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Training and development in the Netherlands

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This first International Briefing provides background information on training and development in the Netherlands. First of all basic data about the country will be provided. This is followed by information on public policy, strategy and infrastructure. Then an overview of corporate policies and strategies is given. Subsequently training and development in practice will be described. This is followed by short descriptions of the academic work, sources of information, and networks in the training and development field.

Basic data about the country

Facts and figures

The Netherlands has 15.5 million inhabitants, which is 19 percent of the population size of Germany, 26 percent of the United Kingdom, and 27 percent of France, who live in an area of 37,000 square kilometers (excluding water). The average population density is 419 people per square kilometer, which is the highest in the Western world (NRC, 1998a).

According to recent figures, The Netherlands is the 11th wealthiest nation in the Western world, with a gross domestic product (GDP) of 20,905 dollars. The total Dutch GDP is 362.9 billion dollars (NRC, 1998). Very important in the Dutch economy is the service industry. This sector employs 67 percent of the workforce. Manufacturing industry accounts for 28 percent of the workforce. The agricultural sector is very small, only 5 percent of the workforce works there (Boonstra and Warman, 1997).

Government

The Netherlands is a constitutional monarchy, with the monarch formally serving as head of state (she heads the cabinet, which includes the Prime Minister and the ministers of state). In practice, however, the role of the queen is largely ceremonial (Boonstra and Warman, 1997). Next to the cabinet, national government consists of two houses of Parliament: the First Chamber (75 members, chosen by the provincial councils) and the – more important – Second Chamber (150 members, elected directly). Over the past few years the cabinet was made up of members of three parties: social democrats (PvdA), liberals (VVD) and neo-liberals (D66), a combination which became known as the purple coalition. After recent elections (Summer 1998), a second purple coalition was formed, under the same (social democratic) Prime Minister as the previous cabinet (NRC, 1998a).

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1The International Briefing needs to be concise. Therefore, a selection was made of the available information in the Netherlands. Please note that not all information is based on empirical research; perceptions of the authors about the situation in the Netherlands also play a role in the description and analysis. The authors do not claim this International Briefing to be exhaustive. Other authors from the Netherlands may want to add information, and correct the bias of the authors: they are invited to do so.

Economy and workforce

The ‘Dutch model’ (also known as Poldermodel) originated from the Wassenaar Agreement in November 1982, in which trade unions agreed to end automatic wage indexation, in return for a commitment from employers to put the issue of reducing working hours high on the agenda of the regular negotiations on collective labour agreements. As a result of this policy, the Netherlands was able to realise a reduction of labour costs of up to 15 per cent over neighbouring country Germany in the course of the years 1983–1995 (Bomhoff, in NRC, 1998a).

This Dutch model has, among other factors, positively influenced unemployment rates, which have declined steadily over the last few years, to 6 percent in 1997 (Ministry of OC&W, 1998). The latest figures show an even further decline to 4 percent in 1998, which is the second lowest level in Europe (the European average is 10 percent) (Staatscourant, 1998a). The educational level of the employed workforce steadily increases each year. Consequently, unemployment rates are highest under those groups with the lowest educational level (primary school or general secondary education) and lower under those who finished secondary or tertiary vocational education or academic education (Ministry of OC&W, 1998).

Currently, the Netherlands is experiencing a lack of fit between question and demand on the labour market. In March 1998 the number of job openings was 122,000, but the number of unemployed stayed level at about 300,000 people (NRC, 1998b). To an increasing degree, companies in manufacturing industry have difficulty in finding the right employees, which sometimes leads to production losses (Staatscourant, 1998b).

The Dutch Association of Small and Medium Sized Companies (SMEs) predicts that this trend will continue in the coming years, certainly for SMEs. Growth in the number of jobs will persist, but finding appropriately trained employees will remain problematic. A major reason for this discrepancy between demand and supply is the growing average age of the workforce. The number of new workers who leave school is declining, while at the same time a growing number of older workers are leaving the workforce. The Association therefore predicts that training of (older) employees will become very important, in order to meet the demand for skilled workers (Nota Arbeidsmarkt MKB 2003).

Increasing employment, an important goal of the Polder model, had strong influences on the education and training system. Employment training became an important issue, and many projects were implemented to prepare the unemployment for the labour market. Labour market orientation became the dominant trend in vocational education and training. Various national committees came to the conclusion that the content and organisation of vocational education should be much more oriented towards the competence demand of the labour market. Within organisations, many corporate education programs were also meant to increase the employability of employees.

Public policy, strategy and infrastructure

General

As mentioned in the previous section, the Dutch economy is presently characterised by the ‘Polder Model’. An important characteristic of the model is the deliberation culture. Social partners and the national administration deliberate various social-economic agreements amongst themselves and with organisations that need to carry out certain (public) tasks.

Whereas the national administration traditionally took a strong position in regulation of social-economic policy and infrastructure, the current tendency is to withdraw. The formal position of the government is now very much oriented towards deregulation and enhancement of autonomy of actors in society. The basic idea on which this shift is based is called the subsidiarity principle. This basically entails the
notion that responsibilities should be left at the lowest possible levels in society. Higher levels should only intervene if this is necessary to ensure the desired effectiveness or to improve the efficiency of the lower level actors. A second strong belief held by the government is that a market orientation will in the long run be beneficial for all inhabitants of the country. Public regulation is therefore not favoured.

This policy orientation of subsidiarity and market regulation has had significant effects on the social-economic infrastructure, including the entirety of the public sector. To give just a few examples from the field of public education: educational institutions are facing dramatic budget cuts (the government expects these institutions to find their own additional funds), financing is more and more based on output in terms of graduated students and internal efficiency, ownership of school buildings has been transferred from the state to school bodies, student financing has been reduced to a minimum (students are expected to invest in their education by for instance taking a private loan), and was made dependent on the progress of students through the programme (‘tempo’ scholarships). Examples can also be found in the area of corporate training and development. Here, the national administration has, for instance, largely withdrawn from quality control. This is now left over to market parties, which have followed the example from the shipping industry with regard to quality insurance. Certain private foundations now carry the responsibility for quality control of training providers. Whereas ten years ago these training organisations marketed their services with the seal of the Ministry of Education and Sciences, they now advertise with the name of the organisation that certified or approved them (Cedeo, 1998). The issue of quality management will be elaborated in section 4 of this contribution.

### National influences on corporate training and development

The Netherlands has a very strong system of vocational education. The dominant model of vocational education is the full time programme. There are three levels of vocational education: the first level of preparatory vocational education (VBO; 12–15/16 years), the secondary level of vocational education (MBO; 15/16–17/20 years), and the tertiary level of vocational education (HBO; 17–20/21 years). The age categories for the respective programmes vary, because the length of the programmes varies.

This system has been under criticism during the last couple of decades. The general impression in the seventies and eighties was that the programmes in vocational education were too general in nature, somewhat outdated and school-to-work transition was found to be problematic. Various committees have been active in overcoming these problems (the so-called committee Wagner, Rauwenhoff and Van Veen, named after their chair persons; see: Tweede verslag, 1983; Adviescommissie Onderwijs-Arbeidmarkt, 1990; Commissie Qualiterius, 1993), a comprehensive reorganisation of secondary vocational education has been achieved, sectoral bodies have worked to articulate job profiles for which educational programmes prepare, and subsequently a comprehensive qualification structure has been developed. As a consequence of the strength of the vocational education system, much of the initial vocational preparation takes place in school and internships. In the dual system much of this preparation is realised through learning contracts students have with employers. In certain occupations additional sectoral schooling is necessary, as the vocational preparation is still too general. This is for instance the case in the purchasing and marketing sector, but also in the accountancy, banking, insurance and therapeutic sector. So called branch organisations (in most cases sectoral professional associations, but sometimes also employers associations) demand further training and supervised practical experience before the candidate is certified (licensed) or registered as a member of the profession.

Many organisations, of course, do have their own introductory courses for new employees. Some of them have extended job skills training, as the work within the organisations is company specific. Some of them refrain from sectoral training.
because they want to protect their key competencies, or because external training organisations do not have the required specific expertise.

There is national regulation as to the right on educational leave, some social partners in certain sectors of economy (for instance the metal-electrical sector, and the construction sector) have agreed on a minimum of training days per year (in most cases two). These sectors have created training funds in which member-companies have to donate a certain percent of their annual labour costs. Under certain conditions these member-companies can apply for grants from these funds. For instance, in the health care sector, hospitals need to submit training policy plans, and they have to specify training programmes from certain preferred suppliers, before they can receive a training grant. In most cases the training grant covers a certain percent of the training costs (in many cases 50 per cent). This is called the matching budget principle. Employers are expected to provide the rest of the investment themselves.

Another major national regulation that leads to an increased training effort is the law on labour conditions (ARBO-law). It leads to mandatory training in safety regulations for instance. A comparable situation exists in the field of environmental care. National regulations in this field also push the training effort of many organisations.

As has been said, various sectors have training funds. Some organisations are actively seeking for ways to get their training funded by a public body. An interesting and frequently used source in this respect is the European Social Fund.

Employment training is also an important area of training, mainly subsidised by public sources at local, regional, national or European level. Whilst unemployment rates are currently low, the amount of employment training is still significant. There are numerous employment training agencies that serve their target groups locally.

A final interesting trend that influences corporate training is flexible work. Organisations that are serving the flex market serve hundreds of thousands of temporary workers annually. This market has grown dramatically as a consequence of the protective employment policies of many organisations. This also means that flex labour providers are big investors in training, since they know the skill demand in the labour market and the actual skills of sub populations at the labour supply side very precisely. With specific training programmes skills gaps are closed very efficiently so that the fit between labour demand and supply is optimised.

Specific policies

There is a huge amount of public attention on training and development in relation to concepts such as the knowledge economy and life long learning. In her annual address at the opening of the political year in September, the Queen even talked about the necessity of finding ‘new ways of working and learning as a result of the information society’.

The Ministry of Economic Affairs has published a report entitled ‘Knowledge in Action’ (Kennis in Beweging), in which investment in knowledge development is promoted, as well as the implementation of the British programme ‘Investors in People’, which in short boils down to reward organisations that invest heavily in training and development of their employees. A comparable report has been published by the Ministry of Education, Culture and Science, called ‘A Life Long Learning’. In this report investment of training for underprivileged groups is advocated.

Conclusion

In general, the national policy trend is very much in favour of training and development. An interesting measure for instance is that the government recently decided to introduce a fiscal incentive for organisations to invest in training. Under certain conditions, organisations can deduct the training costs from the consolidated gross profits of the organisation. It would be interesting to know more about the government fiscal incentives for training, how widespread they are used and how effective they are in increasing training. It is, however, too early to draw conclusions on this
regulation. The rule that individual citizens who had invested personally in training could deduct certain costs from their income, already existed for decades. It can be concluded that the present political climate stimulates employers and employees to be active in the field of training and development.

Corporate policies and strategies

Needless to say, it is impossible to be complete as to the description of corporate policies and strategies. Nor can the description of these exclusively be based on research, as there is no comprehensive research into this field. So we present our view as to the major corporate policies and strategies which are currently influencing Dutch service and industry.

As in many other countries, Dutch organisations were faced with much reorganisation in the beginning of the nineties, which also often meant considerable layoffs. As has been described above, the present economic climate is more positive. But this creates a new source of disturbance and dynamics within organisations, since it leads to many mergers. As a result of these reorganisations corporate cultures need attention, as well as the structures, and internal labour markets. In a considerable group of organisations Business Process Redesign projects were undertaken, and in these cases job profiles and career paths had to be redesigned too. Subsequently, many training needs resulted from those processes.

On the whole, a trend towards ‘de-bureaucratisation’ can be observed in the Dutch corporate world. This means the bureaucratic model is abandoned more and more, in favour of more customer and market oriented organisational designs in which self-organisation is a key-principle.

One of the reasons for this shift in organisational principles is the globalisation of economy. Dutch labour is relatively expensive, and it becomes ever more easy for companies to re-allocate (manual) labour to countries with low wage costs, keeping the knowledge intensive and strategic core in the Netherlands. Further consequences of the global economy are: a new focus on the international market, new product-market orientations to serve the international market competitively, and a greater emphasis on the diversity of the workforce.

Furthermore, the quest for ever better quality, cost reduction, flexibility, and efficiency, has led to advanced technological innovation in the majority of organisations. A debate is going on as to the level of knowledge intensity of production and service processes, but in our perception the largest part of the economy is knowledge intensive. The agricultural sector is dealing with genetic race improvement and breeding technology, industry uses technologies of flexible production, the service industry is largely computer assisted, and so on and so forth. Technological innovation has been a major push factor in increasing training expenditure during the last decade. Many of the technological innovations have served to increase flexibility of organisations. The market pressure called for this flexibility. Whereas the emphasis has been on time to market, the pressure of the market in many sectors (eg. in the telecommunications sector) is even higher, so that these organisations have to market to time. The question in those organisations becomes how fast products can be developed as to fulfill demand on the market just in time.

In order to reach the desired flexibility and to deal effectively with challenges such as the global economy, the need for technological innovation and increasing flexibility, organisational learning is very important for Dutch companies. In order to realise this, a more flexible organisation is needed, which makes better use of its human resources. As in other countries, Dutch employees of the 1990’s have to be more than hired hands, organisations need them to also act as ‘hired heads’, or ‘knowledge workers’. An increasing amount of organisations observe that the old idea of ‘leaving the brains at the gate’ when coming to work, since the factory only needed muscles, no longer holds true for them. Too much has changed in the nature of work. Onstenk and Voncken also conclude that reflection-in-action is no longer required of professionals only, but becomes ‘part and parcel’ of many production
jobs. As they state it, ‘the educational role’ of the organisation of work is increasing: ‘Learning is being regarded as an integrated component of the modernised organisation of work’ (Onstenk and Voncken, 1996, 62).

Interestingly enough, the rising educational level is also pinpointed as a reason to abandon the bureaucratic model of organisations in favour of self-managing concepts. The educational level of Dutch workers has risen dramatically during the last decades, and the sense of individual autonomy has increased, which leads workers to expect (and desire) autonomy in the workplace too. Hierarchical, order-oriented management styles do not fit well with the modern employee (of course, we are speaking grosso modo here, many exceptions at the individual level remain).

One could say that at micro-economic level, the subsidiarity principle of administration also holds: what can be left to the responsibility of the individual worker or work teams, should be left there, as long as effective monitoring mechanisms are built in to prevent the organisation from making fatal mistakes and causing dramatic accidents, and to warrant efficient organisational performance.

As a concluding remark it is important to state that exact figures on the number of companies which strive to increase organisational learning processes, or implement self-managing work teams are lacking. Therefore, we do not contend that all companies in the Netherlands indeed are ‘de-bureaucratised’. We can only draw upon our own experiences and the current hausse on literature, conferences and seminars on these subjects, which indicate a strong interest of Dutch managers for these topics.

So it is difficult to say how far the trend in organisations, in the direction of modern forms, i.e. knowledge intensive forms of production, and the use of self-managed work teams, has gone. The impression however indeed is that many Dutch organisations have moved in that direction. The following description on training and development, however, results in a much more traditional picture, because much of it is largely based on statistics, and the training and development statistics in the Netherlands are mainly based on conventional forms of training and development.

Training and development in practice

Amount of training

The Dutch Central Bureau for Statistics (CBS) completed a survey of corporate training in 1993. This study revealed a clear relationship between company size and the amount of training activities. The larger the company, the higher the probability that employees followed some kind of training. Of the small companies (5 to 9 employees) 31 per cent was found to provide training for its employees, whereas the large companies (over 500 employees) all were active in training. In total, 45 per cent of all companies in the private sector with 5 or more employees were found to be actively involved in providing training for its employees (CBS, 1995).

Information on costs was only collected with regard to internal and external courses (not with regard to training-on-the-job or other training activities). It was found that in 1993 companies spent 3.5 billion guilders\(^2\) (or app. 1.8 billion dollars) on this type of training, which comes down to 1.7 per cent of total labour costs. This percentage increases with company size (small enterprises spend 0.7 per cent, large companies 3.0 per cent).

Type of training

What kind of training do Dutch companies provide? The CBS-study revealed that internal (for employees of one specific company only) or external training courses

\(^2\)This figure includes costs of lost working time, training departments and staff, fees paid to training institutions and compensation for study fees, travelling and lodging expenses.
(with participants from several companies) were most popular. About 33 per cent of
the companies used this type of training.

Training in the workplace was found to be used by one out of every six companies
(CBS, 1992). It has to be remarked however, that research (eg. Warmerdam and Van
den Berg, 1990; Onstenk, 1994) revealed that the workplace serves as a place for
informal learning for many employees. So the amount of learning, and informal train-
ing (eg. employees teaching their peers) that takes place in the workplace is probably
much greater than this figure shows. The problem is that it is not measurable, only
the formal on-the-job training programmes can be measured.

A relatively large group, about 40 per cent of the companies, used other training
methods than the above mentioned, such as conferences, seminars, workshops and
correspondence (distance) courses. This type of training is especially popular with
water and energy companies, financial enterprises and corporate service industry
companies. In general these sectors are the most active with regard to training and
development (CBS, 1995).

As to the content of training it was found that 50 per cent of the courses were in
the field of economy (eg. business studies, management), commerce or adminis-
tration (incl. automation). Only about 20 per cent of the courses were from the field
of technology. These were predominantly used in construction and manufacturing
industry (CBS, 1995).

**External training agencies**

External agencies are very important in providing training in the Netherlands. About
60 per cent of the corporate training programmes were provided by external training
institutions (CBS, 1995). The market of external training is huge and very complex
in its variety. The Dutch Chamber of Commerce has registered over 5,000 training
agencies. In size they differ from one-man companies to conglomerates of larger
agencies (Bibo and Nijman, 1998). Approximately 300 of these companies are
officially certified by Cedeo, a Dutch institution that serves as an intermediary in the
market of training. Cedeo was founded in 1980, with financial aid from the Dutch
Ministry of Economical Affairs. Its most important tasks are studying client satisfac-
tion and assisting purchasing professionals to find an appropriate training pro-
gramme or supplier. Quality Management is an important area of attention. Cedeo
has, for instance, recently translated the general EFQM model for quality, to an
instrument which can be used by training institutions (CEDEO, 1998).

Commercial training institutions also have their own associations that provide its
members with a quality mark. Some of these associations are specialised (eg. VTN,
Association for language training and VOI, Association for IT training), others are
general in nature (eg. Vetron). These associations deliberately try to convince training
purchasing professionals of the quality of their institutions. For example, the 40 mem-
bers of Vetron have to fulfill conditions with regard to optimal alignment of training
efforts with corporate strategy and practices, confidentiality of learner results, con-
tinuity of services and clarity on contract terms. Quality is a very important condition:
all Vetron members are obliged to have an ISO-9000 certificate, and the Vetron
commissions an independent project evaluation annually, performed by an external
university research agency (Vetron, 1998).

**Internal training departments**

A 1994 study into the job profiles of Dutch training and development professionals
revealed that these were very similar to those of their American counterparts, as
investigated by McLagan and Suhadolnik (1989). Especially for the roles of ‘manager
of training and development’, ‘developer of training materials’, ‘trainer’ and ‘needs
assessor’ the desired outcomes as well as the necessary qualifications to fulfill these
roles were very similar (Van Ginkel, Mulder and Nijhof, 1994).

Though the above mentioned study stressed the traditional roles of training pro-

professionals as the most important ones, there is currently an active discussion in the field of HRD on the need for training professionals to change their role from ‘trainer’ to ‘consultant’. In an effort to increase the effectiveness of training and to support learning in the workplace (eg. from a need to help the company become a learning organisation), HRD departments seek for ways to actively involve line management and employees in needs analysis and training. They focus more on consulting and supporting line management, for instance in analysing training needs and creating conditions for informal learning. Though this policy can be found very clearly in a number of organisations (particularly those who have adopted concepts such as the learning organisation and knowledge management) as case study research has revealed, it is not clear in how many companies this change really is occurring (Tjepkema and Wognum, 1995). There might well be a gap between theory and practice in this respect.

A new development, which might indicate a growing link between training and corporate policy, is the implementation of Corporate Academies. The first were founded some years ago, and since then, their number is steadily increasing. A corporate academy provides training that fits within the strategic company policy, predominantly for higher level management or high potentials. Frequently, the corporate academies work together with regular universities in developing and providing the courses (Voorwinden, 1998).

**HRD consultancy**

An interesting development with regard to (external) HRD consultancy, is that this appears to be a growing field. Next to specialised HRD consulting firms, many large training institutions also offer consulting services. Interesting to note is that this consultancy transgresses the traditional borders of the work field of training. HRD consultants typically integrate training expertise with a more broad business focus. Their advice not only focuses on training related factors such as needs analysis or choice of training, but also on changes in management style, necessary to stimulate learning in the workplace, and measures to improve knowledge management. This development sometimes leads to debates between those who think trainers should ‘stick to their core tasks’ and stop ‘flirting’ with general management concepts and those who welcome the new development which stresses integration of HRD within general business management (eg. Knijff, 1998).

**Academic work in the training and development field**

Various faculties of social sciences at universities in the Netherlands have education and research programmes in the field of training and development. The scope of the programmes varies. The University of Twente has its own specialised faculty in the field of Educational Science and Technology. Its programme started in the beginning of the eighties, and currently some 500 students are graduated. Part of the educational and research programme is oriented towards the training and development field. Of the graduates, about three-quarters work in the field of corporate training and development (others found jobs in other sectors such as public education). Many studies have been carried out during the eighties and nineties into issues like expenditure and participation of training, trends, organisation and management of training in organisations, profiles of HRD professionals, quality of training projects and conditions for transfer.

Many other universities also have education and research programmes that pay attention to corporate training and development. Most have a broad interest, but also focus on a special orientation, in most cases related to the identity of the curriculum of the larger programme. For instance, some researchers in the University of Utrecht focus strongly on on-the-job training, a group of researchers at the Catholic University Nijmegen is interested in creating (informal) learning processes and learning networks, while certain researchers at the University of Amsterdam do a lot of work on worker qualifications and professional skills.
Much academic work is also done by researchers in subject fields such as languages, science education, management, technology, medicine, and so on, who are interested in knowledge distribution by training and development. Much of their research appears in field oriented journals, whereas the researchers of the educational faculties (or departments) publish in educational and training and development journals.

There are various post initial training programmes for professionals in the training and development field. Examples are the programme of Education and Training Systems Design at the University of Twente, Management of Learning and Development of the Catholic University of Tilburg, the Training Consultant programme of the Academy of Management that is related to the University of Groningen. The interest in these programmes is significant, and confirms the trend towards a higher representation of academics in the field of training and development. Research from a couple of years has shown that the level of education of HRD professionals in organisations is rising.

Sources of information on training and development in the Netherlands

There are various guides with overviews of available training programmes and training institutions, such as:

- **Purchaser’s guide for training**, The Hague: Elsevier;
- **Handbook corporate training**, Alphen aan den Rijn: Samsom Bedrijfsinformatie;
- **Course calendar PW**, Amsterdam: VNU-BPA.

There are also various journals (in Dutch) available:

- **Opleiding en Ontwikkeling** (Training and Development), published by Elsevier, which is the leading professional journal that links theory and practice;
- **Nederlands Tijdschrift voor Bedrijfsopleidingen** (Dutch Magazine for Corporate Training), published by Kluwer, which is the professional journal of the Dutch Association of Training Professionals; this journal is a bit more oriented towards practice, and contains information about the development within the Association.

some handbooks (in Dutch):

- P. W. J. Schramade (Ed.). **Handboek Effectief Opleiden** (Handbook of effective corporate training), The Hague: Elsevier;

some research publications (in Dutch):


some research publications (in English):


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71
Networking – academic correspondents in the Netherlands

The major research community in the Netherlands on corporate training and development is associated in the Dutch Educational Research Association, and within that in the Division BBV (Vocational, Corporate and Adult Education). The Division organises conferences, and publishes a newsletter twice a year. Secretary of the Board of the Division is Dr. R. Poell. His address is:

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Participating organisations in ICO are: University of Twente, University of Groningen, University of Amsterdam, Utrecht University, University of Nijmegen, Tilburg University, University of Maastricht, Open University, and Wageningen University.

Professional association: NVvO (Dutch Association of Training Professionals)

Many of the training professionals are associated with the NVvO. This association publishes a yearbook and has its own journal, organises conferences and seminars and supports work groups on specific topics. The NVvO can be reached at:

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Fax. +31 55–506 3560
E-mail: info@nvvo.nl
internet: http://www.nvvo.nl

An interesting website on training and development in the Netherlands is ‘Opleidingennet’. The URL is: http://www.opleidingnet.com

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