-scale investments and in a foolproof system of competencies relating to working in the economic sectors and in production companies. Such services should give clients (companies, private persons and others) access to a system of competencies linked to job vacancies on the one hand and, on the other, to (vocational) education and other forms of education on offer. By monitoring the increasing demand for effective services, implementation of political objectives can be followed with respect to the functioning of these services'.

3.3 Please describe how government regulation, funding and provision of career information, guidance and counselling services are interrelated.

Regulation, either implicit or explicit, is formulated from within the responsibilities that government departments have for education, the labour market and economic policy. The various government departments have their own funding and conditions for delivering services in the field of career information, guidance and counselling.

The I&A function is set down in the SUWI Act. This I&A function is financed by SZW. CWI provides the elaboration of this function.

For their legal tasks in this area, educational institutions receive funding in the form of lump sum payments. These institutions are autonomous in elaborating their tasks. The Education Inspectorate supervises the performance of educational institutions. No information is available on sanctions.

Some respondents have doubts about the competence of the educational institutions, supervisors and inspectors in this field.

RTC participants point to the increasing trend to make public information about school performance.

RTC respondents add that there has been a large increase in funnelling money to lower government authorities. Although it is intended as an operational incentive, it has probably (the facts are not known) caused an increase in the cost of overhead.

3.4 What mechanisms, if any, exist for coordinating career information, guidance and counselling services among different ministries, at different government levels, between the governments and other parties?

In the departments themselves, among departments and in their own policy areas at various levels of government, there is a limited amount of consultation and exchange of information (according to the departments).

Increasingly, the various departments undertake joint activities, sometimes with the social partners and educational institutions – EVC Knowledge Centre, task group Removal of Labour Bottlenecks, the AXIS Foundation, Integration Task Force, and the Steering Committee for Vocational Education and Training Impulses. This could intensify consultations and exchanges of information. The cabinet's Spring and Autumn Deliberations could play a role here. However, there are not yet any mechanisms to assure coordination and fine-tuning. Structurally, these must still be developed.

According to some RTC participants, a major coordinating effect at departmental level starts with the agreement to issue regular European reports in the framework of Lisbon.

For the issue at hand, respondents of the government departments mentioned the following barriers to coordination: internal interests take precedence; lack of time, manpower and attention from politics. The political nature and related, accurate demarcation of its own policy field, the increased approach and standard procedure towards the traditional fields of interest -- clearly affect the breaking of new ground.

In addition, RTC participants see a major psychological barrier. Civil servants often view things from the perspective of institutional interests, while policy requires them to think in terms of the interests of individual citizens or residents.

3.5 What barriers exist to coordination of services and to networking among providers?

Government departments compel many providers to undertake concerted activities and fine-tuning. IDW, the EVC Knowledge Centre, practical sector orientation networking and AXIS are examples.

One respondent reported that the development of fine-tuning is not barrier, but rather a positive development to counteract fragmentation of activities and possible duplications. If there is a barrier, it is because of an unwillingness of some providers to align their services with other organisations.

Barriers among providers are expressed in statements such as 'unknown, unloved', 'conflicting interests among private-sector parties', 'exclusively regional sphere of activity', 'unprofessional', 'single-minded pursuit of money', 'output is more important than substance', 'promises, promises', 'the fuss in the second phase of secondary education', 'slow, postponed development; 'the cut-off line among institutions' (e.g. primary and secondary education) and 'the lack of development time and capacity'.

4. THE ROLES OF THE STAKEHOLDERS

The OECD would like to know the roles played in career services by certain stakeholders – apart from the national government --, for example, employer organisations and trade unions.

Employer organisations

4.1 What role do employer organisations play in regulating career information, guidance and counselling services?

Employer organisations profess to being part of many types of consultations at national (policy/strategic) level, which directly or indirectly affect career services. The cabinet makes agreements with employer organisations in the Spring and Autumn Deliberations. These are then further delineated in collective labour agreements. In recent years, we have seen considerable pressure on the employability of employees, which is now increasingly being translated into a section on careers. In so far as the observers are aware, there are now two trade associations that have incorporated a careers section in their collective labour agreements – for library staff and house painters. A pilot project was started in North Holland for a career-orientation track. It was designed for employees threatened with ending up in the WAO.

As is known, national operationalisation of collective labour agreements is declining. Negotiations increasingly take place at local level. Central employer organisations are also being drawn into the further elaboration of EVC.

Employer organisations stimulate attention for careers counselling of employees for their members. They do so, for example, through publications or by hammering away on the importance of HRD (Human Resources Development) with job assessment interviews, through development interviews with Personal Development Plans (POP) or through training. Some of these directional stimuli are channelled through the Labour Foundation, which offers periodic advice and publishes policy documents³². The larger employers have equipped mobility centres that operate in principle for individual employees.

Several RTC participants see research into the operation of mobility centres in draft reports as being outdated. They point to the trend in which company executives are becoming directly responsible for the careers of their fellow employees, in the context of competency management.

Employer organisations are also represented in the National Vocational Education Bodies (LOB) (see appendix 14). They are currently focusing on the debate about competencies and core aims. National bodies systematically collect labour-market information. Increasingly, they are assuming responsibility for the development of knowledge and employability policy for employees in their sectors.

³² STvdA (1997-) Chapter 4: Training and Career Guidance. In: *Agenda 2002. Agenda voor het cao-overleg in de komende jaren.*

The association for national vocational education bodies, COLO, forms the platform for the mutual alignment of services of national bodies. Moreover, clusters of related national bodies work closely together on cross-sector products.

So-called O&O (Training and Development) funds are primarily responsible for carrying out trade association activities in the area of career information, guidance and counselling. These bodies (which account for approximately 1.3 percent of total wages) determine policy and regulate activities at sector level.

Employer organisations are involved in innovative projects such as AXIS, which is entirely geared towards getting pupils interested in technical, vocationally-orientated studies.

During the RTC, another reference was made to the Gatekeeper Act and the Pemba Levy, in relation to reducing WAO recipients and the active role of employers. ‘This is now starting to have a real effect’.

4.2 What initiatives do employer organisations take to help provide information, guidance and counselling services?

There are local and regional examples of employers that – formally or informally – take an interest in education and training. Respondents mentioned a mentor project with ROC Friesland, cooperating on work placement and excursions. VNO-NCW expects that, in the future, employers’ involvement in careers counselling will be primarily organised at local levels.

4.3 What is the degree of commitment on the part of employer organisations?

General response:

Since the situation differs from sector to sector, it is difficult to gain insights into this. Traditionally, there has been considerable employer commitment at the various policy levels – national, regional and local. They are represented in many bodies. Collective labour agreements have an important function at national level among umbrella organisations and per sector. There is decentralised elaboration of these agreements at local level.

Trade unions

4.4 Do trade unions play a role in regulating or funding career information, guidance and counselling services?

Unions play a role in determining the collective labour agreements, including having the right to offer career advice. They are a major partner in the cabinet’s Spring and Autumn Deliberations. In this regard, they occupy a similar position to that of employer organisations. The unions are also involved in governing O&O funds.

According to the trade unions, they conduct consultations with OCenW and SZW, advocating the importance of career services. The trade unions ‘consider career services extremely important, a task that should be regulated by the government’.

In the past, the unions have formed part of the regional Education/Labour platforms and the tripartite administration of the AOBs. However, there is still no clear picture of what the unions do at regional or local levels, for example, in connection with the recently established, regional labour-market policy platforms, in the framework of the SUWI Act.

4.5 What initiatives do trade unions take in providing career information, guidance and counselling services?

Some unions offer career services to their members and also to non-members, both nationally and locally. ‘This is because they have found privatised careers services to be unaffordable for individuals’, according to one respondent.

4.6. What is the extent of commitment by trade unions?

The trade unions are involved nationally in consultations prior to – and in the determination of – collective labour agreements. In addition, they are involved regionally and locally. No qualitative or quantitative information is available (yet) from trade unions, concerning career services set up by them.

Other stakeholders

4.7 Describe ways in which policy (measures) encourage other stakeholders to become involved in career services.

Respondents from the departments see client participation, which could be a topic of conversation, as necessary in order to reach an acceptable level of service provision. For SUWI, for example, this is provided for by law – nationally, regionally and locally. The same applies to the participation of pupils, students and parents in statutory participatory councils of educational institutions.

One respondent mentioned examples of municipalities that are developing their own policies, particularly for the transition from primary to secondary education. This was primarily directed towards maximising information for transfer opportunities to qualified jobs via a successful school career.

RTC participants add that there are others who play roles in this field, such as the chambers of commerce and public libraries. Other examples given were initiatives such as job fairs and mammoth job markets.

Various student organisations counsel pupils from ethnic minorities in secondary education.

LaMP, the National Multicultural Student Platform, is one such organisation. LaMP was established for and by multicultural students, partly on the initiative of ECHO, the Migrants’ Expertise Centre for Higher Education. One aim was to increase participation of multicultural students in higher education. For LaMP, students who can speak from experience and who, simultaneously, are living examples of the opportunities – spread the message to others.

At the Free University, students from the migrant students’ association, Anatolia, visit schools with many ethnic minorities in the Amsterdam area, providing information in their mother tongues, in cooperation with the schools. This is a project in the framework of the VWO-WO link up (see appendix 9), in cooperation with ECHO.

The respondents do not confirm whether there are any incentive measures in the form of premiums and awards. The prize for the best career information awarded annually by the LDC, for example, was abolished in 2000.

5. TARGETING AND ACCESS

In this section the OECD would like to know about priorities for access to career information, guidance and counselling services. This section also asks about how services are provided for adults.

5.1 Please describe any priorities or target groups for career information, guidance and counselling services, including how priority needs are established.

SZW states that it focuses primarily on job seekers. The priority groups are:

- Unemployed job seekers that are far removed from the labour market (phases 2 to 4. See appendix 8 and question 7.5);
- Unemployed job seekers close to the labour market (phase 1, see appendix 8 and question 7.5);
- Persons with work disabilities;
- Ethnic minorities (WIN is an example);
- Risk groups, in this case employed persons with a high risk of losing their jobs;
- (early) school leavers.

A selection of regulations for priority groups is included in appendix 16.

This often involves a mix of policy objectives. These include getting the public to participate as much as possible in the labour process, and reducing dependence on state benefits. Also, more or less regular employment can make a major contribution to the social integration of the persons concerned.

Training and work experience increase the quality of the labour supply.

Important criteria are the extent to which people are removed from the labour market and the scale of the group in question.

EZ states that its work is geared towards employed persons. Priorities include removing bottlenecks in the labour market. For employed persons, employability is the key issue, where employees are primarily responsible for shaping their own careers inside (if desirable and / or necessary) and outside their current jobs. Employers become facilitating and supportive, for example, through guidance and maximising job performance (job performance interviews, helping employees to be more professional), by career guidance, assessment or by offering outplacement routes.

Companies have specific activities relating to absence through illness, geared towards (re) integration of (sick) employees. There are also specific policies for older employees, the aim of which is to prolong their employability (age-awareness personnel policy). Enabling legislation entitled Jobs and Care is on the table. All these matters fall under SZW.

However, various respondents point out that there is a strong tendency for service provision no longer to focus as a matter of course on the risk groups and/or the unemployed. They state that privatisation has led to an abandonment of target-group policy, except in cases where employers are willing to bear the cost.

Further, employers are setting their own priorities in shaping careers, according to one respondent. For example, the municipality of Amsterdam encourages its services not to think in terms of traditional priorities when it comes to shaping careers policy, but to ensure that the workforce is representative of the city's population. This can be done even at the expense of traditional priorities.

5.2 How are such priorities or targets formulated, for example, in law?

See question 2.2. One can also find priorities and target groups, for example, in the annual Social Policy Document from SZW, the Multiple Year Policy Plan from OCenW³³ and the 'Progress Report' from the Ministry of EZ relating to work and education'.

For the rest, not all respondents recognise priorities in laws and regulations. The observers suppose that this has to do with the absence of legal force.

5.3 What active steps are taken to ensure access to careers services for target groups?

The Central Organisation for Work and Income reports that the information and services of www.werk.nl for both job seekers and those with jobs are offered through the following channels:

- Ceefax (current vacancies, CWI accessibility and other sources);
- The Internet;
- Posting of vacancies at all CWIs and at several libraries;
- Client PCs at CWIs;
- Telephone help desks at LDC, along with a Client Contact Centre.

Concerning the CWI, SWZ reports that this involves basic services. As coordinating bodies, Municipalities and the UWV purchase reintegration routes for careers services.

Although CWI would like to become a one-stop shop, the respondents have doubts about this.

In education, much depends on local initiatives, for example, by schools or regional educational services. One respondent states that there is a central location in each BVE institution/bureau of student

³³ OCenW, *Grenzeloos leren. Een verkenning naar onderwijs en onderzoek in 2010*. August 2001

service provision/educational route office or service centre where information and careers services for students can be found.

5.4 Are different methods used to provide services for different target groups?

Yes, different methods are used. For example, the channels mentioned at question 5.3 have been carefully chosen. Efforts are made at regional and local levels to provide specific services for priority target groups, according to the AOBs and the school counselling services, for example. A portfolio methodology is employed for migrant adults who fall under WIN or WEB. Specific methods are also used in sheltered workshops (Sociale Werkvoorziening).

The VNSU reports that universities more frequently opt for special information to encourage migrant VWO pupils to enrol in scientific courses. The Erasmus University of Rotterdam organises its own 'parents' evenings' where students and their parents can obtain information from migrant students.

Various methods are also used in reintegration routes, although a recent study of the methodology in career services was not positive (see appendix 13). Looking at reintegration routes, several respondents see a tendency towards delivery of more made-to-measure work – to the extent that more money is available.

5.5 Do examples exist in which individuals are required to take part in guidance and counselling?

We can give five examples:

- In education, pupils cannot shirk career information, guidance and counselling. However, there are no sanctions to enforce this.
- Migrants that fall under the WIN regime are obligated to take part in an integration programme consisting of 600 hours, of which 50 hours are devoted to vocational orientation, an action plan and the portfolio.
- The General Social Security Act (ABW) requires recipients actively to look for work.
- Reintegration activities are compulsory for everyone covered by the WAO and the WW.
- The public prosecutor has a statutory obligation to enforce these measures.

5.6 Do policies for career information, guidance and counselling services emphasise:

- **A comprehensive approach so that services are universally accessible and meet a wide range of needs ;**
- **A targeted approach that favours those in greatest need;**
- **Both of these approaches?**

General response:

At national level, there is hardly any talk of a specific, targeted approach – with the possible exception of services to migrant adults, newcomers and early school leavers. Although there is a need for more specific material for certain target groups, no investments are being made in them.

The respondents generally attribute lack of such a specific approach to the market orientation that typifies the current supply.

One group in the RTC emphasised that there is such a specific targeted approach at local level. For example, the municipality of Amsterdam favours an approach that reflects the diversity of its residents.

Please describe the major gaps, if any, in the provision of career information, guidance and counselling services. Are there any groups whose needs appear to be met less effectively than others?

In education, according to the respondents, there is a particular lack of information in minority languages and a lack of adequate methodologies for migrant pupils. In addition, there should be greater emphasis placed on ‘career learning’ instead of ‘career information’ or the current ‘lessons about careers’ in secondary education.

Respondents also point to the consequences of adaptations recently introduced by State Secretary Adelmund, which no longer make it compulsory to devote attention to OSB in pre-university education (also see questions 2.4 and 7.2). It is precisely because of this obligation, many new teaching methods for subjects such as English, maths, physics, geography and economics, attention is devoted to continued education, the labour market and careers.

Furthermore, there are signs that career information in schools for vocational education (particularly in the VMBO) is often restricted to that which is directly linked to the supply. Other respondents believe that, since the reorganisation of the Employment Services Organisation and the AOBs, pupils no longer receive more objective or more complete information, nor do the schools pass on such information to the pupils.

In university education, careers counselling is only rudimentary, according to a respondent from that world. There is little room for individual arrangements. Only when students take action themselves can a potential drop-out receive guidance and counselling towards another educational route.

The following gaps have been identified as underlying causes of this:

The statistical organisation of the Dutch economic system with its sectors, occupations, branches and functions, particularly with the seamless fit of vocational education – makes it extremely difficult to develop and implement dynamic, flexible strategic solutions.

The tendency to leave everything to the free market of supply and demand. This means that people with small incomes cannot obtain adequate services.

Services for adults

5.8. Please describe how career information, guidance and counselling services are organised and provided for adults in the Netherlands.

The most important public providers are:

- Student services of the ROCs, covered by WEB (see appendix 2);
- CWI (see appendix 8) and the activities of www.werk.nl (see question 5.3.);

- LDC (telephone and e-mail service).

Private providers:

- Private reintegration companies (see appendix 13);
- AOBs (see appendix 7);
- Private careers counselling agencies;
- Independently established careers counsellors;
- HRDs and websites of companies and institutions (including mobility centres).

For IDW, migrants and other stakeholders can go to an AOB. The AOBs do not have their own credential evaluations. They refer all requests to expertise centres. All dossiers are passed on to the relevant expertise centres (see section 1), where the credential evaluations are then compiled. This involves comparing credentials obtained abroad to the Dutch educational system. Next, the credential evaluation is sent to the AOB, which passes on the evaluation to the applicant. BVE institutions often contact the expertise centres directly. Cooperation between the IDW expertise centres and the AOBs will end 31 December 2002. After this, the IDW expertise centres will seek contacts with other regional counters, such as the CWIs and integration authorities.

6. STAFFING

Here, the OECD would like to know about the categories of staff that provide career information, guidance and counselling services in the Netherlands, along with their qualifications and competencies.

The OECD would also like to have a description of the differences between staff in the different settings in which career information, guidance and counselling services are provided: for example, schools, tertiary education, community organisations, public employment services.

6.1 Which categories of staff are employed to provide career information, guidance and counselling services in the Netherlands?

The following are the categories most frequently mentioned in the response:

- Student counsellor, career teacher/coordinator, tutors and specialised/subject teachers, educational route officer/counsellors, student service provider, student advisers, LONK counsellors, EVC officer/counsellors, portfolio officer/counsellors, librarians in education;
- Psychologists, ortho-pedagogues, vocational guidance officer/advisers, careers officer/counsellors, information officers, outplacement consultants, careers consultants and librarians in private organisations;
- (Senior) advisers for work and income, staff assistants for work and income at CWI;
- Psychologists, labour experts, career officer/advisers, work officer/advisers, work trainers, training experts, labour market mediators, case managers at reintegration companies;
- HRD managers, personnel officers, apprenticeship officers/counsellors, mentors, personnel officers, employability consultants and mobility advisers in private companies.

LDC and www.werk.nl also have a special group of specialists that collection, classify, interpret and edit information about the labour market for publication purposes: document officers, web editors, domain managers, application managers and labour market experts.

6.1 What is the best information that can be provided on the number of staff, by category, who are employed to provide career information, guidance and counselling in the Netherlands? Indicate whether information on their ages, genders and equity group structure is available.

No quantitative overview exists. The information below is based on data from the respondents. As sources for supplementary data, RTC participants mention: LDC, Iip, NVVO and NVP.

In education (secondary to and including higher education) there is one FTE careers officer/counsellor (i.e. tutor and/or careers teacher/coordinator) per 300-400 pupils/students.

According to one AOB, all AOBs employ together 500 persons, including 20 psychologists, five ortho-pedagogues, 50 consultants, 150 career and vocational officers/advisers, 4 librarians and 250 administrative staff.

In one CWI there are some 13 staff in different jobs. The largest CWI employs around 100 staff. On average, some 30 staff work in a single CWI. There are 131 CWIs in total, but not everyone works in the I&A function. (Also see appendix 10).

Respondents from two large reintegration companies report the following:

Company A: A total of 228 staff

Labour experts:	25	15 m/10f	of which five are work disabled, migrants
Psychologists:	5	4m/1f	
Career advisers:	3	1m/2 f	
Work advisers:	145	60m/85f	diverse
Work trainers	35	10m/25f	
Training experts:	15	2m/15f	

Company B: A total of 250 staff

Distributed across three groups; as regards career services:

Reintegration consultants:	200
Psychologists:	10
Labour experts:	10

Ages start at 25 years, with a centre of gravity between the ages of 30 and 45

Minority group, particularly migrants, approximately 5 percent

Distribution of men and women: 50/50

According to a statement from NOBOL, 1.000 consultants work at 40 private outplacement and careers agencies that, are members of NOBOL. The average age is 50 years, with 70 percent male and 30 percent female. Representation by minorities: maximum 2 percent.

6.3 What education and training qualifications are the various categories of career information, guidance and counselling required to have? (Where qualifications are required, indicate whether it is government or a professional associations that requires them, and describe relevant professional licensing bodies).

There are no legally protected jobs in this area. The government has a tradition of not interfering with qualifications.

The monitors summed up the response as follows. In general, the staff in this field of work have a HBO and sometimes a WO conceptual and working levels. Because of staff shortages, there is a tendency towards differentiation. Simple tasks now go to those with MBO training – at least, in the public sector. All

initial educational routes and backgrounds are possible in principle. On-the-job and supplementary training for their own instruments is important.

Although the following overview is derived from the response, it is not complete. For example, it does not include personnel in development and assessment centres.

Required by → for↓	Employer For training/experience	Trade association For training/experience
<u>Educational institutions</u> Tutor Career teacher/coordinator (subject)Teachers/Lecturers Educational route counsellors LONK officer/counsellor EVC Portfolio officer/counsellor Student service provider at information centre	Usually HBO/WO educational qualifications (legally required) (MBO) HBO	
<u>AOB (private)</u> Psychologists Ortho-pedagogues Vocational guidance adviser Librarian	WO psychology WO ortho-pedagogy HBO B&A	BKA Register Foundation: -HSAO-B&A or WO vocational guidance psychologist with sufficient experience in using tests
<u>CWI³⁴</u> Adviser, Work and Income Staff assistants, Work and Income	HBO level -dealing with clients -knowledge of the labour market -knowledge of social security MBO level -dealing with clients -knowledge of automated systems -general knowledge of the regular labour market, social legislation and state benefits	
<u>Reintegration companies (private):</u> Psychologists** Labour experts** Career advisers Work advisers Work trainers Training experts	WO WO or HBO HBO A&S or P&O WO or HBO WO or HBO HBO A&S of P&O For everyone: -a feel for the target group -results-oriented work -commercial feeling	
<u>Outplacement and career agencies (private):³⁵</u> Career advisers***	Minimum HBO, preferably B&A -versatile life experience	NOLOC : ditto

³⁴ Change management CWI (2001), *Stand van zaken personele invulling CWI-organisatie* op www.suwi.nl

³⁵ CMI (z.j.) *Aanmelding, certificering en registratie. Criteria, procedure en aanmelding.* www.cminl.nl/certif.htm

- enjoys people
- knowledge of the labour market
- communication skills

Companies (private)

Personnel officer/HRD manager

Qualifications organisations:

Careers Officers/Counsellors Register Foundation registers vocational guidance advisers / careers advisers. Their Register of Adhesion contains a list of qualified advisory agencies for choice of studies, career choice, career planning and selection.

** An unknown institution certifies qualifications for reintegration companies. SFA certified labour experts

*** For NOBOL/NOLOC: Career Management Institute Netherlands (CMI), see www.cminl.nl at: training: min. HBO level; 10 years' work experience, three years' experience (competency areas); life experience, professional development, personal qualities.

Initial Schooling:

MBO level (ISCED-97 level 3A and 4A) duration: 4 years (full-time, part-time or dual). E.g. could be Social Legal Staff Assistant (MBO-SJD) or Employment Services and Personnel Work (A&P).

HBO level (Isced-97 level 5A) duration: 4 years (full-time, part-time or dual). E.g. could be Personnel and Work (HSAO-P&A), Career Choice and Employment Services (HSAO-B&A or A&B) Psycho-diagnostic Work (HSAO-PDW). Or HSAO Social Legal Staff (HSAO-SDJ).

WO level (ISCED-97, level 5A) duration: 6 years (full-time or part-time). (Post)-schooling provided by institutions for higher education or PAO, LPC, CINOP, professional organisations, or by the industrial column itself with internal training.

6.4. What are the typical types of competencies (or knowledge and skills) that these different types or categories of workers are required to have?

Educational institutions	Competency/task areas	Core competencies
Tutor	-coaching pupils -lessons in and interviews relating to career matters	-actively listening -group supporting skills -ICT skills
Career teacher/coordinator, (subject)Teacher/lecturer ³⁶	-supports teachers/lecturers and mentors -supports pupils/students and parents -develops strategic policy, support and coherence -develops LOB curriculum structurally -maintains and initiates outside contacts -provides an opportunity for the transfer profession, careers and continued education -organises extra help for pupils that drop out and those that lag behind -contributes to career orientation and guidance -evaluates policy in this field with colleagues	-listening -verbal skills -sensitivity -plans and organises -organisational sensitivity -problem analysis -adaptability -integrity
Educational route officer/counsellor LONK officer/counsellor, mentoring, EVC portfolio officer/counsellor ³⁷	-coaching, Dutch as second language -collecting personal information, collecting information about the labour market, occupations and training -quality care	-didactic skills -interviewing and guidance skills -intercultural skills
Student service provider Librarian		See AOB

³⁶ See: *Beroepsprofiel leraar secundair onderwijs* (i.h.b. Task Profile 48, educational and vocational guidance), VSLPC, 1996

³⁷ *Portfolio LO counsellor: overzicht van competenties en kwalificaties als LO-begeleider*. CINOP, January/December 2001

Educational institutions	Competency/task areas	Core competencies
<u>AOB (private)</u> Psychologists Ortho-pedagogues Vocational guidance adviser Librarian		-communication skills -training skills -psycho-diagnostic knowledge -actively listening -considerable knowledge of the labour market -ICT/Internet expertise -knowledge of career development theories -communications skills -group supporting skills -ICT skills -client-orientated and facilitating with respect to increasing client capacity for self-direction
<u>CWI³⁸</u>		
Adviser, work and income	-client support -market canvassing -work intake -(follow-up) job mediation interviews -benefits intake -criteria-orientated interview -relative specialism, such as ICT, quality care, ABW	-client-orientated, communications skills -good personal skills -social skills capable of steering clients in their choices -constantly aware of the quality of his/her actions -can work well in teams -immune to stress -conscious of mutual dependence of each link in the chain of work and income -persevering
Staff assistant, work and income	-looks after client reception -provision of first-line information -recording and checking client data -controlling the fair floor	-contact skills -good personal skills -social skills -empathy

³⁸ Change management, CWI (2001), *Stand van zaken personele invulling CWI-organisatie* op www.suwi.nl

Educational institutions	Competency/task areas	Core competencies
<u>Reintegration companies (private):</u>		
1. Psychologists		1-6: client-orientated, communications and reporting skills
2. Work experts		2&5: group supporting skills (training)
3. Career advisers		1,3,5: psycho-diagnostic skills
4. Work advisers		-knowledge of the labour market, social legislation
5. Work trainers		-knowledge of career development theories
6. Training experts		2,3,4: knowledge of psychiatric illness syndromes
		1,2,4: knowledge of physical possibilities
		2,4,5: knowledge of social legislation
<u>Outplacement and career agencies (private):³⁹</u>		
Career advisers	- Advisory work for clients - advice and guidance of applicants or clients - assessment - guidance, coaching and training of applicants or clients - careers guidance	-Creativity -Empathy -Analytical powers -Emotional stability -Sense of reality -Authenticity
<u>Companies (private)</u>		
Personnel officers/HRD manager		

For a vision from within the HBO, respondents make reference to the *Profiel P&A 2000* (Profile of Personnel Management), which gives the competencies seen as desirable by the various initial education programmes to function well in the personnel management field. These do not involve specific careers services competencies, but rather HRD/personnel management competencies. Each HSAO-P&A is free to organise specialisms as electives in the curriculum.

6.5 How are the competencies or knowledge and skills required of those who provide career information, guidance and counselling changing, and why? What is being done to meet these changing knowledge and skill needs?

In general, respondents detect a tendency towards:

- Increased assessment (criterion-related methodology) and testing (objective, norm-related methodologies);
- Looking at what people can do, instead of what people cannot (or can no longer) do;

³⁹ CMI (z.j.) *Overzicht competentiegebieden*. www.cminl/competent.htm

- Getting away from 'matching', but confirming the subjectivity and singularity of the individual – as a starting point for reinforcing self-direction;
- To be able to see questions coherently in a larger context: 'career services/policy is more than ... , it depends on other developments, for example, in the company'.

Increasingly, this involves being able to work with processes. Respondents also mention client orientation. This applies inside and outside of education⁴⁰.

According to the respondents, the following are the reasons that these tendencies exist:

- The every-changing situation in the labour market, where working flexibly and working with processes is more effective, along with the flexibility and mobility of the individual.
- Deregulation that tends to induce risk management, for example, in education and keeps costs under control elsewhere.
- The ongoing changes in laws and legislation with ensuing structural and organisational changes.

One consequence of this that career service providers have a different view of their roles.

In addition, there is a need in the organisations to develop a type of strategic coordination to align these processes mutually and bring them to a good conclusion. Respondents see a distinction between first-line and second-line officers, staff and line managers and other forms of task differentiation, whereby the latter have to (learn to) assume responsibility for coordination. Furthermore, there was reference to the need for workers to become familiar with digital and electronic data, in the context of process-directed career services.

With a view towards these tendencies, various organisations offer training, conferences and courses.

6.6 What opportunities exist for information, guidance and counselling service staff to update their knowledge and skills?

In secondary education – and more or less in BVE – there is € 483 per FTE available for refresher courses. Ten percent of the annual task, 165 hours, is devoted to furthering expertise, of which 30 percent (and, according to an RTC participant, '50 percent in BVE') can be linked to a school's training plan.⁴¹ Student counsellors, teachers and mentors can take advantage of these opportunities, especially if the desired training fits in the educational institution's training plan.

RTC participants of AOBs doubt the accuracy of the information included in the previous/draft report about opportunities for schooling, training and the like in the collective labour agreements of AOB staff.

⁴⁰ Also see: *Een zaak van betekenis*, LDC, 1997.

⁴¹ CAO VO Task Policy. En *Regeling vaststelling vergoeding nascholing voortgezet onderwijs 2001-2002* VO/TAB/oo/42034

In several cases employers and employees agree within the framework of the collective labour agreements as to how to deal with these regulations, and whether to include provisions for the cost of in-service training or refresher courses⁴².

On the supply side there are endless possibilities:

- Post-HBO courses, including those for apprentice and school counsellors;
- Study conferences of professional associations: NVS, NVL, VBA, NOLOC;
- Courses offered by private agencies, such as Schouten and Nelissen, Van Ede and Partners, Hoogendijk and national institutes such as APS and CINOP, LDC;
- Made-to-measure work from each of these institutions.

For the first time, an application was submitted to the EU by NOBOL for a virtual training centre for career management (European Training Foundation).

The NIP develops a module entitled 'Internet in Psychology Practice' for practising career psychologists.

All respondents from reintegration institutes indicate that they are hampered by 'external courses that are not very practical' and in giving permanent internal courses.

By way of example, the monitor included the educational route that one respondent described for her institution...

- 'fortnightly, there are individual interviews with staff members about realising goals.
- Training on essential work components takes place nationally (usually in one day), in which individual staff (must) take part. Examples are canvassing of jobs, telephone training, reporting, WAO and REA rules, working with CLIVOS, etc. On average, each staff member participates in two training courses.
- Twice a year there are national training days for all staff, with workshops relating to our work, designed by people inside and outside the organisations.
- Individual employees take part in external training. Examples are AD trainees, social security law and knowledge of computers.
- We do annual polls of all staff, asking them in which areas they need support. Parallel to this, we ask supervisory personnel where they think that the staff need support'.

According to the monitors, when it comes to semi-professionals – on-the-job training and the related concept of reflective professional practitioners⁴³ --, this permanent internal training route could point to a trend that they see developing, for example, in education.

⁴² See, e.g., p. 141 and further, the *Rechtspositie Gemeente Amsterdam*

⁴³ Oomen, A. (2001) *Paper presented at the World Congress of the International Association for Educational and Vocational Guidance. Round Table: The professionalism of practitioners of guidance: constraints and freedom –*

6.7. Are there any policies that exist to make systematic use of groups such as alumni, parents and local employers in delivering services?

In general, respondents state that there is no policy to encourage this.

Respondents indicate that educational institutions could take their own initiatives to invite parents to visit the classroom and talk about their occupationally-related activities. The same applies to alumni and local employers that cooperate incidentally. Mentoring is also well known. In this regard, according to the respondent from SZW, use could be made of funds from Equal (ESF 2000-2006), a programme designed to contribute to improving links between schooling and work.

According to respondents, in reintegration routes, former clients are also deployed in career services, for example, during the 'providing motivation and prospects' phase.

7. DELIVERY SETTINGS

In this section, the OECD would like to know about the delivery of services in different settings.

At least two RTC groups find the institutional perspective taken in the phrasing and answering of the questions disturbing. They would prefer to see a perspective more in tune with users, from the standpoint of the lives of individuals, with a review of the moments and arrangement of services. In their view, section 7 is an exponent of this institutional perspective.

Educational institutions

7.1. Are separate career education lessons a normal part of the school curriculum (from forms 7 and 8 in primary education to form 6 in secondary education)?

Career lessons are not compulsory in primary education (ISCED-97, level 1).

There is no legal obligation for career lessons in forms 1 to 6 in secondary education (ISCED-97, levels 2A, 2B, 2C en 3A), but all educational institutions offer them to pupils, sometimes in all forms and sometimes in several forms. The timetable shows them as tutor hours, vocational orientation and study hours.

In forms 4 to 6 of secondary education, the second phase (ISCED-97 level 3A), schools are free to devote between 40 and 80 hours of the so-called non-prescribed teaching time for Orientation on Continued Education (OVO), with either compulsory or voluntary attendance. According to several respondents, most schools have included this in their curricula.

In BVE (ISCED-97, levels 3A and 3C, 4) separate career lessons are not part of the curriculum. Career routes are reported, for example, for early school leavers and students in adult basic education.

7.2 If separate career education lessons are not provided, are policies in place to integrate career education into other subjects?

Also see question 2.4.

The policy in secondary education is designed to integrate career education in the subject lessons but, the monitors conclude, it has been partially retracted or suspended. The 'Orientation towards Study and Careers' was suspended during the second phase. Some products have been implemented, for example, in the Scharnier Project in Oost-Brabant.⁴⁴

⁴⁴ Goris. M.& J. Reinartz (2001) In the subjects. IN: *Dekanoloog*. (8) October 2001 p. 14-17

On the advice of the Education Inspectorate, the ‘advisory form 2’ and ‘learning to reflect on the future’ have been retracted for basic education. ‘Schools have developed a good system for determining this. It is therefore no longer necessary’. In the upper forms of VMBO, ‘orientation towards learning and working’ is still a general part of all educational subjects.

OCenW states that the VMBO schools have also been offering a practical sector orientation programme since 1999, which could involve between 10 (256 classroom hours) and 20 percent (512 classroom hours) of the curriculum during the first and second forms.

In BVE there are integrated, dual educational routes in which, as a rule, the careers education is interlaced or integrated, according to one respondent.

7.3 Are periods of work experience required as part of primary school curriculum in forms 7 and 8 – and in forms 1 to 6 in secondary education? Note, this does not mean apprenticeship in the framework of vocational preparation/training.

OCenW says ‘No’.

7.4. What other types of career information, guidance and counselling services are typically provided for students (i.e., apart from career education lessons and work experience)?

The respondents report the following:

- National, regional and local study and careers fairs.
- Open days of training courses and companies.
- Personal interviews with mentors, student counsellors and, incidentally, with AOB staff.
- A large number of alignment projects between secondary education and BVE and between secondary and higher vocational education, in which pupils can get information about continued education, ongoing studies and student life⁴⁵.
- Computer-based programmes such as Carpay, Wiosis, Traject, Odysseus for secondary education and Qompas, Carrierestart for higher education may or may not be used as part of lessons⁴⁶.
- Mentoring in BVE⁴⁷.
- Intake, assessment and counselling through student service offices in BVE.

⁴⁵ Amersvoord, van H. (et.al.) (Ed.), *Oriëntatie op vervolgonderwijs bij hogescholen en universiteiten Noord Holland en Flevoland 2001-2002*.

⁴⁶ Stokking, K.M. (1998). *Gebruik van computerprogramma's bij school en beroepskeuze*. Utrecht, ISOR Education Research.

⁴⁷ Kneppers, Z., Kuijpers, M., Meijers, F. (1999) *Techno-mentoring: wat leer je er van? Cursisten, mentoren en coördinatoren aan het woord*. CINOP, 's-Hertogenbosch.

- Counselling for on-the-job training.

Also see question 9.2

Public employment service: CWI

7.5 What career information, guidance and counselling services are provided by the public employment service, CWI?

For example, what is the relative balance between career and job information services and between guidance and counselling? What types of clients typically seek and receive assistance? How are these services related to the overall national labour market and employment policies?

The Centre for Work and Income reports the following.

‘CWI’s services are still under development (per 1 January 2002). The CWI offers a wide range of services to job seekers and employers. Job seekers can register at all centres and submit applications for social security and unemployment benefits. In the framework of the SUWI operation, the I&A function of employment services has been incorporated in the CWIs.

The aim of client support is to help clients be more assertive and effective in the labour market. The emphasis is placed on the individual responsibility of the client and, where possible, on furthering self-reliance.

Individually or as groups, employers and job seekers can call on information and advice in the broad field of labour and social security. The CWI provides information about its own services, the labour market, applicants and applications, vacancies, recruitment or search channels, recruitment and selection, education and vocational guidance, occupations and training, sector information, retraining and refresher courses, potential subsidies, social security, labour law and job opportunities. In these areas, besides information, the CWI also offers specific advice for clients’ questions. Drawing attention to or referring people to career guidance opportunities is part of the specific service and counselling.

Services are offered at three levels – by providing instruments, by supporting the use of these instruments and through personal provision of services. The services are provided through various channels, personally (directly or by appointment), via Internet applications or by telephone.

During the (job) intake interview for offering employment mediation services, the Opportunity Meter is used to provide a general determination of how far the client is removed from the labour market.

- Phase 1: Job seekers for whom labour market instruments are available are geared towards immediate employment services or a return to the labour market;
- Phase 2: Job seekers for whom labour market instruments are available are geared towards improving their chances of finding work, which should make them eligible for employment services within a maximum period of one year;

- Phase 3: Job seekers for whom labour market instruments are available are geared towards improving their chances of finding work, which should take longer than one year to make them eligible for employment services;
- Phase 4: Job seekers who require assistance and care because of serious personal obstacles to work, geared towards improving their own positions in such a way that labour market instruments can only be used over time, to improve their chances of finding work.

Matching and referrals take place, with initial information about possible entitlements to benefits.

‘For job seekers with good chances of finding employment (phase-1 clients), the CWI offers an intensive guidance project of (follow-up) employment mediation interviews. CWI officers/consultants agree with clients on the intrinsic arrangement of the interviews. These interviews are not voluntary. CWI officers/consultants check the effectiveness of clients’ behaviour. If necessary, clients could be referred to other agencies or sanctions could be imposed’.

RTC participants report that, at that time, phase-1 clients have to resort to looking for jobs themselves, independently, and there are no agreements concerning intensive guidance routes.

‘In the qualifying intake (KWINT), more specifically for phase-2 and phase-3 clients, an analysis is done of the opportunities in certain occupational categories. These activities can be seen as a first step towards careers counselling’.⁴⁸

Also see appendix 8.

Tertiary education

7.6 Please separately describe career services at university-level tertiary institutions: (ISCED-97, levels 5A, 5B and 6)?

Respondents report that practices in the BVE (ISCED-97, levels 3A and 3C, 4) differ greatly – even though each educational institution has its own student service centre or educational route offices, often as part of the institution’s central services. In each building or sector, tutors or apprentice officers/counsellors can support students at intake, transfer or stagnation of studies. Students can find support in the form of career information, guidance and counselling at central services. Career services are often combined with other services such as student affairs, public information and publicity.

Respondents indicate that in higher education (ISCED-97, levels 5A and 6) some ‘hogescholen’ and all universities have their own career guidance centres geared towards intake, study reversal and school leavers. Each sector or faculty has a student advisor that offers support during stagnation of studies. The student advisor can refer students to the central career guidance centre. ‘We have an adequately equipped information centre (also for alumni) where students can receive information, guidance or counselling’, according to one respondent.

‘Sometimes, for some students, the foundation year is treated as non-disciplinary and general. Choice of careers, for example, can be postponed somewhat, creating a sense of permanence for those

⁴⁸ Change Organisation, SUWI (2000) *Referentiewerkproces Centrum voor Werk en inkomen. Version 4.2. October 2001*

student. Employment agencies are located in ‘hogeschool’ buildings – not only for job mediation but also because they have contractual obligations to provide demand-driven information about the labour market and to provide job application training’.

Other respondents have the impression that these services are primarily designed to solve the problem of students’ study stagnation as quickly as possible, thereby increasing the output of their own training.

According to one respondent, the following activities are closer to career support. ‘Since the introduction of the second phase in secondary education – with opportunities for prospective students to get information about the curriculum in higher education and with the aid of “incentive measures for the alignment of VWO-VO 1999-2001’ (appendix 9) --, all ‘hogescholen’ and universities have formed networks with schools for secondary education’. This collaboration involved organising information activities for education and vocational guidance of pupils in VWO.⁴⁹ The National Information HBO Affiliation Centre (LICA) and the VWO-WO Information Centre of the VNSU are active nationally.

Private (profit) sector

Note: The role of the private sector is discussed in section 8 under public information material.

7.7 What is known about career guidance and counselling services provided by the private (profit) sector, such as management consultants, outplacement services or private practitioners?

For example, describe their client bases, their fee levels, the types of services they provide and what is known about growth in these services over time.

Respondents report that, since 1 August 2000, the Advisory Agencies for Education and Careers (AOB) are no longer affected by legislation and are fully demand-driven. The three remaining AOBs ‘are trying to establish a national network’. One of the agencies states that it serves some 41,000 clients per year, averaging € 100 per intervention. Among their clients are institutions for secondary and for adult and vocational education.

The Netherlands Organisation of Outplacement and Careers Counselling Agencies (NOBOL) states that it has 40 members with an estimated 200 offices in the Netherlands. The turnover of NOBOL members equals around € 45,378,021.

RTC participants add here that, in their estimation, there are ‘several hundred’ independent careers officers/counsellors. Temporary employment agencies also provide career services.

Appendix 13 includes information about the services of private reintegration companies.

⁴⁹ Amersvoord., van H. (e.a.) (red), *Oriëntatie op vervolgonderwijs bij hogescholen en universiteiten Noord Holland en Flevoland 2001-2002*

7.8. Please describe any steps the government has taken to try and encourage private (profit) organisations to provide career guidance and counselling services or to regulate the ways in which such services are provided.

The government encourages the private (profit) sector to offer services in this area through legislation, deregulation, conversion of supply funding to demand-driven funding or market operations and reorganisation.

Lump-sum funding of Institutions for secondary education and BVE includes funding for career information, guidance and counselling. After a period for earmarking or truck systems between 1996 and 2000, they are now free to determine whether they wish to purchase the desired services for their pupils or for their staff.

As a consequence of the SUWI Act, the Employment Services Organisation was reorganised into five independent business units with a private market for reintegration services. Careers counselling is provided within reintegration routes.

In pursuing a national strategy for 'Life-long Learning', fiscal training facilities have been made available, among others, in which facilities for training (formerly unemployed) employees to basic educational levels. There are experiments taking place with individual learning accounts (ILR). In 2000, subsidised by OCenW and EZ and commissioned by the HBO Council and the Netherlands Small-and-Medium-Size Business Association (MKB), the '*Vouchers in vraaggestuurd duaal onderwijs*' (*Vouchers in Demand-driven, Dual Education*) experiment started. The experiment is intended to encourage the intake of HBO students in the MKB.

The social partners play a major role in this. They are primarily responsible (including financially) for training and employability of employees. In the cabinet's Spring and Autumn Deliberations with the social partners, discussions take place about training and employability. In the context of sensible wage-cost developments, the Labour Foundation (STvDA) calls upon the collective labour agreement parties to invest in employability. Among other things, this involves a proposal for a personal development plan (POP) with an accompanying budget for all employees. The cabinet and social partners are looking at ways of shaping the POP and providing tailored fiscal facilities. The starting point is a broad definition of training, which would also include career advice and EVC.

There were agreements made in the collective labour negotiations in the area of employability, including development plans and career promotion⁵⁰.

For the training market, market operations were examined according to four criteria: (1) Effectiveness, (2) Efficiency, (3) Transparency and (4) Accessibility.⁵¹ Among others, the cabinet responds to recommendation 11, which gives the CWI a role in creating more integrated information provision in the areas of life-long learning, employability and training for individuals and employers. They also see a role reserved for educational institutions and other providers of career services. The cabinet will monitor the creation of a more integrated information provision.

⁵⁰ *Autumn report, collective labour agreements, 2001, Labour Inspectorate, November 2001*

⁵¹ Task group MDW 'Doelmatigheid van de scholingsmarkt', *Slagvaardig scholen, Rapport van de MDW-werkgroep "Doelmatigheid van de scholingsmarkt"*. June 2001

Other organisations

7.9 What role do other organisations – for example, in the community sector – play in providing career information, guidance and counselling services? What types of clients do they serve? What types of needs do they attempt to meet?

Municipalities can provide increased opportunities, via the WIW and other organisations, to help persons receiving state benefits, the long-term unemployed and young people to age 23 to return to the labour market.

- In WIW jobs, with a two-year employment contract, people are posted to a private or public sector employer to gain working experience.
- People can gain experience during a maximum period of six months in the business community, with government authorities, in the care sector and the like. This precedes an immediate return to work.
- Volunteers in neighbourhood clubhouses, homes for the elderly, in the district, can gain necessary working experience.

Respondents mention three examples in the private sector:

Volunteers are used as orientation points for ethnic minorities. They can do a language apprenticeship for a maximum of six months (usually at one or two locations) for Dutch as second language and social skills.

The START temp agency (formerly part of the Employment Services Organisation) is familiar with the notion of job coaching. With job coaches, clients undertake simple work, for example, filling pigeonholes. The job coach gradually withdraws.

The Voluntary Management Foundation encourages volunteer organisations in making competencies transparent acquired through volunteer work, for example, scouting.

7.10 Have governments attempted to increase the roles of other organisations (for example, by contracting out services)? If so, why? Have they attempted to regulate the ways in which they provide services?

See question 7.9.

8. DELIVERY METHODS

Here we would like to know about delivery methods, including the ways in which they are influenced by government policies.

8.1 Career information, guidance and counselling services can be delivered in a variety of ways. In the last five years, how have these been influenced by government policies? (These might be policies to improve the use of resources, policies to increase access, policies to better meet client needs, policies to encourage equity, or other types of policies. To guide your answer, a list of some of the ways in which information, guidance and counselling services are delivered is given below).

List of aids:

- Batteries of psychological tests
- Telephone information, guidance and counselling
- CD-ROM-based self exploration and job-search packages
- Internet-based self exploration and job-search packages
- Careers fairs and exhibitions
- Educational experiences such as transition years
- Group guidance and counselling sessions
- Individual face-to-face interviews
- The systematic use of community members such as employers, parents or alumni: for example as sources of career information or as mentors and role models
- Career information libraries
- Paper-and-pencil self assessment techniques: for example the Holland Self Directed Search
- Organised workplace experience or community experience

How have government policies influenced the methodologies for career information, guidance and counselling during the last five years? This could entail policies to improve the use of resources, to increase access and policies to meet the needs of clients in terms of encourage equity, or other types of policies.

One RTC group is disturbed by the summing up of methodologies in this section or subsection and by the arbitrariness. There should be a classification framework such as diagnostic methodologies, career process methodologies and crisis methodologies – or methodologies in a ‘normal’ career process

desired by clients, as opposed to methodologies in a crisis situation, whether it is forced on or made compulsory for clients.

Another point of criticism concerns the domination of education and CWI. Information about the methodology of HRD officers, employers, the private sector, occupational health & safety services for career services and the like should be collected in order to get a realistic picture.

Based on responses to the questionnaire, the observers note that all methodologies in OECD's list of aids are used in the Netherlands. Additionally, one respondent mentioned IDW. Various respondents report that 'the market now decides which instruments will be used' and individualisation encourages the 'increase of methodologies'.

According to the monitors, the responses particularly focus on the following:

- Assessment and portfolio development in both education and job routes;
- Increased testing and assessment in connection with risk management;
- Information on paper is increasingly being replaced by electronic or verbal information through call centres, partly due to government policy to encourage ICT.

Respondents report that, under influence of educational reforms during the last five years, specific or more detailed assessments and other types of practical incentives⁵², including practical sector orientation⁵³; EVC procedures⁵⁴, integral approaches with portfolio development^{55 56 57}, mentoring programmes⁵⁸ and modules for making systematic use of students in continued education⁵⁹ have entered education.

According to the respondents, the portfolio methodology – possibly in combination with testing and other instruments – has made its appearance in the WIN for newcomers.⁶⁰

Instruments created with LISV subsidies are (1) a motivational questionnaire for disabled job seekers and (2) self-assessment for clients with psychiatric disabilities. Institutions that look after reintegration make use of many translated American instruments.

In contrast to ‘let the government stay out of it’, are signals of concern by respondents about ‘the unauthorised and incompetent use of testing’, ‘the lack of objectivity and completeness’, ‘strong dependence on total self-motivation’ and ‘the government’s assumption that the computer will solve all the problems’.

‘Because of cost-cutting at universities in recent years, few tests and methodologies have been developed in the field of careers counselling. This is virtually impossible at academic level, according to the NIP, because the chair in this discipline has been abolished. ‘The tests available are obsolete, do not tie in well, for example, with educational reforms or, in terms of language usage and terms of reference, are not geared towards ethnic minority pupils.

⁵² Dungen van den, M., Pijls, P. (2000). Deuren open voor competentiebeoordeling! Onafhankelijke assessmentcentra binnen het bekostigd onderwijs. Uit: *Jaarboek kwalificatiestructuur 2000/CINOP*

⁵³ Dane, M., Ploegmakers, B., Oomen, A., & Leenheer, P. (1999) *Praktische Sectororientatie. Een oriëntatieprogramma voor het VMBO in de eerste leerjaren van het voortgezet onderwijs*. Enschede: SLO

⁵⁴ *Stappen voor ontwikkeling beleidsplan EVC: Waarom EVC?*

⁵⁵ Hautvast., D, Hout van, F., Huwae, P., Barnes, A., Oomen, A. (1998) *Het Toekomstdosier*. Utrecht, APS

⁵⁶ Bom, W., (2000) *Alle spullen op een rij! Producten en instrumenten van het project ATB intake, assessment en cursistenbegeleiding*. ATB-CINOP, 's-Hertogenbosch

⁵⁷ Thijs, M., (2001) *Dit kan ik! Werken met een portfolio met leerlingen in het praktijkonderwijs*. Utrecht, APS Ook op www.praktijkonderwijs.nl en www.vmboloket.nl

⁵⁸ see footnote 4 at question 7.5

⁵⁹ Goris, M., Cornelisse, W., Oomen, A. (1997) *Stappen op een doorlopende leerweg. Drie modulen oriëntatie op vervolgonderwijs*. The Hague, PMVO

⁶⁰ Vegt, van der M., Speijers A-M (2000) , *Loopbaanoriëntatie voor nieuwkomers*, CINOP, 's-Hertogenbosch

Exceptions to this are NOA, which introduced the Criterion-Orientated Interview for both VMBO and BVE, the ICE Office, with multicultural intake tests for vocational education'.⁶¹

Test development is totally in the hands of the free market, as is use. Many tests can be purchased without any restrictions of purchasing authorisations, according to several respondents. 'Increasingly, student counsellors at educational institutions are being asked by their schools, by parents and pupils to give intelligence and personal interest tests. Although only 29 percent have any training, 61 percent of student counsellors consider themselves sufficiently equipped to give tests'.^{62 63} The increase in tests and testing in education can also be explained as risk management, according to one respondent. 'Educational institutions get burned by making the "wrong" choices of pupils/students'.

Within the National Resource Centre (COLO, CINOP and LCD), the LDC looks after the national telephone help desk. In 2000, the number of questions rose by 30 percent to 12,000. In the Quick Scan 1 final report, the telephone help desk⁶⁴, the LDC reports a continuing need for information. The respondent organisations indicated that 68 and 60 percent of callers with questions had BVE and higher vocational educational backgrounds, respectively. Of these, 64 percent were still taking training courses. The LDC attributes the large number of MBO callers to the diffuse organisation of BVE, major problems (reorientation and dropouts) and fewer products for providing information to students. They also suspect that deadlocked students desire objective information. In addition, the LDC found an increased need for information about supplementary and new opportunities, partly as a consequence of the radio and TV recruitment campaigns of governments and sectors.

Several respondents concluded that the accessibility of a given set of instruments increasingly depended on the willingness of companies to provide them to their pupils, clients or employees – or, of individuals to fund their own careers counselling.

8.2 Please describe any recent or current initiatives to develop Internet-based career information, guidance and counselling services.

At the request of OC&W, the B&A group conducted a study of and provided recommendations about the desirability and opportunities of career orientation and counselling on the Knowledge Net⁶⁵. Also at the request of OC&W, KPMG did a preliminary study of the possibilities of the Internet to provide consumers with educational information⁶⁶. At the behest of the management board of OC&W, the management of ICT examined current initiatives, information that was or would become available and the follow-up steps. This project was rounded off at the end of 2001. In the primary and secondary education sectors, the members of government preferred to see national parents organisations take the lead in constructing a website.

The higher education sector has now developed a pilot website for career choices, which is not yet open to the public. This site, with an electronic careers guide, is building on the printed version of the

⁶¹ Gebuis, W. & Coïni, L (red) (1998) *Meten is weten? Een onderzoek naar tests en testgebruik*. NVS, Utrecht, November 1998

⁶² See footnote 10 to this section.

⁶³ Decanen kunnen beter niet testen In: *Trouw*, 18 November 1998, p. 9

⁶⁴ *Eindrapportage Quicksan I Telefonische vraagbaak*. (2001) Leeuwarden, LDC

⁶⁵ Hout van den, E., Burgers, J. & Iperen van C. (2001) *Loopbaanoriëntatie en begeleiding op het Kennisnet. Wensen en mogelijkheden voor loopbaanoriëntatie en –begeleiding op Kennisnet*. The Hague, B&A Group

⁶⁶ *Vooronderzoek Informatie voor onderwijsconsumenten op internet*. KPMG, January 2001

Higher Education Careers Guide. The purpose of this site, according to OCenW, is to make careers choice information available to more people. In contrast to the printed version, the website careers guide is available to everyone (with access to the Internet) at no charge. The website will provide access to other information sources, such as CFI and information from the Education Inspectorate.

Various RTC participants express surprise at the 'publisher's role' that OCenW appears to want to assume. One of the RTC recommendations concerns providing clarity about the government's role in this.

Several respondents report that secondary school pupils collect information via the Internet on continued education and on student life. 'They make use of the potential for asking questions by e-mail or chatting on student information sites. Further, digital alignment modules for secondary school (2nd phase) and university are on the rise so that, via websites and e-mail, prospective students gain access to the virtual student landscape of a university institution'.

One pioneering initiative mentioned in this area is www.theseus.nl. RTC participants note that this site has not been updated since 1999. They have the impression that there are other (international) initiatives in the works.

As part of the Central Organisation for Work and Income, www.werk.nl is 'the express result of a conscious choice to use modern resources', according to those responsible.

Via www.colo.nl, www.nuffic.nl and www.ib-groep.nl, one can obtain information about IDW services, with links to the OCenW sites, among others. In addition, at these sites, one can also find information about the European RAS networks, including a list of legalised occupations.

Jobenco.nl⁶⁷ is a production of Teleac/Not. According to the respondent, it was launched in the autumn of 2000 with a series of television broadcasts. The site offers individuals information about career developments and aides, developments in the labour market and their consequences for various occupations. The interactive part of the site provides input for the themes that occur in the television programme.

8.2 Can examples be provided of the use of screening tools to match client needs or client type to the type of service provided? If such screening tools exist, please describe the reasons for developing them, and describe where they are used.

Such instruments exist. According to respondents, there are probably many of them.

The following are several examples that they give.

- The medical branch of the social sector (e.g. at UVI, UVW) increasingly works with questionnaires before clients visit the insurance doctor. The nature and scope of use are not known at the LISV/UWV.
- In the past, the MoRiNi was developed to speed up screenings.⁶⁸ Many agencies have developed their own methodologies based on current test series. Another screening

⁶⁷ www.teleacnot.nl/sites/jobenco

⁶⁸ *Psychologie in Arbeid & Loopbaan*. Swets & Zeitlinger, 1997

instrument is the Career Check-UP⁶⁹. Both test series have been translated into English and are used internationally.

- In 1999, the AOB in the south of the Netherlands developed a screening test for pupils and staff to determine the need for and level of service provision.

From within the CWI and reintegration institutions, respondents report several matters that the monitors summarise as follows.

With the SUWI Act, a snare developed between determining and collecting facts from clients and the implementation of counselling, integration, assessment and training. CWI's task is diagnosis – determining and collecting the facts and providing basic services -- the I&A function, mediation/matching and activation. The CWI collects facts using the Opportunity Meter's screening procedure (decision tree) during the work intake interview. In this way, the CWI consultant determines whether this involves phase 1 (see question 7.5) or should 'be determined later'.

In the latter case, the KWINT follows. The KWINT is a qualifying intake (compare a criterion-driven interview) of approximately one hour, designed to do a thorough and objective analysis of the distance to the labour market (phases 2 to 4: see appendix 8 and question 7.5). It also involves general reintegration advice for clients seeking jobs or for clients registered by the municipality in the framework of WIN.

The phase design and general advice go to the commissioning body, which is also the benefits agency – the social service or UVW (employees' executive agency), which commission reintegration routes based on its own insight and experience. This takes place on the basis of a tender procedure. Potential contractors do not get any insight in the KWINT.

Municipalities have different visions as to how to match routes to clients. Rotterdam, for example, always asks contractors for a type of assessment and a good plan. In Utrecht, the SERIN Bureau looks at all ABW people, does an extensive intake and makes a proposal. Only then do the executives/contractors appear on the scene. The starting point remains the same everywhere – the contractor and the executive agency are not the same.

⁶⁹ Compaan Research, PO Box 216, 1540 AD Koog aan de Zaan

9. CAREER INFORMATION

In this section, the OECD would like information about the educational and occupational information used in career information, guidance and counselling services.

9.1. What role does the public sector play in producing career information?

Among others: which ministries are responsible for producing information? How is it produced at national, regional or local level? Do the departments create laws and legislation to control how information is classified, distributed and stored?

Although many respondents indicate that, in their opinion, the public sector does not have a meaningful role in producing career information, this is only partially true:

- The government subsidises the Research Centre for Education and Employment (ROA) at the University of Maastricht, among others, in connection with labour market data;
- Teleac/NOT (school television) is a publicly-funded broadcaster that frequently produces programmes about educational and vocational guidance;
- The third example is werk.nl.

Furthermore, at the behest of various ministries, Postbus 51 commercials or other information about careers and jobs are broadcast via the open TV network. Recently, for example, there was a series about the teaching profession.

In this area, the government sees itself playing a stimulating role, for example, by offering one-off subsidies to innovative projects such as the diagnostic CD-ROM and career information tailored to (ex) prisoners.

Finally, local governments in several cities contribute to producing information, for example, for vocational guidance in basic education

9.2 What are the specific forms in which career information is presented?

The B&A group⁷⁰ distinguishes the following:

- Written sources: career guides such as *Martens*; brochures such as VNSU *Voorlichtingsactiviteiten* (public information activities); periodicals such as *TKMST-magazine* for HAVO and VWO final examination pupils; posters, folders of institutions;

⁷⁰ See footnote 13 at question 8.2.

annual contributions to newspapers and magazines such as Trouw's Quality Map of Secondary Schools.

- Events for primary and secondary education with information days and information markets, open house in secondary, tertiary and higher education, plus private education. Sometimes also collectively such as *Studiebeurs* (a fair providing information about choice of studies) in Utrecht or at regional level.
- The telephone help desks of LDC, CWI and OCenW.
- Digitally on CD-ROMs: *Optie Traject* from LDC for VMBO, HAVO and VWO pupils; *Voor je kiezen* from CITO for third form HAVO and VWO; *WIOSIS* from Aromedia for HAVO and VWO; *Qompas* for HAVO and VWO.
- On the Internet: Jongeren Informatie Punt (Youth Information Centre) (JIP); (Option) Traject; Schoolweb; Collegenet; Internet College; TKMST-net; VNSU; Studentensite, www.werk.nl.de portal for job seekers.

9.3 Typically: towards which client groups is it directed?

Most of the aforementioned information is directed towards (school-age) children, particularly towards 'Caucasian, middle class, higher educated –at least secondary education – children'. Several respondents mentioned that the information is not directed towards VMBO or BVE pupils. Material for these groups would have to be visually orientated, with less text.

9.4 What methods are used to gather it?

LDC and ROA (in collaboration with CBS, CPB, ESB and NEI, among others) have classified information about current and future employment. In a few simple steps, clients can get a good idea of their opportunities in the careers of their choice, along with the availability of courses tailored to that training. This involves tens of training categories and hundreds of occupations in ten sectors.

When classifying information, use is made of data on (most recent) developments in employment opportunities. The data also presents employment prospects (replacement demand, expansion demand and job openings), along with economic sensitivity. The nature of the classification is such that consultants can look for educational routes with their clients, along with a subsequent career that best fits in with the wishes of the client and offers the most realistic prospects of (paid) employment⁷¹.

9.5 Describe the steps taken to ensure that it is accurate and timely.

Every five years LDC provides a new version of the aforementioned information. Once it has been produced by staff of the ROA and the LDC Multifunctional Knowledge Bank, LDC has the designated information edited by a professional editing staff in a pocketbook, which is in any case accessible for professional careers counsellors. They must then make sure that the information is accessible during interviews with clients.

⁷¹ "Kansen op werk, arbeidsmarkt perspectieven van opleidingen en beroepen 1999-2004", LDC, Leeuwarden, 1999.

The information, which is distributed via school television, is always up to date when it is broadcast. Since TV is a mass medium, it is normally user friendly. Teachers can video tape the broadcast and reuse the tape repeatedly.

9.5 Describe the steps taken to ensure that it is user friendly and geared to the needs of users.

See question 9.5.

9.6 How is career information distributed, specifically? What are the characteristics of distribution?

The written material is distributed in all kinds of ways. It is sent at random, to targeted recipients, on request or after being ordered. Other forms of distribution were mentioned previously at questions 9.5, 9.6 and 5.3. In schools for secondary education, information is distributed through student counsellors or mentors. The information is integrated in several methods⁷².

9.7 What role does the private sector play – including the profit and non-profit sectors – in providing career information?

It is apparently difficult to answer this question at present since the respondents seem to have difficulties in defining the 'private sector', particularly as it relates to the non-profit part of the sector. However, considering the absence of an active, informative government, as noted previously at several places in this report, we can conclude that the private sector is the main player in this field. Respondents of OCenW confirm this.

An example of how the private sector plays an active role in providing career information is the Aromedia's Study Option Monitor, in collaboration with the University of Amsterdam.⁷³ Since 1996, this has been a national study of the choice behaviour of pupils (with respect to profiles, the Internet and computer use trends in continued specialisation) during the last two school years of HAVO and VWO. The data is obtained from the student counsellors who, on the basis, can make free use of the computer program WIOSIS.

Aromedia also arranges the only national information market for educational participants, the *Studiebeurs*.

9.9 Has the government tried to increase the role of the private sector in providing career information provision?

Yes. (See question 9.8.)

⁷² Leenders, F.J. (2001) *OSB in methoden*. ISOR, Utrecht, 2001.

⁷³ www.Schoolweb.nl/skm

9.10 Describe the ways in which free labour-market data is typically included in career information.

See question 9.4.

The ROA tries to organise labour-market information so that users can understand the prospects and risks. This does not involve the situation as it exists today, but as it could exist over a period of about four years. This is how long it takes to complete most courses. The information is quite well known nationally. With respect to 'werk.nl', a more specific regional elaboration is taking place.

10. FINANCING

In this section the OECD would like information about how career services are funded, how the costs are distributed and how funds are made available for career services.

10.1 What methods do the ministries use to fund services for career information, guidance and counselling?

The most precise information on this subject comes from OCenW. Since August 2000, all moneys for education and career choice have gone directly to educational institutions as part of lump sum payments. The latter are free to determine how they will spend these moneys. Structurally, this involves a budget of approximately € 23.6 million for secondary education and adult and vocational education (also see appendix 7). In addition, OCenW also has a small budget of around € 1,25 million for flanking measures (by means of European tendering). In basic education, local authorities can finance school career guidance in the transition to secondary education.

The SZW provides funding of CWI's I&A function. This amounts to € 2,27 million, as part of € 20,65 million.⁷⁴

In 2001, € 190.6 million was set aside for reintegration projects via a tendering procedure. This of course did not apply exclusively to career services. No separate budget is available for the application of careers guidance within the implementation of WAO (Disability Act) and WW (Unemployment Act). In several cases, psychological career guidance is called upon for evaluating WAO claims. It is funded from a small budget for 'cost of research'.

10.2 Are individuals required in any way to contribute to the costs of services provided by the government, related to careers information, guidance and counselling? If so, which clients are asked to pay and what are the fees charged?

Pupils and students in secondary education, intermediate vocational education, higher vocational education and university education can make use of available services for careers guidance and counselling, at little or no cost. There are costs involved, for example, for purchasing the method used or CD-ROMs. It is not known to what extent secondary schools utilise the so-called voluntary parental contributions to invest in career services and products. Individual pupils and students at schools for BVE, schools of higher vocational education and universities can elect to take more intensive tracks, for which they must pay themselves.

CWI's I&A function is also available free of charge.

⁷⁴ 2002 CWI Business Plan

There is no insight in the indirect funding of career services by national or local governments via benefits or subsidies.

However, clients of AOBs pay for the services. The average rates are:

- information € 25;
- counselling € 50;
- guidance € 100 per hour

There is no insight in other providers in the private sector.

10.3 Insight in data relating to costs and expenditures for the government and stakeholders.

For example, with respect to the relative costs of various delivery methods, the cost of achieving specific outcomes or the cost of providing services to specific types of clients in setting policy in the area of career services – describe the way in which this information is used, possibly with specific examples.

The data are not available. This would require a separate investigation.

10.4. The best available estimates of costs (from recent years) by the government, with respect to career information, guidance and counselling services.

See question 10.1.

10.5 Give an indication of the statutory salaries, for people who are employed in services for career information, guidance and counselling. As a basis for this, use the case of a careers officer/counsellor with an ISCED-97 qualification, level 5 (university degree or equivalent) and indicate the following:

- **Starting salary,**
- **Salary at the end of 15 years' experience,**
- **The number of years between the starting and the top salary,**
- **If available, comparable information for other categories of career service providers.**

Collective labour agreements will apply to some people working in this sector and not to others.

Staff driven by collective labour agreements have (gross) incomes varying between € 1.700 (starting) to € 3.500 (after 15 years) per month. We also see this spread, for example, in education, where the majority of people work under collective labour agreements. People working for private service providers could command salaries up to € 5.000 per month, usually closely related to turnover and performance. However, career service provision is a profession, so the rates charged will differ. Moreover, there are no clear vocational paths.

11. ASSURING QUALITY

In this section the OECD would like information about the ways in which the quality of career services is assessed, maintained and enhanced.

11.1 Describe the steps taken by the ministries to retain and increase the quality of career information, guidance and counselling services.

Based on an educational conference to be held in 2002, OCenW has announced that it will formulate goals and steps designed to further the quality of career information, guidance and counselling in the BVE and other sectors. In 2002, the profile of groups that take part in BVE (their information requirements and needs, search routes and methods) will be examined. In addition, a longitudinal study will get underway, designed to get a clear picture of the (school) career of an average BVE participant.

OCenW respondents report that the Education Inspectorate exercises legal supervision of the performance of secondary educational institutions and BVE.

Various respondents assessed the qualitative content and implementation of these educational institutions as insufficient. They have doubts about the Inspectorate's criteria and methodology. In their view, there are no signs of 'increasing quality'. Various RTC participants point to the WEB's recent assessment, which showed that 25 percent of the participants did not understand the purpose of their training. They would like to see the government establish quality criteria.

Respondents report that all courses at 'hogescholen' and universities are inspected every few years. According to OcenW, among others, the following elements relating to careers guidance and counselling are included in the assessment context of these inspections:

- confrontations with vocational practice,
- selection and referral functions of the first academic year,
- assurances for study progress
- efficient learning routes,
- student counselling
- monitoring of progress,
- apprenticeship counselling and assessment
- contacts with the field.

The Inspectorate does a meta assessment of all these inspections and publishes its findings in the annual educational report, which refers back to the above aspects. The Minister of OCenW has final, overall responsibility for the institutions' performances in the area of career information, guidance and counselling.

The INK model for quality care was put to the test for secondary education within the PVA-LOB. It was also used in the CWI, according to respondents.

SZW states that 'The CWI should provide high-quality services. Starting in 2002, the situation will be as follows. The provision of service will be measured in several ways. The CWI will report to the SZW annually. Client orientation is set down and organised in the SUWI Act. Client councils, organisations for the disabled and Women on Social Security form the advisory bodies for municipalities.

The provision of suitable services to job seekers by the CWI, for example, is measured by client satisfaction surveys of job seekers. The aim is to obtain a client satisfaction mark of seven (on a scale of 10). Client satisfaction will be included in an initial survey by the Employment Services Organisation, entitled 'How do Job Seekers Look for Jobs?' and 'How do Companies recruit New Staff?' These surveys enable an annual comparison and stocktaking of client satisfaction.

There is no information from other ministries.

11.2 Do standards exist for the supply of career information, guidance and counselling services? How were they developed and by whom? What is their status? Do they differ between suppliers?

At the behest of OCenW, LCD developed quality standards for career orientation and guidance in VO⁷⁵ and BVE⁷⁶. The status is not known.

The NVS has developed quality criteria for careers counsellors, which consist of a Code of Conduct for school counsellors, a quality standard for career orientation and guidance and a quality standard for school counsellors⁷⁷. These do not have any official status.

The Netherlands Institute for Psychologists (NIP) has its own professional code –NIP Ethics for Psychologists. The Association of Careers Officers/Counsellors (VBA) and the Society of Psychological and Pedagogic Assistants (VPPA) have professional codes that establish standards for relations between careers counsellors and clients or third parties. The Careers Officers/Counsellors Register Foundation, an independent body of the VBA, has adopted the VBA's professional code and developed a quality standard. Finally, those registered with the NIP can automatically be included in the foundation's register. These codes and quality standards have no legal status.

Werk.nl uses a scan of relevant suppliers. The information provided by this organisation on trial is then tested for accuracy, completeness, topicality and correct use of language and continuity. SLAs are entered into with suppliers. If there are any doubts about the quality of the suppliers, a third party is brought in for advice. There are of course substantial differences among the various suppliers.

⁷⁵ Vloet, K., (2001) *Advies kwaliteitscriteria Loopbaanoriëntatie en –begeleiding in het VO*. Leeuwarden, LDC.

⁷⁶ Graafsma, L., (2001) *Advies kwaliteitscriteria Loopbaanoriëntatie en –begeleiding in ROC's*. Leeuwarden, LDC.

⁷⁷ NVS (1998) *Meetlat LOB Instrumenten ten dienste van de kwaliteitszorg voor loopbaanoriëntatie en –begeleiding in het onderwijs*. Utrecht, NVS

There are standards for supplying services by private organisations. The NOBOL trade association recognises codes of conduct and rules. The NOLOC trade association recognises a code of ethics.

11.3 Do standards exist for the competencies required for staff who supply services relating to career information, guidance and counselling? If these exist, how were they developed and by whom? What status do they have? Do they differ between providers?

The APS develops standards for competencies of career teachers/coordinators and tutors in secondary education, geared towards the NVS. The CINOP develops comparable standards for careers teachers, who look after vocational orientation in integration programmes. They have no status. According to the APS, it places greater emphasis on debating the tasks to be fleshed out, than on imposing quality marks.

The NIP has explicitly prescribed the General Standard Test Usage for NIP psychologists but, at the same time, requested that other test users stick to these guidelines. The VBA has showed interest and the VPPA has adopted the standard de facto.

Standards for competencies also exist for NOLOC members. Competency areas, such as those used by the NOLOC and the CMI, have international validity. They were developed by the International Board for Career Management Certification, (IBCMC). They have a generally accepted international status. Nevertheless, there are differences among suppliers in the market. This is a profession that is subject to free market competition.

11.4 Are there any formal, compulsory requirements, for example expressed in regulations or legislation for the education and training qualifications of staff that provide career information, guidance and counselling services?

For educational institutions, this falls under institutional freedom. There are therefore no requirements, although it is assumed in education that such staff have teaching qualifications.

Besides a professional code, the General Standard Test Usage is in effect within the NIP. NIP members are obliged to comply with both. They have legal status via the WGBO (The Medical Treatment Agreement Act), BIG (Health Care Professions Act) and the GZ Psychologists (Psychological Health Care) scheme. This scheme is not mentioned in the Act, but the Memorandum of Clarification assumes that professional practitioners act in accordance with the standards that apply within the profession.

The COTAN, a NIP committee for testing matters, has compiled a list of types of test users (included as an appendix in the General Standard Test Usage). No subdivision has been made for the activities of occupational choice/career psychologists.

The Register Foundation's careers officers/counsellors reluctantly reached the conclusion that the initial HBO courses, which are in principle eligible, for some time have not met their minimum requirements. Since the withdrawal of specific HBO studies, the career activities are increasingly being handled by people with a broad educational background in 'Personnel and Labour Relations'.

11.5 Do guidelines exist on information quality standards to help groups, such as tertiary institutions, industrial associations or individual enterprises, to produce career information?

For written and digital educational information, the NVS has developed the so-called Codes and Criteria.

Until 2000, the LDC gave an award for the best career information.

Also see SLA from www.werk.nl at question 11.2.

11.6 Provide details of professional groups, bodies and associations for workers in the services relating to career information, guidance and counselling in the Netherlands.

Describe the extent to which such professional groups, bodies and associations:

- *are working to increase standards for professional practice, for example, by offering professional development and recurring education to their members,*
- *are actively involved in influencing the government in terms of professional subjects, for example, in relation to the quality of services, and are taking a businesslike approach to improving the working conditions of their members.*

NVS: for careers teachers/coordinators and school careers officers/counsellors in secondary education and BVE.

NVL: for student counsellors.

VBA: for careers officers/counsellors.

The Register Foundation Careers Officers/Counsellors:
for vocational and other careers officers/counsellors.

VPPA: psychological en pedagogical testing assistants.

NIP: for psychologists with a separate section for occupational choice/career psychologists.

NOLOC: for outplacement consultants and career consultants.

NVAT: for employment mediators and reintegration companies.

Additionally, RTC respondents mention organisations in which the members are involved with career services in their work:

NVVO: for training officers

NVP: for personnel officers

All these organisations have codes of conduct (see question 11.2) and are active in the field of expertise promotion through courses, seminars and the like.

As a trade union, the NVS also works to protect the interests of its members.

11.7 Describe the ways in which professionals in career information, guidance and counselling services are involved in development of policy.

According to the professional associations, there is no longer any specific policy in this field. They are closely involved in the development of related (semi) government policy.

Here are several examples of how these organisations operate.

- The NVS and NVL offer solicited and unsolicited advice to policy makers. They communicate policy changes to their members via a monthly publication.
- The NIP is involved in the development of teaching material for psychological, pedagogic assistants (LOI) and also sits on the examining boards.

The NOBOL (a trade association comparable to NOLOC) is a member of the VNO-NCW, to look after the interests of career management. It is also a member of the European and worldwide trade association, AOCFI/ AOCFI Europe, which in turn looks after the interests of the European association and worldwide interests.

12. THE EVIDENCE BASE

Here, the OECD would like to know about the ways in which the delivery of services for career information, guidance and counselling is supported by data and research evidence. In answering the questions in this section, please refer in particular to national evidence, where available, rather than comparable studies carried out in other countries.

12.1 What information is available about the use and accessibility of career services?

What is known about differences in levels of use and access as a function of factors such as socio-economic status or family backgrounds, geographical locations, gender, age, educational levels and levels of disadvantage? Do regular national statistical collections monitor access? Have access and usage levels changed over time?

There are only limited hard data on this subject. Stokking and Leenders researched the use of career services in the VO⁷⁸. Girls and boys differ in degree of usage and less use is made of services in the VMBO than in HAVO and VWO.

Based on the number of purchased routes, the LISV roughly estimates that career counselling is given in some 50.000 cases a year to the unemployed and to persons with work disabilities. The largest group ends up at the CWI, where -- in a broad definition of career guidance and counselling -- it is at least 100,000 cases. This does not include the combined files of municipalities, the CWI and the UVI, where screening client groups is increasingly customary. This involves tens of thousands of cases.

Client groups in phase 4 are frequently ineligible for career services.

12.2 How is the level of community need and demand for information, guidance and counselling services established (for example, by use of surveys, data of service usage, waiting lists)? What is known about the expectations that clients have of services?

In the HBO and WO, pupils and students serve on panels for the development of pilot websites relating to choice of studies.

Werk.nl directly measures the use of various information channels. They investigate the number of hits, the duration of the hits and the nature of the information requested. In addition, customer-satisfaction surveys are held at all 'werk.nl' locations. For the Centre for Work and Income, the Intomart Bureau conducts an annual study entitled 'How do Job Seekers Seek?'

LDC also reports that privatisation of companies has necessarily resulted in a much more precise alignment of services in the market. In the near future, providers will restrict themselves to a select number

⁷⁸ See footnotes 16, 17, 18, 19

of successful product/market combinations, which will of course be determined to a large degree by purchasing power on the demand side.

12.3 What criteria are normally used to judge the benefits or outcomes of career services?

In education, the government only uses the criteria described in its core aims and the like. This could therefore differ per school. A major criterion is whether career service provision fits the teaching model in school-related transfers of information, according to the monitors.

Performance indicators are used in CWI as part of the information management system in the CWIs.

Aromedia is also active in this area.

12.4 Please provide details of any recent studies (last five years) carried out to determine:

- **The costs of providing career information, guidance and counselling services.**
- **How costs vary as a function of the type of service delivered and the characteristics of clients.**
- **How the outcomes or benefits of career information, guidance and counselling services relate to these costs.**
- **How the benefits or outcomes of career information, guidance and counselling services are related to the type of service provided and the characteristics of the clients.**

Summed up, the monitors can say that it is not possible to provide such an overview. There is no insight in the relationship between cost and benefits of career service provision based on research. The maximum feasible is a client-satisfaction study carried out by the contractors.

12.5. Please provide details of any recent initiatives (last five years) or pilot projects designed to provide insight into the impact of careers services on individuals' career choices, the ability to use career information, the impact of services on employers and the impact of services on the development of a learning society.

Several respondents stated that privatisation of service provision was introduced without any kind of 'pilot project', with a view towards the type of impact referred to in the phrasing of the question. Therefore, the question is to what extent does the government attach importance to such impact.

There is no picture of this impact in education, but an interesting correlation emerged, such as 'the more that pupils reflect on their careers, the more information they process'. That has led the researchers to assume that, to a large extent, individual pupils determine the impact of career services in schools^{17, 18, 19}

A studie shows⁷⁹ that the appointment of career track officers/counsellors could reduce the number of dropouts in schools for BVE.

⁷⁹ Vrieze, G. & Eimers, T. (2001) *De dubbele waarde van trajectbegeleiding*. ITS, Nijmegen

Increasingly, many institutions and companies are working with (types of) Personal Development Plans (POPs) as links between employability and more commercial notions such as information management, the information economy and the learning organisation⁸⁰.

12.6 Do any national research centres specialise in career information, guidance and counselling services? Do they specialise in evaluative and policy studies, or do they mainly focus on guidance techniques and methods?

The national research centres often combine this with other subjects or activities:

- LDC;
- The Research Centre for Education and Employment (ROA);
- CINOP;
- For the BVE sector: Max Goote and ITS.

Also, SEO (University of Amsterdam), ISOR (University of Utrecht: policy-targeted assessment study) and ITS (University of Nijmegen) are often called in because of their specific methodological knowledge and experience.

The Society for Policy Studies (VBO)⁸¹ is the trade association for policy studies in the Netherlands.

In the wider field of employment, careers, social security and the like, there are organisations such as the Socio-Economic Council (SER)⁸², The Scientific Council for Government Policy (WRR) that conduct research (see question 2.3).

12.7 How useful have government departments found the work of research centres in developing policy for career information, guidance and counselling?

SZW reports that LDC supplies information that is particularly important for CWI. OCenW is vacillating (from 'no opinion' to 'we welcome the question, but...').

12.8 Have government departments taken steps to increase the evidence base for information, guidance and counselling services through support for relevant research centres? Has such support been based on individually commissioned studies, or are more ongoing forms of support used?

OCenW reports that the quality of supply and demand in the labour market is regularly sampled for future policy. Others are of the opinion that the government departments are not at all interested in this evidence base since it was not a policy point.

⁸⁰ OSA (1999) *Arbeid in de zorgsector*", OSA publication Z35, January 1999

⁸¹ www.beleidonderzoek.nl

⁸² See footnote 4 at question 2.2.

STANDARD PROCEDURE: WHAT HAS HAPPENED?

The OECD initiated the study. OCenW (Ministry of Education, Culture and Sciences) indicated its interest to serve as the national coordinator in the Netherlands. It asked the APS (the contractor) to carry out the study in accordance with the questions presented by OECD and to submit its report early in March 2002. It was expressly mentioned that use would be made of existing information and therefore no new research would be done. In September 2001, the English-language questionnaire was translated into Dutch – sections 1 - 12.

The first step was to hold a trial round with three key figures/experts from the three fields –the employed, the unemployed and education. These experts were asked to fill in the questionnaire and subsequently (during an interview with the contractor) to provide an intrinsic response and to recommend people or agencies that could provide the relevant information.

The second step was to match the questions to the actors. During the trial round this was considered desirable (linking expertise to the field to which the question referred), along with a minimal response per question. Several agencies would be able to respond to all the questions. It was decided to send them the complete questionnaire so that the respondents would understand the context. There was communication with the national coordinator about this. During the trial round the objection was raised that the OECD questionnaire had been compiled with strongly centralised control. The extremely diverse areas of career development paved the way for a (too) abstract presentation of questions. The coupling of question to respondent could help remove this objection.

Information was obtained in three ways:

- Through interviews with persons from the agencies able to provide relevant information in response to all questions; there were 10 interviews, each lasting around two hours. In this way, a comprehensive view could be obtained.
- Responses to the questionnaire: of the 70 respondents recommended, following a telephone request for their cooperation, the questionnaires were sent to 67 persons/agencies. In some cases, respondents recommended another potential respondent during the telephone conversation. The questionnaire was sent with a covering letter, explaining the study and providing an overview of who was expected to answer which questions (the question / respondent matrix link).
- After the deadline (November 2001) only 20 percent had responded. The non-respondents were asked twice by telephone to return the questionnaires. The ultimate response was 73 percent. In two cases, government agencies responded by sending relevant reports and references. The response matrix shows the number of respondents that responded to specific questions.

- Source research via the Internet and the websites of all the actors were screened using references from the questionnaire. The links to related sites were also consulted. Moreover, searches were made of all relevant references (from career to legal texts).

Processing.

The incoming information was examined per question for (1) relevancy, (2) fact or opinion, including verification and, finally, (3) combined according to similarity.

The information is reflected in the draft report, which was presented to the respondents with a request to verify and supplement the contents. Attention was given to the context.

The report was discussed during the Round Table Conference (RTC) at Zeist on 26 February 2002. The comments were collected and incorporated in this report. In the first place, any factual errors were removed and additions included. Secondly, several fundamental observations, particularly as regards the nature of responses, were incorporated in the recommendations sent to the national coordinator.

The departments of Economic Affairs, Social Affairs and Employment and Education, Culture and Sciences submitted their comments, which were also incorporated in this report.

The response matrix.

Question	Respondents								
1.1	16	5.1	12	7.1	4	9.1	8	11.1	9
2.2.	15	5.2	8	7.2	4	9.2	6	11.2	10
2.3	13	5.3	7	7.3	3	9.3	6	11.3	9
2.4	9	5.4	7	7.4	11	9.4	6	11.4	13
2.5	18	5.5	11	7.5	5	9.5	5	11.5	7
3.1	16	5.6	6	7.6	6	9.6	5	11.6	7
3.2	14	5.7	12	7.7	4	9.7	5	11.7	7
3.3	8	5.8	4	7.8	11	9.8	3	12.1	4
3.4	14	6.1	16	7.9	8	9.9	9	12.2	8
3.5	5	6.2	11	7.10	6	9.10	6	12.3	7
4.1	5	6.3	17	8.1	18	10.1	11	12.4	3
4.2	6	6.4	15	8.2	7	10.2	9	12.5	8
4.3	6	6.5	17	8.3	12	10.3	6	12.6	4
4.4	6	6.6	18			10.4	6	12.7	6
4.5	6	6.7	17			10.5	6	12.8	6
4.6	4								
4.7	10								

Contact information: Key organisations in the area of career services

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<i>APS</i>	Annemarie Oomen	a.oomen@aps.nl	030 2856705	www.aps.nl
<i>BZK</i>	Marion van der Laan	Marion.laan@minbzk.nl	070 426746	www.minbzk.nl
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<i>VWS</i>	H. Meintjes	Hans.meintjes@dgg.minvenw.nl	070 3511669	www.minvws.nl

Abbreviations

ABW	General Social Security Act
AOB	Advisory Agencies for Education and Careers – Careers services
AOCFI	Association of Career Management Consulting Firms
APS	National Centre for School Improvement
AXIS	National Platform for Nature and Technology in Education and the Labour Market
BAMA	Bachelor-Master (structure)
BIG	The Health Care Professions Act
BVE	Adult and Vocational Education
BZ	Ministry of the Interior and Kingdom Relations
CAO	Collective Labour Agreement
CBA	Central Bureau of Employment Services
CFI	Central Finance Institutions
CINOP	Centre for Innovative Training
CITO	Central Institute for Educational Test Development
CNV	National Christian Trade Union
COLO	Association of National Vocational Education Bodies
COTAN	Commission of Testing Matters (of the NIP)
CPB	Central Planning Bureau
CWI	Centre for Work and Income
Echo	Migrant Higher Education Expertise Centre
ESF	European Social Fund
EU	European Union
EVC	Recognition of Acquired Competencies
EZ	Ministry of Economic Affairs
FNV	Federation of the Dutch Trade Union Movement
GZ	Health Care
HO	Higher Education
HOP	High Education Press Office
HRD	Human Resource Development
I&A-functie	Information and advisory function
IBCMC	International Board for Career Management Certification
IB-Groep	Information Control Group
ICE	(Bureau) of Intercultural Evaluation
ICT	Information and Communications Technology
IDW	International Diploma Recognition
IiP	Investors in People

ILR	Individual Learning Account
ISCED	International Standard Classification of Education
ISOR	Institute for Educational Research
KCE	Quality Centre for giving Examinations
KLIQ	Company for Reintegration and Employability
KWINT	Qualifying Intake
LaMP	National Multicultural Students' Platform
LDC	National Services Centre – National Centre for Career Issues
LICA	National Information Centre, HBO Affiliation
Lisv	National Institute for Social Security
LIWI	National Institute for Work and Income
LNV	Ministry of Agriculture, Nature Conservation and Fisheries
LOB	National Vocational Education and Career Orientation and Counselling Bodies
LONK	Career Orientation for Newcomers
LPC	National Pedagogic Centres
MBO	Senior Secondary Vocational Education
MDW	(Working Party) Market Forces, Deregulation, Legislation
MKB	(Trade Association for) Small-to-Medium-Size Companies
NEI	Netherlands Economic Institute
NIP	Netherlands Institute for Psychologists
NOA	A&O Department (Free University, Amsterdam)
NOBOL	Netherlands Organisation of Agencies for Outplacement and Careers Counselling
NOLOC	Netherlands Order of Career Advisers and Outplacement Consultants
NRCVG	National Resource Centre for Vocational Guidance
NS	The Dutch Railways
NVAT	Netherlands Association of Employment Services Consultants
NVL	Netherlands Association for Pupil Counselling
NVP	Netherlands Association for Personnel Management
NVS	Netherlands Association of Student and Career Counsellors
NVVO	Netherlands Association of Training Officers
O&O fondsen	Training and Development Funds
OCenW	Ministry of Education, Culture and Science
OECD of OESO	Organisation for Economic Cooperation and Development
OSA	(Foundation) Organisation for Strategic Labour Market Research
OVO	Orientation towards Continued Education
PAO	Post-Academic Education
POP	Personal Development Plan

POR	Personal Development Account
PVALOB	Plan of Action, Career Orientation and Counselling
RAS	General Directives System
RBA	Regional Bureau of Employment Services
ROA	Research Centre for Education and the Labour Market
RTC	Round Table Conference testing the Draft OECD Report on 26-02-2002
SBKB	Education and Vocational Guidance
SEP	Sector Examination Platforms
SLA	Service Level Agreement
SLO	National Institute for Curriculum Development
SLOA	(Act) Subsidies for National Educational Activities
StvdA	Labour Foundation
SUWI	(Act) Structural Implementation of Work and Income
SZW	Ministry of Social Affairs and Employment
UVI	Social Security Benefits Agencies
UWV	Employers' Insurance Benefits Agencies
V&W	Ministry of Transport and Public Works
VBA	Association of Vocational Guidance Counsellors
VBO	Association of Policy Researchers
VMBO	Pre-Vocational Education
VNSU	Association of Universities
VO	Secondary Education
VPPA	Association of Psychological Pedagogic Assistants
VWS	Ministry of Health, Welfare and Sport
WAO	Disablement Act
WEB	Adult and Vocational Education Act
WGBO	Medical Treatment Agreement Act
WHW	Higher Education and University Research Act
WIN	Integration of Newcomers Act
WIW	Mobilisation of Job Seekers Act
WSO	Employment and Training Observatory
WVO	Secondary Education Act
WW	Unemployment Act

APPENDIX 1: SECONDARY EDUCATION ACT (WVO)

Source: www.wettenbank.sdu.nl.

Re: Core Aims, General Educational Goals and Table with Recommended Hours

Section 11a. Subjects and Core Aims of Basic Secondary Education

4. Concerning the subjects mentioned in subsection 2, first sentence, core aims shall be established by ministerial regulation on a yearly basis for a maximum period of five years. The ministerial regulation, as referred to in the first complete sentence, contains a table with recommended hours for the subjects mentioned in subsection 2, first sentence, which provides the basis for establishing the core aims. For a subsequent period, the cores aims shall be established by observing an assessment of the applicable core aims.

(also see appendix 6)

Re: Practical Sector Orientation

Section 11c. Minimum Number of Hours for the First Years of Secondary Education

3. During the first or second school year, in preparation of education in one of the educational routes referred to in sections 10, 10b and 10d, the competent authority of a school for junior general secondary or pre-vocational education may look after a programme of educational orientation in these educational route sectors. The programme referred to in the first sentence comprises no more than 10 percent of the number of teaching periods during the first two school years.

4. During the first or second school year, in preparation for a basic, vocational programme referred to in section 10b, instead of subsection 3 and in compliance with section 11e, subsection 2, the competent authority of a school for pre-vocational education may look after an educational orientation programme in these educational route sectors. The programme referred to in the first complete sentence is only intended for pupils admitted to the learning support department referred to in section 10e, and for those whom the competent authority considers to be the most suitable in the basic vocational programme. The programme shall not comprise more than 20 percent of the number of teaching periods during the first two school years.

Re: Quality Control

Section 24. School Plan

1. The school plan contains a description of policy relating to the quality of education provided within the school and, in each case, comprises educational policy, personnel policy and policy relating to monitoring and improving the quality of the education.

Re: Preserving Quality

Section 24a. School Prospectus

1. The school prospectus contains information for parents, guardians and pupils about the work procedures of the school and, in any case, provides information about:

a. The aims of the education and the results attained through the educational learning process, including those in any case relating to the school year prior to the school year in which the school prospectus is adopted and classified according to type of education for each school year:

1. the percentage of pupils that transfer to a higher school year or to another type of education,
2. the percentage of pupils that leave school without graduating and the percentage of pupils that pass their final examinations,

b. the way in which care is shaped for pupils with specific educational needs,

c. the way in which compulsory educational time is utilised,

e. the rights and obligations of parents or guardians, the pupils and the competent authority, including information about the complaints procedure referred to in section 24b, in which it is sufficient with respect to pupils to mention the rights and obligations in the student charter referred to in section 24g and

Re: Maximum Duration of Studies

Section 27. Admission, Expulsion, Provisional Admission to the Next Year and Duration of Studies

3. After five years, calculated from the time that they enter secondary education, pupils may no longer attend a school for junior general secondary education or a school for pre-vocational education nor, during the first three years, a school for senior general or pre-university education. If pupils enter secondary education after 31 January of a school year, the fifth year shall end on 31 July of the school year in which the five-year period expires. After completion of the school year in which they reach the age of 18 years, pupils may no longer take practical training at schools or in departments for practical training.

Re: Advice, Second School Year

Section 28a

[Lapsed]

§ 3. Staff

Re: Career Teacher/Coordinator

Section 32. Staff Categories; Staffing Policy; Tasks and Staff Duties

6. One or more members of the staff shall be assigned the task of career teacher/coordinator.

Section 75c.

[Lapsed]

Section 86. Funding Operating Costs

1. Funding of school operating costs refers to the following components: ...

e. career education and guidance.

Section 89. Supplementary Funding, Operating Costs

1. If special developments in pre-university, general secondary or pre-vocational education should warrant, regulations concerning the provision of supplementary funding for operating costs may be adopted by ministerial regulation.

APPENDIX 2. ADULT AND VOCATIONAL EDUCATION ACT (WEB)

§ 2. Tasks

Section 1.3.5. Tasks of Authorities, Agricultural Innovation and Practical Experience Centres

2. With the implementation of their tasks, without prejudice to the provisions of this act, the authorities shall be jointly responsible for:
- c. offering opportunities for education and career guidance.

Section 8.1.3. Education Agreement

3. The agreement regulates the rights and obligations of parties, including those arising from the act, and encompasses the following minimum stipulations concerning:
- d. education and career guidance and counselling, including regular guidance concerning continuation of studies inside or outside of the training.

Section 7.4.7. International Evaluation of Certificates

3. The Dutch minister can appoint a legal entity whose task would be, on request, to provide interested parties or the competent authority, as referred to in section 8 of the General Evaluation of EC Vocational Training, comparisons of training courses based on evaluations or comparisons of:
- a. international diplomas or certificates, as referred to in the Act, along with other international diplomas with
- b. certificates of corresponding Dutch vocational training courses.
4. When comparing and evaluating specific training courses, every effort is made to indicate the category of vocational training courses, as referred to in section 7.2.2, subsection 1, and with which vocational training courses mentioned in the Central Register they can be compared or with which there is equivalence.
5. The comparison or evaluation will only be given:
- a. at the request of an authority, as referred to in section 8 of the act mentioned in the subsection 1, for applications of EC clarifications as referred to in section 10 of said act,
- b. if it is necessary for persons with international vocational qualifications to take part in a Dutch training course, or
- c. if it is necessary for persons with international vocational qualifications to take part in the Dutch labour market at a level that corresponds to the level of vocational practice referred to in section 7.2.2.

APPENDIX 3: HIGHER EDUCATION AND RESEARCH ACT (WHW)

Section 7.8b. Study Advice, Foundation-Year Phase

1. The board of governors of a funded university or “hogeschool” shall advise all students no later than at the end of their first-year enrolment for the foundation-year phase of full-time or dual education, concerning continuing their studies inside or outside the training. In the case of part-time training, the board of governors shall arrange the times when such advice is given.
2. Without prejudice to subsection 1, the board of governors may advise students as long as they have not taken the foundation-year examinations with passing marks.
3. With respect to specific courses designated by the board of governors of the institution, within the time frame referred to in the second subsection but not prior to the end of the first year of enrolment, the board of governors of the institution may attach a rejection to the recommendations made, as referred to in the first and second subsection. ...

Section 7.9. Referral to the Foundation-Year Phase

1. If training after the foundation-year phase should entail more than one specialisation, with respect to courses designed for this purpose by the board of governors of the institution, the board of governors of the institution may rule that students enrolled in these courses shall only have access to one or more designated specialisation.
2. When applying subsection 1, the board of governors shall base its decision on the following:
 - a. the student’s study results,
 - b. the study programme taken by the student, or
 - c. a combination of a en b.

Section 7.9a. Study Progress Monitoring of the Performance-Based Grant

1. The board of governors shall determine the study progress of all students enrolled at the institution at any time during the school year, who are subject to the provisions of section 10.6 of the Financial Aid to Students Act, 2000, as referred to in subsections 2 or 3 of that section. The board shall report this progress to each student prior to 1 November, following the school year in question.

Section 7.9b. Study Progress Monitoring, First Year Performance-Based Grant

1. The board of governors shall determine the study progress of all students enrolled at the institute who are subject to section 5.12 of the Financial Aid to Students Act, 2000, as referred to in subsections 1 and 4 of that section. The board shall report this progress to each student prior to 1 November, following the school year in question.

Section 7.9ba.

[Lapsed]

Section 7.9bb.

[Lapsed]

APPENDIX 4: TRANSITION RULE, COMPENSATION FOR EDUCATIONAL AND VOCATIONAL GUIDANCE AND INDUSTRIAL HEALTH CARE, LEARNING SUPPORT DEPARTMENT, 2000-2003

Transition rule for educational and vocational guidance and industrial health care, learning support department, 2000 – 2003, in conjunction with the conversion of SVO (School for Secondary Education for children with special needs)- LOM (School for Children with Learning and Behavioural Difficulties).

The amount of compensation is derived from the amount from the scheme for secondary education. In this scheme, compensation for 2000-2001 and 2001-2002 equals NLG 43 (€ 19,5) per pupil. Of this, NLG 25 goes to educational and vocational guidance and NLG 18, to industrial health care. These amounts represent small increases compared to both previous schemes. For the year 2002-2003, compensation will equal € 20. This is nearly € 0.50 more than the amount in Dutch guilders during the past two years. The compensation includes VAT reimbursement.

Compensation for SBKB (educational and vocational guidance) and BGZ (industrial health care) for Practical Training Departments

As in the case with schools for practical training, the practical training departments arising from the SVO and LOM, SVO and MLK (School for Children with Moderate Learning Difficulties) or from the learning support department (ex-IVBO – Individualised Pre-vocational Education) also receive lump-sum compensation. After the conversion, they will receive compensation for SBKB and BGZ directly via the BSM scheme. Here, too, no adjusted calculation is necessary. In practical training there is no division in school years and departments. In the BSM scheme for the first school year, after conversion, the correct compensation for SBKB and BGZ will be calculated directly, based on the number of SVO pupils on 1 October of the year prior to the conversion.

*The State Secretary of Education, Culture and Science
K.Y.I.J. Adelmund*

**APPENDIX 5: EUROPEAN SOCIAL CHARTER FROM THE COUNCIL OF EUROPE
(TURIN, 1961)**

Source: http://europa.eu.int/abc/cit1_nl.htm

Section 9 – The Right to Vocational Guidance

With a view to ensuring the effective exercise of the right to vocational guidance, the contracting parties shall undertake to provide or promote, as necessary, a service that will assist all persons, including the disabled, to solve problems related to career choice and progress, with due regard to the individual's characteristics and relation to career opportunity: this assistance should be available free of charge, both to young people, including school children, and to adults.

APPENDIX 6: CORE AIMS AND GENERAL EDUCATIONAL GOALS, SECONDARY EDUCATION

Careers education and guidance occupies a modest position in basic secondary education – initially in the general goals of skills and now in the preamble as ‘Learning to reflect on the future’.

By reflecting on their own performance, pupils gain insight into their own future potential and interests. Specific attention is given to:

- 6.1. taking stock of one’s own potential and interests;
- 6.2. exploring one’s own potential for further study;
- 6.3. the role and importance of scientific knowledge, insight and skills acquired at school;
- 6.4. the world of work and careers;
- 6.5. opportunities for spending leisure time.

In the VMBO (pre-vocational education) examination syllabus, the first examination unit of each subject relates to career education and guidance. For general subjects this is ‘orientation towards learning and working’. For vocational subjects it is ‘orientation towards the sector’. These include the same general skills as those for basic secondary education, with some specific additions for a subject or sector.

The examination syllabus for all subjects during the second phase includes the domain ‘orientation towards education and careers’.

1. Pupils have acquired information about advanced training and careers in which the subject plays a role.
2. Pupils have determined to what extent they have study habits, interests and skills that are considered desirable or necessary for advanced training.

APPENDIX 7: CHANGING FROM SUPPLY TO DEMAND DRIVEN.

Sources: Meijers, F.⁸³, Oomen, A. (APS), Smolenaars (OCenW) and Willigenburg van, T. (AOB in the south of the Netherlands)

Independent Private Careers Service Agencies

Until around 1965 career information, guidance and counselling for young people was left entirely to private institutions. From 1962 to 1992, the government subsidised such independent institutes entirely. The institutes are organised according to denomination, Catholic, Christian and Public. At the time, their services were orientated towards the final years of primary and secondary education, to facilitate the transition to advanced training. In particular, children from the highest social classes seemed to benefit most from such services.

Under influence from article 9 of the European Social Charter (see appendix 5) and the increased meritocracy of society in the 1960s, each pupil had a right to vocational guidance. Moreover, with the introduction of the Mammoet Act, there were also options during secondary education that opened up various routes for pupils. In this way, towards the end of the 1960s, nearly every secondary educational institution had a guidance counsellor who counselled those leaving school. During this period, although the independent agencies received additional subsidies to expand their services to all pupils, the ages of their clients remained practically the same.

By means of so-called employment exchanges, later called job centres and the employment services organisation, adults at the time could receive free careers services, but only if they were unemployed and only if the job centre decided they were necessary. This varied per region (RBA). Relatively few adults were prepared to seek advice from private careers service agencies at their own expense.

Contact Centres for Education and Employment, Regional Bodies for the Apprenticeship System

In the early 1980s there were major discrepancies between education and the labour market. This led to the creation of two new institutions for career guidance. In 1985, the Contact Centres for Education and Employment were established, specifically designed to expand and improve the placement of pupils in regional employment organisations. Consultants of the Regional Bodies of the Apprenticeship System provided information and some counselling to pupils in the dual system for vocational education.

⁸³ Meijers, F. (2001) The Effects of the Marketisation of Career Guidance Services in the Netherlands. In: *International Journal for the Advancement of Counselling*, 23: 131-149, 2001 Kluwer Academic Publishers

Deregulation

Starting in the 1990s, government policy shifted from regulation to deregulation, from centralisation to decentralisation and from supply-driven to demand-driven financing. This directly involved both education and employment services. (See appendix 11 for developments in the employment services organisation).

In educational policy, career guidance was given a high priority. In 1990, the then minister of Education and Employment said, 'Because of several social developments, it is clear that the importance of vocational guidance will increase substantially during the coming decades. Due to a combination of technological, economic and demographic developments, there will be a growing need for good career choices geared towards these developments'. A memorandum from the minister of Education appeared in 1991, entitled Educational and

Vocational Guidance at School. 'In a society geared towards learning, it is assumed that individuals will create their own career paths from and between education, schooling, work, unemployment and not working. To do so, individuals must be in a position to make informed choices concerning their training, schooling and work. Educational and vocational guidance is therefore of the utmost importance'.⁸⁴ Legislation in this field was announced for secondary education and the BVE.

This turnabout in 1993 entailed a reorganisation of the total field of careers counselling. The private careers service agencies, the Contact Centres for Education and Employment and the Regional Bodies for the Apprenticeship System were driven to a merger of 16 Regional Service Centres (RDCs), also called Advisory Agencies for Education and Careers (AOBs). This was mainly done for reasons of economy. Another reason was that it was demand-driven. It would give schools and employment services organisations more influence on the services offered.

Changes in Subsidies for Educational Institutions

To enable educational institutions to conduct their own policies – and, in that context, to determine the services they wish to purchase for educational and vocational guidance or the careers education and guidance of their pupils --, the first steps were taken in 1997 with the introduction of demand-driven funding. As a result, from 1 January 1997, financing of educational and vocational guidance underwent radical changes. Moreover, OCenW provided an extra incentive of € 2.26 million via the Careers Education and Guidance Plan of Action (PVALOB), to encourage schools to take a new approach in this field.

Prior to 1 January 1997, the total annual budget available in secondary education for educational and vocational guidance was allotted to the Advisory Agencies for Education and Careers (AOBs). Depending on the number of contracts entered into with secondary education schools, an amount was received per pupil.

From 1 January 1997 to 31 July 2000, 70 percent of the annual budget for educational and vocational guidance was earmarked for schools and 30 percent, to Advisory Agencies for Education and Careers. In 1997, secondary education schools received subsidies based on the 1996-1997 VWO-AVO-VBO Educational and Vocational Guidance Compensation

Regulation (based on section 75c, WVO). It was obligatory to spend this subsidy on the Advisory Agencies for Education and Careers (AOBs).

⁸⁴ Ministry of OCenW (1991) *Studie- en Beroepskeuzevoorlichting op scholen*. VO/BVE/AE/O-91.068.168. Zoetermeer, Ministry of OCenW.

The AOBs continue to perform specific tasks for the funds they received directly between 1997 and 2000. These are information dissemination tasks and an intrinsically innovative task in the area of educational and vocational guidance.

From 1 August 2000, the entire annual budget for educational and vocational guidance went to schools. There was no longer any spending obligation with respect to this budget. Structurally, it involved an annual budget of approximately € 23.6 million. This meant that, from that time on, schools were free as to how these funds were used and to whom they were given for, among other things, educational and vocational guidance. It also meant that the National Service Centre (LDC) and the AOBs would operate entirely on a demand-driven basis.

Effective 1 August 2000, section 75c of the WVO was deleted. This section provided the minister with a basis for making funds available by ministerial regulation for providing pupils with information about choice of studies. The deletion of section 75c coincided with the inclusion of a new section 86 of the WVO, in which it is determined that funding of operating costs also relates to careers education and guidance. The funds were therefore subsumed by the lump sum paid to schools. However, based on the Other OCenW Subsidies Act and on section 89 of the WVO, the minister still had the option of providing supplementary funding or subsidies for careers orientation and counselling. As yet, this option is only used for effecting a transition scheme for the LWOO (formerly SVO-LOM)—see appendix 4. In connection with the conversion of SVO-LOM, this 2000-2003 transition scheme for educational and vocational guidance, industrial health care and learning support departments will expire in 2003.

The AOBs Since 1993

Since 1993, the AOBs have been under pressure. Simultaneous with internal merger vicissitudes, they have had to face annual reductions in earmarked funds and the recruitment and elaboration of contracts with schools and employment service organisations. These organisations have not always had clear policies and demand with regard to careers services. Increasingly, they tried to do everything on their own, which led to underspending.

The number of staff at advisory agencies for education and careers has shrunk by 50 percent since 1993. In 1993, there were 16 AOBs. Today, there are only three independent AOBs, which are endeavouring to form a national network. Three advisory agencies went bankrupt, six were taken over by other advisory agencies and several were bought up by reintegration companies.

The customer group has not changed by 1999. Mainly educational institutions and employment services organisations use their services. However, the services have changed intrinsically since 1993. Most turnover comes from psychological testing that particularly focus on the interests of an organisation – how a particular person fits in the school or organisation in question.

One political goal of market forces is to raise the quality of careers services, something that definitely has not yet been achieved in the case of the AOBs.

The following are the positive effects:

- All careers service workers have had to articulate their added value;
- They break down the old (power) structures to make room for a new orientation:
 - qua substance, away from testing and matching to learning on the job;
 - qua organisation, away from isolated activity to integration and
 - qua collaboration, away from the protected position of psychologists, careers counsellors and school counsellors to various types of collaboration with various professionals in the field of human resource development.

There was no 'professional' project for AOBs' staff, to enable them to create meaningful career parameters around their services. Further, the advisory agencies did not succeed in carving out a niche in the vast, growing market for careers services in reintegration organisations. The reintegration organisations would prefer to buy up a AOB or nationally-operating agencies.

APPENDIX 8 REFERENCE WORK PROCESS OF CENTRES FOR WORK AND INCOME

Version 4.0. October 2001.

Management Summary.

Introduction

At the end of May 1999, the National Process Management issued an initial version of the Reference Work Process Centre for Work and Income (CWI). This first version was followed by second and third versions in which the CWI reference work process was expanded and broadened, based on the starting points of the SUWI (Structural Implementation of Work and Income Act) policy document.

The version in question (4.0) deals with the insights gained since 11 October 2000, which have resulted in necessary modifications. These insights are based on several developments. An inventory list was drawn up on the basis of notes and conversations with various groups and interested parties. The results have been incorporated in the version in question.

There are several aspects that make up the most relevant developments in this field. We are listing them below in no particular sequence and without any claim to being exhaustive:

- Parliamentary consideration of both the SUWI Act and the SUWI Implementation Act during the last two weeks of June 2001. Parliamentary consideration was preceded by several developments:
 - The ‘Rough Draft for CWI and UWV’, as presented to the Lower House on 17 January 2001;
 - The creation of CWI Change Management per 1 April 2001;
 - Publication of the CWI Temporary Partnership Decision on 16 March 2001;
 - Formulation of the ‘Final Design for CWI and UWV’ as a further elaboration of the Rough Draft;
 - The second SUWI progress report dated 16 May 2001;
 - A letter concerning the progress of SUWI dated 18 September 2001;
- The experiences of several operational Centres for Work and Income;
- The experiences at several Centres for Work and Income pilot projects. These projects referred to the link and data exchanges between CWI and UWV and to pilot projects in the development and implementation of information and communications technology.

This version of the reference work process contains additional concretisation and elaboration, brought about in close collaboration with other initiatives. Based on a growth model, this model developed further in the direction of a standardised arrangement of business processes within the CWI. Clearly, this revised version of the reference work process was developed and recorded in Protos®.

The following are the main outlines of the modifications with respect to version 3.2:

- Appointment of supporting ICT at all levels
- Customer identification (job seekers)
 - GBA Verification process
 - Job-placement mediation
 - NUG members (?)
 - Studying existing data
 - Expansion of the Unemployment Insurance Act set of questions (including sections 61/68, threat of dismissal, entitlement to a second chance)
 - IOAW set of questions
 - IOAZ set of questions
 - ABW set of questions (including the 'bread-and-butter procedure')
- Customer identification (employers)
 - Incentive scheme, tax rebates for schooling
- Work Intake
 - Job-placement mediation
 - Advance notification WW/ABW
 - Deferment procedure
 - Check GBA
 - Legal research, IOAW / IOAZ
 - Research (decision tree) TW (Supplementary Benefits Act) for WW (Unemployment Insurance Act)
- Benefit Intake
 - Job-placement mediation
 - Data collection, IOAW/IOAZ
- Qualifying Intake
 - Kwint (partial) work disability
 - WIW (Job Seekers Employment Act) modifications (clarification)
 - Re-phasing
 - WIN (Newcomers Integration Act)
- (Continued) Mediation interviews, phase 1
 - Work process with building blocks from A&C and ARBVO design
 - Admission of NUG members – phase 1 after reintegration – phase 1 after Kwint – specific target groups
 - Job-placement mediation
- Designation of transfer report and advice
- Vacancies Intake
 - Expansion with form distribution
- Customer support
 - Levels of service provision
 - Inclusion in werk.nl
 - Inclusion of distribution channels

- Mediation
 - Inclusion in werk.nl
 - Elaboration -- matching and result
 - Inclusion of open – half open vacancies
 - Inclusion of priority pool
 - Elaboration – registering applicants
 - Elaboration – registering vacancies
- Other legal tasks
 - Designation of labour market information
 - Organising job markets
 - Business consultation for ethnic minorities / Together (Samen) Act
 - MKB (Small and Medium-Sized Companies) covenant
 - EURES
 - Central case treatment
 - ‘maritime sector counter’
- Support processes
 - Addition of Management Information (MIP)
 - Addition of Communication
 - Addition of Information and Automation
 - Addition of facility matters
 - Addition of application management
 - Addition of client participation
 - Addition of labour market information

With further concretisation of the CWI Reference Work Process, an intrinsic alignment has taken place with several other projects, parties and persons. For example, alignment was sought with the following:

- The sounding board group of the CWI Reference Work Process;
- The project involving the CWI and UWV (Body Implementing Employee Insurance Schemes) pilot projects in which the Nijmegen, Zaanstad and Ede locations took part;
- Many persons from different parties involved in the CWI development, including the SUWI Change Organisation, the former Netherlands Employment Services Organisation, the municipalities, the UWV (being set up), client organisations, Divosa, StimulanSZ, the Ministry for Social Affairs and Employment;
- The project involving the development of the CWIntake module;
- The project involving the development of ‘werk.nl’;
- The project involving the development of an training framework and competence profiles;
- The project involving research into the development of a basic CWI architecture.

This has resulted in many documents being collected, analysed and processed. The documents proved to be very practicable. In this connection, we mention several examples:

- The 2002 CWI Business Plan;
- The final design of the Centres for Work and Income organisation;
- Various documents from the Netherlands Employment Services Organisation;
- Various documents from the CWI-UWV project group;

- Specifications, CWIntake;
- Research into Basic CWI Architecture (BACO).

For an extensive list, reference is made to the account given in the list of sources.

The Reference Work Process is further developed within the framework of the CWI service provision concept, which the parties concerned approved during an earlier phase. The starting points in the service provision concept should be viewed as mutually dependent. The synergy among the various starting points raises the service provision concept to the level of an integrated business concept for the arrangement of the CWIs.

Firstly, CWI service provision is geared towards job seekers. During the continuation phase there is a further elaboration of services provided to persons with (partial) work disabilities and to other special target groups. Secondly, the CWI focuses expressly on offering targeted services to employers.

The Main Outlines of Service Provision.

The main outlines of the service provision concept focus on the following:

- The client as a standard starting point;
- Organising job fairs with wide market reach, with a broad, accessible supply of information and advice; and a pro-active response to labour developments and bottlenecks;
- Offering services at three levels:
- Offering instruments;
- Offering support in the use of instruments;
- Offer personal services;
- Promoting work ahead of income for job seekers;
- Emphasising the personal responsibility of clients;
- A good balance between self-motivation and personal counselling in service provision;
- Quality as the front-runner of the process;
- Averting the issuing of benefits (limiting damage claims and being alert to social security fraud);
- Limiting transfer moments;
- Adequate data recording and communication;
- Classification in client groups;
- Good quality transfer of data to benefits agencies;
- Maximum use of advanced Information and Communications Technology (ICT) for modernisation and maximum accessibility to services.

Tasks

The design of the model was based on the following CWI tasks:

- Information and advice to job seekers and employers;
- Mediation for job seekers and employers;
- Canvassing and recording vacancies;
- Intake work for job-placement mediation, including a general determination of barriers to the labour market, using the opportunity meter methodology and orientation towards the potential eligibility for receiving benefits;

- Benefits Intake. Collecting all data for WW, IOAW, IOAZ- or ABW benefits, with an initial verification of these data;
- Gaining a broadened indication of the labour market barriers facing job seekers (qualifying intake, phases 2 and 3, and follow-up interview, phase 4), including offering advice for an integration path to municipalities and UWV;
- (Future) mediation interviews, phase 1;
- Integration studies for newcomers;
- Other (legal) tasks previously carried out by the Employment Services Organisation.

Preconditions for Implementation.

Several preconditions must be met in order to achieve the ambitious aims and successful implementation of the specified products and services. The following preconditions were formulated in collaboration with the Change Organisation:

- Sufficient quality assurance;
- Sufficient standardisation and guidance of the process;
- A clear demonstration of accomplishments;
- Effective, uniform recording;
- Standardisation of data and links;
- Thinking in terms of processes instead of positions;
- Good, accessible availability of labour market information to clients at the CWI;
- Good briefings for clients at the CWI;
- Broad, accessible supply of information and advice;
- Sufficient qualified personnel;
- Sufficient continuity in staffing;
- An adequate supply of training and coaching activities;
- Maximum support by means of Information and Communications Technology (ICT).

The service provision principles form the basis of the CWI Reference Work Process. This document describes the starting points, services and work processes. Until now, the Reference Work Process has been the leitmotiv for the formation of the CWI and was the architecture for the formal start of CWIs on 1 January 2002. The effect was tested in practice. However, it is not necessarily a final document. It is the first step in a process in which the CWI can be implemented and expanded into an institution that will be ready to perform its task at the heart of society.

The Reference Work Process translated policy and the service provision principles into operational tasks. The CWI management then related tasks to movements in the labour market, the organisational design and expectations of the Ministry of Social Affairs and Employment, describing them in the 2002 Business Plan.

The mutual relationship of the Reference Work Process and the 2002 Business Plan will therefore form the starting point for the quantity and quality of service provision by CWI during 2002.

APPENDIX 9: GENERAL

Ocw

Regulation to stimulate Secondary and University Ties, 1999-2001

Intended for:

- universities and 'hogescholen'
- secondary education schools, as referred to in section 7 of the Secondary Education Act.

General Binding Rule

Date: 23 September 1998

Reference: WO/BS-1998/36684

Commencement Date: see section 7

Period of Policy Rule Validity: N/A

Legal Basis: section 4 of the Other OCenW Subsidies Act

Relation to Previous Announcement: N/A

Information available from:

CFI/ICO/VO: tel.: +31 (0) 79 3232.444

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The Minister of Education, Culture and Science

In view of section 4 of the Other OCenW Subsidies Act

It is hereby ordered:

Section 1.

Definition of Terms

This regulations includes the following definition of terms:

- a. Minister:
The Minister of Education, Culture and Sciences;
- b. University:
A university as referred to in section 1.8 of the Higher Education and Scientific Research Act, with the exception of the Public University at Wageningen;
- c. WO:
University education, as referred to in section 1.1, paragraph c, of the Higher Education and Scientific Research Act;
- d. VWO:
Pre-university education, as referred to in section 7 of the Secondary Education Act.

Section 2.

Aim and Conditions for Granting Subsidies

1. The Minister may grant subsidies to universities for university activities whose purpose is cooperation between universities and secondary education schools in the area of improving, consolidating and expanding ties between VWO and WO, in any case including activities in the following areas:
 - a. cooperation between universities and secondary education schools with respect to information about study and career choices of pupils taking VWO;
 - b. support by universities for modernisation during the period of preparatory higher education of the VWO, as referred to in section 12 of the Secondary Education Act;
 - c. exchange of lecturers and teachers between universities and secondary education schools;
 - d. cooperation between universities and secondary education schools with respect to practical training at secondary education schools for students taking training courses as referred to in section 7.4, subsection 4, of the Higher Education and Scientific Research Act;
 - e. cooperation between secondary education schools and universities consisting of advice and counselling of migrant pupils taking VWO.
2. The subsidies shall be granted on condition that:
 - a. the application indicates how the activities, as referred to in subsection 1, shall be continued after expiry of the subsidy period;
 - b. the university shall provide a financial or equivalent value contribution, which is at least equal to that of the subsidy granted.

Section 3.

Subsidy Upper Limit

1. The total amount of subsidies to be granted to universities based on this regulation for the period 1999-2001 shall be 7.2 million Dutch guilders. A maximum amount of 0.2 million Dutch guilders shall be paid to each university per calendar year. Costs relating to outside advisers appointed by the Minister to assess subsidy applications and to supervise the process shall be charged to the amounts mentioned in the previous sentences.
2. The granting of subsidies relates to activities referred to in section 2, subsection 1, during the calendar years 1999, 2000 and 2001.

Section 4.

Applications and Assessment Procedure

1. Applications for subsidies from the Minister for activities referred to in section 2, subsection 1, must be submitted no later than 1 October preceding the calendar year to which the application applies. Applications received after this date shall not be processed. Contrary to the previous sentence, applications relating to the calendar year 1999 must be submitted no later than 15 October 1998.
2. The granting of subsidies shall be decided by the Minister. The Minister shall consult with outside experts in deciding on the granting of subsidies.

Section 5.

Report, Accounting and Assessment

1. Universities shall account for the spending of subsidies separately and account for the activities for which subsidies have been granted.
2. After completion of the activities, as referred to in section 2, subsection 1, the Minister shall receive assessments from the universities, indicating the extent to which the aims of the activities have been achieved.

Section 6.

Notifications

This regulation shall be inserted in *Uitleg OCenW* with explanatory notes. A notification of this insertion shall be published in the Government Gazette.

Section 7.

Commencement Date and Expiry of the Regulation

This regulation shall go into effect on the day after insertion in Uitleg OCenW Regulations and shall expire effective 1 January 2002.

Section 8.

Official Title

This regulation shall be known as Regulation to stimulate Secondary and University Ties, 1999-2001.

The Minister of Education, Culture and Science

L.M.L.H.A. Hermans

Explanatory Notes

1. Introduction

In the 1998 Higher Education and Research Plan (HOOP), it was indicated that the foundation-year programmes in higher education should be adapted to the changing intake level of students due to the introduction of flow-through profiles during the second phase of secondary education.

Regulation to stimulate Secondary and University Ties, 1999-2001

The HOOP consultation concluded that intensification of cooperation between secondary education schools and universities was important, with a view towards improving ties between VWO and WO education. In this regard, it is desirable that secondary education teachers and university lecturers become more intensely aware of each other's work procedures, for example, by looking after certain educational activities in each other's institutions. There are activities at all universities designed to improve ties between secondary and university education, often in the form of networking. In his letter to the universities dated 3 August 1998, reference WO/B/1998/28481, the Minister announced that the government would offer financial support to several projects during the period 1999-2001.

Ties between Secondary and University Education

There are various reasons why good ties are important between secondary and university education. Firstly, university curricula should tie in with that of secondary education so that, in principle, secondary school graduates can successfully complete their university studies. Besides programmatic alignment of curricula of university courses with the profiles of pre-university education, along with counselling and referral of students during the foundation year, good advice is also necessary. Good advice gives pupils a good idea of the studies they choose. It enables them to make rational choices wherever possible. Regional activities, such as teacher exchanges, good cooperation between school counsellors and university information officers, along with regional public information meetings, could play major roles in this.

In addition, good ties between secondary and university training courses promote increased participation in university education. Higher flow-through rates of secondary education graduates to university is necessary to meet the increasing demand for academic qualifications in the labour market. In particular, this should increase the intake of migrants.

The maximum contribution per university equals NLG 200,000 per year, for the years 1999, 2000 and 2001. This amount also includes the costs of using outside experts. Specifically, it involves the activities of the VSNU (Association of Universities) and the PMVO (Process Management of Secondary Education) concerning assessment of applications from universities, design and maintenance of a database and communications. An amount of 90,000 Dutch guilders is available for the entire period of 1999 to 2002. The amount available per university could be slightly less than 200,000 Dutch guilders a year.

Regulation to stimulate Secondary and University Ties, 1999-2001

Awarding funds shall be based on proposals from the universities. This will entail an assessment procedure carried out by an assessment committee created for this purpose by the VSNU and the PMVO. The granting of subsidies shall be decided by the Minister. The Minister shall base his decision on advice from the assessment committee.

This regulation shall be subject to the provisions of the Other OCenW Subsidies Act (Stb. 1998, 275). On this basis, these incidental subsidies are based on ministerial regulation. There shall also be a reservation of approval by the budgetary legislator. The explanatory notes for each section indicate how this Act affects universities during the various phases.

Explanatory Notes per Section

Section 2

Subsidies to be granted to universities are intended to broaden or consolidate university activities relating to improving ties between secondary and university education.

Subsection 2 provides a condition for granting subsidies to universities, either with or without funding by parties other than the Minister or the universities, that an equivalent amount shall be made available, either in the form of a financial contribution or in the form of making available personnel capacity.

This section also summarises the activities that are eligible for subsidies.

Section 3

An amount of 7.2 million Dutch guilders is made available for the period 1999-2001 for projects designed to stimulate ties between secondary and university education. The minister of Agriculture, Nature Conservation and Fisheries (LNV) shall also make an amount available during this period for the Agricultural University of Wageningen (LUW). Nevertheless, this subsidy will be based on an LNV subsidy regulation.

The granting of subsidies shall take place per project. Universities that have been granted subsidies shall receive a maximum amount of 0.2 million per calendar year. It is possible to apply for subsidies for multiple-year projects. For the period 1999-2001, there is a maximum amount of 0.6 million Dutch guilders available per university for this purpose.

Universities may submit new subsidy applications for the years 2000 and 2001.

Section 4

For the first block, subsidy applications should be submitted to the VSNU before 15 October 1998. The second block should be submitted before 1 October 1999 and the third, prior to 1 October 2000.

The Other OCenW Subsidies Act places the following requirements on subsidy applications. At the very minimum, subsidy applications should describe the activities and intended objectives. In addition, applications should contain an overview of the recipients' budgeted revenues and expenditures related to the activities (Chapter 3 of the Other OCenW Subsidies Act). In this case, since this represents a type of 'mirror' funding (in which the Minister assumes a maximum of 50 percent of the funding), university budgets should also include expenditures from their own as well as those funded from other sources (including other government regulations). If universities apply for subsidies from other administrative bodies (e.g. municipalities or other administrative bodies as provided for in the General Administrative Law Act), or from international organisations, either natural persons, legal entities or third parties, this should be mentioned in their applications, by reporting the state of affairs relating to said applications (see section 8 of the Other OCenW Subsidies Act).

The decision process concerning awards of funding takes place on the basis of the Other OCenW Subsidies Act, by the Minister. The Minister shall request the association of universities, the VSNU and the process management of secondary education for their opinions about the applications.

If a university receives a subsidy based on this ministerial regulation, it should maintain an accounting procedure that at all times is open to control the rights and obligations of importance to establishing the subsidy, along with payments and receipts. With respect to the accounting procedure, records and related documents should be kept on file for a period of seven years. No regulations pertain to the manner or location of document storage. (See section 17 of the Other OCenW Subsidies Act).

Decision concerning applications for subsidies shall take place in accordance with the term of the General Administrative Law Act. Section 4:14 of this Act stipulates that the administrative body should notify the applicant if the decision term shall exceed a period of eight weeks. It also mentions a reasonable term in which the administrative decision could be expected.

The Other OCenW Subsidies Act distinguishes between the (prior) awarding of a subsidy and the (retrospective) establishment of a subsidy. To establish a subsidy, the recipient of a subsidy should submit an application within 13 weeks after completion of the activities for which the subsidy was granted, including a report of the activities. The activities' report should include a description of the nature and scope of the activities for which the subsidy was granted, along with a comparison between the intended objectives and the actual objectives achieved, with a clarification of the differences.

The remaining conditions are mentioned in the explanatory note to section 2.

Section 5

Regulation to stimulate Secondary and University Education Ties, 1999-2001

With respect to the financial accountability of the projects, the Other OCenW Subsidies Act stipulates that it should be tied to the project budget. Differences between the budget and accountability should be clarified, unless they are insignificant.

An assessment will be made after completion of a project. I will ask the VSNU to publish their experiences for the universities. OCenW's accounting department will carry out random spot checks to ensure compliance with this regulation and with the subsidy conditions.

APPENDIX 10: INFORMATION SUWI, CWI, UWV ACTS

Source: CWI Change Organisation, VNG

From 1 January 2002 there is a new organisational structure for job mediation and social security. A major aspect of this is the establishment of 131 centres for work and income (CWIs), which will offer a broad range of services. Clients can register at all the centres as job seekers and apply for social security or unemployment benefit. The UWV (Body Implementing Employee Insurance Schemes) will have offices at each centre, which will include WAO (Disability Insurance Act) medical examinations.

This service package is possible because, in addition to job mediation, the collection of data for approval of benefits will also take place at all CWI locations. The aim is to have representatives of all municipal social services at the CWIs. It is expected that most CWIs will be situated in Business Service Centres. Besides public organisations, the Business Service Centres will also house private organisations such as occupational health & safety services, reintegration companies and temporary job agencies, which will establish their front offices there. For the WAO, for example, this means that social insurance physicians and CWI labour specialists will have office hours at the CWIs. The UWV currently has offices in 40 municipalities.

In determining the number of CWIs at 131, minister Vermeend and state secretary Hoogervorst met the wishes expressed during the general deliberation on SUWI in the Lower House. The spread of CWIs across the Netherlands now means that clients can reach a CWI office within a maximum of one hour's travel time.

According to the lawmakers, the centres for work and income will represent 'an open marketplace' where employers, employees and other parties can meet. There will be a strong focus on work. Even so, the public benefits agencies (municipal social services and UWV) will endeavour to determine entitlements to and pay out benefits quickly and correctly. The objectives of the new implementing structure are work above benefit, client-orientated service and effective, lawful implementation. For implementation, client-orientated service will make it easier to get clients to make extra efforts to find work.

Clients could have to deal with several implementing authorities, for example, if they receive benefit for longer periods. Besides CWI, they will also have contacts with a benefits agency and perhaps a reintegration company, which is brought in to help people return to work. For this reason, the position of Client Manager was introduced. The Client Manager is responsible for organising client services 'from start to finish'.

From April 2000, the Change Organisation has worked on the rough draft, which guarantees the coherence of implementing authorities. This represents the conclusion of a first phase of the process of arriving at a new implementing structure. Effective 1 February 2001, Mr R. De Groot was named Change Manager of the CWIs being established. Until recently, Mr De Groot was director of the National Institute for Social Insurance (LISV).

Centres for Work and Income (CWIs)

The CWI mediates between employers and job seekers. It determines the barriers that job seekers face in entering the labour market and, where necessary, collects data for benefit applications. Every effort is made to ensure that CWI consultants are generalists – i.e. that clients can consult the same CWI staff

member for both work and income. Where possible, all 131 CWIs perform identical services, so that there are no differences locally and that staff in the various CWIs are interchangeable.

A minimum of 13 staff members work at a CWI in various jobs. The largest CWI employs around 100 staff. On average, some 30 staff work in a CWI. Supervision of the CWIs takes place from six districts, based on agreed results with respect to the services provided and the quality and costs of these services. The district manager acts as a coordinator for the CWIs, which fall under the responsibility of that district.

The CWI organisation is administered by a Management Board, supported by a group executive staff. The Board consists of four members. The Board reports to the Minister of Social Affairs and Employment and receives advice from the Advisory Council. In addition, a Client Council will be established in future.

Besides staff of the Employment Services Organisation, the CWI staff will come from the five current benefits agencies (UVIs), Cadans, GAK, GUO, SFB and USZO, and from the municipal social services. At first, more than 3,000 staff will work at the CWIs. To ensure a smooth transition to the new implementing structure, the fleshing out of the senior management positions was announced during 2001. The aim is to make sure that, no later than 1 November 2001, all staff members understand what their tasks, jobs, legal positions and workplaces will be, starting 1 January 2002.

There will be an incentive scheme for the cost of investment and divestment in structuring the new CWIs and for phasing out several obsolete CWIs. An organisation known as STIMULANZ was recently established with a subsidy from the ministry of Social Affairs and Employment. This organisation supports municipalities in adapting to the new social security organisational structure.

Body Implementing Employee Insurance Schemes (UWV)

On 31 December 2000, the five existing benefits agencies transferred their shares to the UWV Preparatory Foundation. The current implementing authorities will be involved as much as possible in the modernisation process and their services will be retained. This was especially made possible by the process of establishing a senior management team in which – chaired by UWV change manager, J. van Lunteren – the directors of the five UVIs and the director of the LISV take part.

The activities of the UWV were split into three divisions –Unemployment Insurance Act, Ability to Work and Collection of Social Insurance Contributions (for the WW and WAO employee insurance schemes). A member of the Management Board heads each department.

Contact with clients who wish to apply for WW or WAO benefits take place at the CWI location. There are 40 so-called mid offices for assessing entitlements to and for looking after benefits, for which no direct contacts with clients are required. This number roughly corresponds to the number of offices of the five UVIs. Policy records are centrally organised. Regional directors are hired for the WW and Ability to Work departments.

In addition to the chair, the Management Board of the UWV consists of general directors of the three departments, along with a fifth member. The senior management positions were announced during 2001. The aim is to make sure that, no later than 1 November 2001, all staff members (at the UVIs and LISV, some 22,000 employees) understand what their tasks, jobs, legal positions and workplaces will be, starting 1 January 2002.

Client Participation

In order to reach a good level of service, client participation is essential. The service quality standards of the new organisation will be made public so that clients understand their entitlements. Individually, clients would be involved in implementation, for example, because they would have a voice in the content of any reintegration advice and the choice of the reintegration company. Clients' interests will be represented by creating a Client Council and platforms, both for CWI and UWV. Client participation will be shaped at national, regional and local levels.

ICT

ICT is important for improving the quality of service. A major starting point is that data required for more functions and parties will be obtained once only from the domain. In this way, the data will serve multiple purposes – within the boundaries of privacy rules. With properly functioning internal communication, clients can perceive the collaborating SUWI organisations as a single organisation. With respect to ICT, the new benefits agency will work along two tracks.

The first track is geared towards doing away with bottlenecks so that, by 1 January 2002, there will be a workable 'SUWI chain'. The second track is geared towards complete modernising SUWI information management. This specifically relates to policy accounting (that will replace the UVI's current Insured Persons Records), replacement of existing systems of the implementing authorities concerned (that display little mutual coherence) and the further development of the SUWINET, a SUWI-wide data register. Agreements will be made concerning all aspects, under the direction of the Minister of Social Affairs and Employment. Private implementing agencies, such as the occupational health & safety services and reintegration companies, could (under conditions still to be elaborated) link up to the SUWINET system. Besides SUWINET (the successor to the current Client Follow-up Communication System), the following specific ICT applications will be developed:

1. information pillars in the CWIs, to enable job seekers to review vacancies independently in search of suitable work
2. electronic dossiers between UWV and employers (to facilitate collection of social contributions for employee insurance schemes)
3. a national Job Vacancy and Job Application Centre.

A begin has already been made with the first track. It is expected that the second track will take between five and ten years.

APPENDIX 11: EMPLOYMENT SERVICES AND SOCIAL SECURITY (1990 - PRESENT)

Source: Meijers, F.⁸⁵ (2001), Fenger, M., Bosch, H. (BMC)

'In the Netherlands, employment services and social security policy were divided into two distinct policy domains until the late 1990s of the 20th century. Policy relating to mediation and guidance in finding jobs was the government's responsibility, carried out by the public employment services organisation with a national network of job centres. Social security policy was primarily the responsibility of employers and employee organisations. It was sector related. This dichotomy resulted in mutual restriction powers'.

As employment continued to increase (to 12%), taking on 'structural forms, during the period 1970-1990, it became increasingly clear that the government was powerless to push back the figures and create rapport between the various parties and the labour market'.

'In the 1980s, it was argued that the social partners should have a greater voice in the situation. This culminated in the Employment Services Act of 1990. From then on, employment services were directed by the CBA (Central Bureau of Employment Services) -- a tripartite agency composed of trade unions, employers and government --, which was responsible for formulating annual labour market policy. This policy was then implemented by the RBAs (Regional Bureaux of Employment Services), which had a large degree of autonomy. The Minister of Social Affairs only had a de facto, supervisory role. Social security remained outside the tripartite experiment.

As early as 1995, a major reversal of this new structure took place. This was due in part to poor performance on the part of the CBA administration. The often (ideological) interests were so diverse that the social partners and the government failed to formulate a transparent labour market policy. The reversal was also partly due to the fact that the call for privatisation of employment services from politicians (The Dutch Cabinet known as Purple I) was increasingly gaining ground. In the Employment Services Act 1996, the Minister of Social Affairs reclaimed the policy-making role from the CBA.

Although the economy flourished in the 1990s and unemployment dropped to the level of the 1960s (less than 5 percent of the working population), the system of social security was under fire from all sides. The main reason was that the social partners, which had de facto control over the system, misused the WAO (the Disablement Insurance Act) starting in 1980, by declaring older workers, who were threatened with loss of jobs, unable to work. Consequently, around 1995 there were nearly one million persons drawing disablement benefits (out of a total working population of some six million). In addition, unemployment continued to concentrate on unskilled workers and ethnic minorities. The CBA and the RBAs substantially failed to find work for these groups. Precisely because the economy had recovered, the political process could not tolerate the large numbers of persons receiving WAO benefits and the concentration of unemployment. There had to be an 'active labour market policy' totally focused on reintegrating the unemployed and the persons receiving WAO benefits.

In politics there was a dominant movement that, with respect to social security and employment services, believed in the wholesome effect of the market.⁸⁶. Ultimately, it was decided to develop an integrated

⁸⁵ Meijers, F. (2001), *Employment Services in the Netherlands*. Case study for South Africa.

⁸⁶ See the elaboration by Meijers, F., The effects of the marketisation of career guidance services in The Netherlands. In: *International Journal for the Advancement of Counselling*, 23(2), 131-149

approach to employment services and social security with a private-sector market of reintegration services, directed by the government. Contrary to many other member states of the European Union, there was no longer any place in the Netherlands for public employment services, except for the weakest groups (those who had great difficulty in finding employment – i.e. the long-term unemployed), or for any public reintegration company.’

‘As a consequence of introducing the new structure for work and income (SUWI Act), employment services were discontinued. In October 2000 employment services were divided into five independent companies. Each would go its own way, under the responsibility of new directors.

As basic public provision, the job centres (which the SER and WRR had already called for in the 1980s) were part of the Centres for Work and Income (CWIs). In the CWIs, the municipal social services (that traditionally awarded unemployment benefits) were integrated with the job centres. The 131 CWIs had to be operational by 1 January 2002 (see appendix 10).

KLIQ, which includes the reintegration services for those who have great difficulty in finding employment – i.e. the long-term unemployed, became an independent enterprise in the form of a Dutch NV (plc – public limited company).

The Centre for Vocational Training (the employment services own vocational training programme) was merged with the ROCs: the educational institutes for BVE.

Facent, the facility operation of the Employment Services Organisation, was split into several independent businesses.

ESF Netherlands, the department of employment services that directed employment projects financed by the European Social Fund, operated from 1 April as an agency of the Ministry of Social Affairs and Employment.

The Central Administration (CBA) and the General Directorate of Employment Services resigned on 1 April 2001, along with the regional administrations (RBAs). From that date, the national organisation of Employment Services was winding up.

In the Netherlands, current policy fully emphasises reintegration of those who have great difficulty in finding employment – i.e. the long-term unemployed and persons receiving WAO benefits. The control aspect became a dominant policy feature, especially in an effort to reduce the costs of social security.

A single implementing authority (UWV) was charged with the responsibility of implementing the WW and WAO, with separate implementing authorities (UVIs) for each industrial sector. It was thought that the combination of market and central government guidance would make the system more efficient and effective. The intention was the concerted activation of both systems, social security and employment services. Social security was viewed in the context of the labour market and no longer as a separate domain of income protection.’

APPENDIX 12: ACTIVITIES OF THE MINISTRY OF ECONOMIC AFFAIRS CONCERNING LABOUR AND EDUCATION

Source: TK Progress Report on the Activities of the Ministry of Social Affairs concerning Labour and Education, ES/ATB/KI/00023518, 17 April 2000

...The purpose of this progress report is to inform the Lower House about the activities of the Ministry of Economic Affairs in the fields of labour and education ... All activities have been developed in the context of the so-called Working Party for the Removal of Bottlenecks to Labour, in which my ministry works closely with the Ministry of Education, Culture and Science and with the social partners ... the activities described in this progress report fit in the integral policy framework outlined in the cabinet's policy document, *In Goede Banen; een aanpak van de knelpunten op de arbeidsmarkt* (Parliamentary Document II, 1999-2000, 27060, no. 1)... The document outlines a broad range of solutions for intensive, future-orientated measures. These entail structural measures geared towards the retention of working personnel via intensive preventive policy, increasing and stimulating opportunities for employed persons to work longer hours. The measures involve better utilisation and raising of qualifications through schooling. They centre on increased opportunities of unused labour potential by removing obstacles for entering and moving up the labour market.

The aforementioned document shows that, with respect to the implementation of this policy agenda, individual employers, employees, social partners and the government have a clear social responsibility in this regard ...

Individual employers themselves are primarily responsible for their staff provisions. They bear considerable responsibility in removing bottlenecks in the labour market. In particular, this means that, via good personnel policy (made-to-measure labour relations) and via investments in modern, age-related HRD policy, they should make sure that their companies have something appealing to offer their employees ... For *individual staff*, this means that they are increasingly responsible for their own career development and planning. That implies, for example, that they must articulate their training needs clearly. In practice, many employees do not yet fully understand this. *social partners* ... in the first instance, via their commitment to the realisation of collective labour agreements about personnel policy, made-to-measure labour conditions (money, time, day nurseries), working conditions and reintegration activities... Regarding training and other employability measures, the social partners are responsible for elaborating the training and development funds (O&O funds)... thirdly, they are expressly responsible for promoting good ties between education and the labour market ... by having the sectors make their needs known to educational institutions. Finally, ... they are jointly responsible for preventing loss of labour due to illness and the influx into the WAO of those unable to work.

...In this policy document, the following are the main roles of the *government*:

1. to encourage (small) companies and institutes develop their own expertise and to solve their own problems in the labour market; ...
2. to remove legal and legislative obstacles or to limit them as much as possible; ...
3. to stimulate training as an instrument to maintain the employability and mobility of employees and, with this, to further the versatility of the Dutch economy.; ...
4. to encourage young people to get the best possible start in the labour market ...

5. to pay constant attention to the quality of initial education and ties between education and the labour market
6. early school leaving would be discouraged and everyone in the Netherlands would be in a position to obtain basic qualifications ...

From this point of departure, as Minister of Economic Affairs, with the social partners I started several *practical* initiatives to diminish the bottlenecks in the labour market. In particular, this involves the following:

1. encouraging the intake of young people in scientific and technical vocational groups and encouraging creative collaborative projects between providers of education and training on the one hand and the business community, on the other;
2. encouraging investments by companies in Human Resources policy that dovetails with the strategic aims of the companies;
3. encouraging investments by companies and employees in training and upgrading the employed working population;
4. measures geared towards accelerated solutions for staff shortages in ICT, inside and outside the ICT sector;
5. encouraging insight by business owners into the basic causes of shortages in vocational groups where there are many vacancies.

Table: Overview of activities of the Ministry of Economic Affairs concerning Labour and Education:

Theme	Initiative	Policy Plans
<i>More intake in scientific and technical studies</i>	<ol style="list-style-type: none"> 1. The AXIS Foundation 2. Encouraging trend-setter initiatives 	<ol style="list-style-type: none"> 1. Mid term review, AXIS current projects 2. Support of likely initiatives Support of task force formation, vocational education
<i>Strategic policy in companies</i>	<ol style="list-style-type: none"> 1. Investors in People 2. Employability-advisers for small and medium-sized companies 3. Systematics for EVC 	<ol style="list-style-type: none"> 1. Setting up a foundation to introduce a national quality mark in the market 2. Training of 50 employability-advisers who, via Syntens and trade associations, support personnel policies of small and medium-sized companies 3. Setting up a national EVC institute New pilot projects with EVC in secondary and higher education and in the sectors
<i>Training of the working population</i>	<ol style="list-style-type: none"> 1. Fiscal training facility 2. Training incentive 	<ol style="list-style-type: none"> 1. Assessment of current facility and review of necessary adjustments Review of possible tax reductions of training costs for individual employees 2. Development of innovative training tracks designed to lead people into vocational groups with structural shortages.
<i>Getting rid of ICT personnel shortages</i>	<ol style="list-style-type: none"> 1. Follow up, ICT Task Force 	<ol style="list-style-type: none"> 1. Decision process on project proposals from ICT Task Force 2. Co-funding of selected project proposals
<i>Encouraging an integral approach for getting rid of bottlenecks</i>	<ol style="list-style-type: none"> 1. Labour monitor 	<ol style="list-style-type: none"> 1. Elaborate on follow up of Labour monitor for welders, structural and mechanical engineers and engineering teachers. 2. Three new Labour monitors annually 3. Setting up a database using inspirational examples

APPENDIX 13: THE MARKET FOR REINTEGRATION PROCEDURES

Source: Meijers, F.⁸⁷, Kooreman, A. (LISV)⁸⁸, SZW

In the year 2000 there were an estimated 295 reintegration companies active in the area of reintegrating the unemployed and persons with work disabilities.⁸⁹ However, the market was strong. New companies emerged and existing ones merged. Recent reports refer to more than 650 reintegration companies in the year 2002. This survey⁹⁰ shows that more than half of all reintegration companies was established after 1972. Many small companies are active in the reintegration market. In the current transitional situation, there are companies that sprang from former public institutions and there are new, private companies. Neither the clients nor the providers are sufficiently familiar with each other.

‘There is virtually no fixed protocol for reintegration. There are no intrinsic rules in the legislation. This allows countless variants in the free development of careers service programmes (see note below). The services offered by these companies vary considerably. There are companies that focus on specific aspects of the market (e.g. persons with visual or other, work-related disabilities⁹¹), or which restrict themselves to specific activities (e.g. schooling or training). However, there are also companies that make few distinctions among target groups, which offer a wide range of services.

A distinction can be made between companies that focus on resumption of work at previous employers (the first track) and reintegration companies that concentrate on resumption of work at new employers (second track). This division is the dividing line between two markets – that of employers and occupational & health services (first track) and that of mediators and intermediaries (second track). However, there is also a division between two funding systems -- the employer (first track) and the Reintegration of Persons unable to work Act (second track). This Act combines a series of subsidies designed to help the persons receiving WAO benefits to return to work’.

The reintegration companies enter into agreements with the municipalities and the UVIs for the provision of reintegration services. This is done as part of a call for tenders. ‘This procedure, which was developed by the National Social Security Institute (LISV), comprises at least three steps:

1. The UVIs announce in the national newspapers the types of cohort clients that may register. Reintegration companies that register could offer a specific package of reintegration services, or could be invited to issue a quotation.

⁸⁷ Meijers, F. (2001) , *Employment Services in the Netherlands*. Case study for South Africa.

⁸⁸ Kooreman, A.(2001) *Evaluatie aanbestedingsprocedure reïntegratiecontracten LISV 2000*. Praktijkboek Reïntegratie. 's-Gravenhage: Elsevier

⁸⁹ Vinke, H. & Cremer, R. (2001). *Evaluatie aanbestedingsprocedure. Ervaringen van reïntegratiebedrijven en hun branche-organisaties*. Hoofddorp: TNO

⁹⁰ (2002) *Een markt in ontwikkeling? Eerste inventarisatie van de stand van zaken op de markt voor reïntegratiediensten*. The Hague, Elseviers bedrijfsinformatie

⁹¹ www.faic.nl

2. The companies must meet several criteria. For example, a company has to be in a position to generate accountable information. They must have privacy rules and a complaints procedure. As a minimum, they must be in a position to conduct the intake, the setting up of a reintegration plan and the actual mediation themselves.
3. If a company meets all the selection criteria, the services it offers will then be rated according to 'contract award criteria', such as past achievements (placement percentages to 40 percent are required), price, completion time and the professional skills of the staff.

In 2001 there were 62,000 procedures allocated to 33 reintegration companies (42,000 WAO procedures and 20,000 procedures for the long-term unemployed). This generated a turnover of € 190.5 million for these companies. This is equivalent to approximately € 3,176 per procedure per unemployed person and € 4,084 per procedure per persons receiving WAO benefits'. In 2002, 56,000 procedures will be auctioned.

'Kooreman notes several shortcomings, based on an assessment of the first tender round:

- a. Ultimately, only 33 reintegration companies were awarded contracts; in the past, the UVIs did business with many more companies. This represented a reduction in supply. To formulate it differently, the market seems to have been disrupted rather than activated by the call for tender procedure.
- b. The aim of 'marketing' reintegration was cost savings by encouraging competition. This goal was not attained. Of the companies that got contracts, 83 percent were already familiar with the UVIs, compared to 36 percent that were not selected and 60 percent of the companies that were selected, but which did not receive contracts. Nor did the reintegration companies develop any kind of "made-to-measure" services. In their quotations there was no de facto distinction made among target groups.
- c. In awarding the contracts, the UVIs paid little attention to the professional skills of the staff and the intrinsic nature of the services offered. Price and the companies' previous placement percentages were the determining factors. Also, the companies tinkered with these placement percentages in their quotations'.

'The initial assessments showed that 42,000 WAO procedures seldom led to permanent jobs (i.e. jobs that lasted longer than six months, with more than 20 hours a week), for those who took part.⁹²'

'Two assessments commissioned by the LISV – by TNO Labour and KPMG Bea – showed that the reintegration companies selected at the auction were selected on price and hardly on quality. "For example, the only company with knowledge of the sector and experience with target groups found itself at the bottom of the rating list" is a quote from the KPMG report.

.. J. Komduur (policy official at the Open Platform for Work and Insured Persons) collected responses from persons receiving benefits. In a soon-to-be published report, she concluded that clients are not the central focal point and that they receive too little information. Counselling services are below par and there is insufficient assurances of the quality of the reintegration agencies ...

The trade organisation, BOREA, with 62 member companies, is working on quality criteria that members must meet in the future, according to the Chair, E. Vogelaar. This will not only entail the percentage of placements, but also the duration of procedures, client satisfaction and the quality of the consultants.⁹³

Another study also found that the circumstances were far from ideal. Public and private companies operate alongside each other. Public providers do not always have to charge VAT, which enables them to offer

⁹² De Volkskrant, 27 April 2001

⁹³ NRC, 16 January 2002

cheaper services than commercial organisations. Further, the implementing organisations contract out part of their reintegration activities to commercial companies that they themselves have set up. The Minister is investigating improper competition and the exclusion of companies from the market. Purchasers of reintegration services will receive support in the purchase of reintegration activities. Insight in the market will be increased by means of consultation rounds. Following this, the conditions for a proper functioning reintegration market will be worked out in detail.

Note:

No separate budget is available for the use of career services in the WAO/WW. There is a tendering procedure that enables UVIs to purchase combined packages of services. In other words, this involves intake, setting up a procedural plan (which by and large entails careers counselling), counselling and mediation in finding work. In some cases, psychological careers officers/counsellors will be called in to evaluate WAO claims. This will be funded from a modest 'research costs' reserve. Research (by the Schumaker & Knispel, Trimbos Institute) shows that insurance doctors have reservations about these kinds of examinations and would prefer to see them used only in exceptional situations.

Quite recently, the LISV completed a study of this type of service (PCM-O, carried out by Berenschot). It found that, in some cases, careers services are not transparent. In most cases, it reverts to tested methodology that is not intrinsically competitive (anyone can purchase them from a publisher). To distinguish it, the methodology is supplemented with various, non-transferrable methodologies. Use is also made of testing materials from the Internet.

APPENDIX 14 NATIONAL VOCATIONAL EDUCATION BODIES (LOB)

There are 21 National Vocational Education Bodies (LOB). They are organised per sector and therefore vary in size. The COLO is the association of LOBs. For information about the members, see the COLO website.

The LOBS have three tasks within the framework of the Adult and Vocational Education Act (WEB):

1. To translate vocational profiles to a qualification structure for schooling and training offered by BVE.
2. To develop and provide external testing of the examinations given by the BVE educational institutions.
3. To attract and qualitatively test training openings in companies on behalf of students at BVE institutions. (In the future, this type of work will also be done for the apprenticeship paths in the VMBO/pre-vocational education).

With these statutory tasks, the turnover of each LOB varies from € 1 to 13 million.

Much attention is currently being given to the second task. A new system will replace the system of external legitimisation, in which the (subsidised and non-subsidised) educational institutions and national bodies will take part in the Quality Centre for Giving Examinations (KCE). From this centre they will be jointly responsible for promoting the quality of administering examinations, by determining and maintaining quality standards and creating an external guarantee for executive bodies. There are sectorial examination platforms (SEPs) operating under the KCE for sector-specific operationalisation. The KCE has now been established.

In several cases the sector pays the LOB to perform additional tasks. These include personnel policy, advisory tasks, development of teaching materials and refresher courses for a specific branch of industry. These extra tasks could sometimes account for 90 percent of turnover. Exact details are available from COLO.

APPENDIX 15: TRACKS SET IN MOTION FOR GOOD FUTURE JOBS (SZW)

EVC

EVC Knowledge Centre for trans-national recruitment of non-traditional groups.

Accelerate the application of the EVC system for people returning to work, asylum seekers, unskilled workers and migrants. The EVC Knowledge Centre has received an ESF Equal Subsidy to develop a project proposal. The final project proposal for an Equal Subsidy (2002-2004) should be submitted in May 2002.

Training leading to Basic Qualifications

The fiscal training deduction (profit sector) / reduced contribution for training (non-profit sector) for employers. Effective 1 January 2000, this fiscal scheme included an extra deduction of 20 percent for training leading to basic qualifications and for Dutch as a second language.

Fiscal facility per 1 January 2002 (WVA basic qualification) for employers that train formerly unemployed workers up to basic qualification level. This refers to (indirect) costs incurred by employers in providing training.

Multimedia in educational settings

Digital Trade Schools

Development of 'system management' training and study programmes at qualification level two of the WEB for job seekers. Giving job seekers prospects of finding employment. National application of the digital course. The first material developed is now undergoing revision. In 2002, the course will be given at five locations in the Netherlands.

More Training Opportunities for the Unemployed

Per 1 January 2000, there have been expanded opportunities for following learning-and-employment paths in the WIW and in ID jobs.

A legislative proposal (target date: August 2002) would make it possible for those receiving social security benefit to take training courses at regular institutions for vocational and university education. Such courses are necessary before entering the labour market.

APPENDIX 16: SELECTED SCHEMES FOR JOB SEEKERS (SZW)

Job Seekers

Financier	Scheme	Objective	Target Group	Implementation	2002 Budget (millions of euro)
<i>Government:</i> Ministry of SZW	Stimulating the filling of job vacancies for the unemployed and for employees threatened with loss of jobs - SVWW (to 2002) Subsidy scheme Sector-related training for the unemployed –BBSW and bottlenecks on the demand side of the labour market - KVA)*	Support of sectorial, regional and business initiatives in the area of reintegration, to remove bottlenecks in the labour market.	The unemployed and employees threatened with loss of jobs. Extra funds are available for persons who are difficult to employ (phases 3 and 4).	RWI	34
Ministry of SZW	HVS Training	Training leading to employment	(Long-term) unemployed	CV (in cooperation with ROCs)	64
Ministry of SZW	Experiments for the unemployed (UWV reintegration budget)	Experiments with expanded training opportunities for the unemployed and other training leading to employment (including schooling)	Persons who are difficult to employ, without work disabilities, those receiving unemployment benefit (phases 2 and 3) or those threatened with loss of jobs (experiments for persons receiving unemployment benefit).	UWV	76 (incl. 27 million euro from the remaining occupational health & safety performance budget)

Financier	Scheme	Objective	Target Group	Implementation	2002 Budget (millions of euro)
Ministry of SZW	Mobilisation of Job Seekers Act (WIW S&A), training and activation	Training for the unemployed, employment services, efflux premiums on completion of training or acceptance of work.	Those entitled to state benefits, the long-term unemployed and unemployed youth to age 23.	Municipality	260
Ministry of SZW	Social Job Creation Act (WSW)	Creation of jobs under modified conditions and training activities geared towards efflux.	Persons who, because of physical, mental or psychiatric disabilities, are unable to find normal employment.	Municipality	1974
Ministry of SZW	Reintegration of Persons with Work Disabilities Act (REA)	The REA Act is designed to help persons with work disabilities find jobs, or to enable them to continue in their present jobs.	Persons with work disabilities and the unemployed, employers of persons with work disabilities	UWV	430 (incl. 11 million euro for 5 REA training institutes)
Ministry of SZW	Intake and transfer schemes for the long-term unemployed (ID jobs)	ID jobs offer extra employment opportunities via municipalities in the collective and non-profit sectors, geared towards intake and transfers in the labour process. Employees with ID jobs are permanently employed. The municipality enters into agreements with employers about schooling and training to enable transfers to other jobs. To further self-reliance and integration	Persons drawing social security benefit and persons drawing unemployment benefit (primary target group) and other unemployed persons, put on an equal footing by the municipality.	Municipality	1046
Ministry of SZW	Incentive projects for migrant groups (SPAG)		Young people from Turkish, Moroccan and Dutch Antilles ethnic backgrounds	Municipalities	3.6
EU Ministry of SZW	ESF-3*	Prevention of long-term unemployment, training for employed persons and life-long learning.	Short and long-term unemployed persons, employees without basic qualifications, participants in practical education and BBL and persons returning to work	SZW agency	200 (annually, 2000-2006)
Ministry of SZW	Equal *	The aim is via trans-national cooperation, to develop new approaches for combating discrimination and inequality in the labour market. Training is a valuable instrument for this.	The long-term unemployed, women, persons with work disabilities, ethnic minorities, asylum seekers and refugees, unskilled workers and the elderly.	SZW agency	200 (for the period 2001-2006)

* also for employed persons