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# 1. Abstract

In this abstract the key themes will be discussed in terms of current research, surveys and reports on the following topics:

- a) Benefits of VET
- b) VET and employment – related mobility and migration
- c) Curriculum research and development of VET programmes and institutions
- d) Effectiveness and quality assurance of VET and VET institutions

When gathering information about research carried out in Iceland several things must be taken into consideration;

- a) Due to the small population in Iceland there is a scarce number of people doing research on education in Iceland
- b) It is reasonable to say that Vocational Education and Training (VET) is the least investigated within education. The research that has been carried out generally does not differentiate between VET and general education.
- c) The majority of the research is conducted in Icelandic.
- d) The majority of the reports and research do not fit the themes on which this report is based. Only segments do.

## 1.1. Data

The core of the data came from various sources. The report is mainly focused on data from:

- a) university-based educational research. The core data is derived from university-based research, surveys and papers. The author paid special attention to Master's theses in order to shed some light on points of disciplinary in Iceland;
- b) institute-based survey;
- c) development, research, survey and evaluations of VET and the labour market.

The data was mainly collected from the National and University Library. <http://gegnir.is/> is a library system which is managed by Consortium of Icelandic Libraries hosting a national catalogue and gives access to information about material in most libraries. The internet was used in gathering statistics from the different ministries, the Directorate of Labour, Statistics Iceland, the Federation of Employers and the Federation of Industries as well as different trade unions. Information was gathered through interviews with public officers of the Ministry of Education, Science and Culture and from an evaluation report on educational research and development for the same ministry. It should be noted that even though the majority of the data is from unpublished theses, they are accessible to the public and are used by politicians, policy makers and other interested parties when familiarising themselves with certain issues.

In July/August 2009 a total of 483 theses linked to education were accessible through *gegnir.is*. Of university-based research from 2004-2009 a total of only 9 research papers are available on VET specifically, three of which directly linked to certified trades, the others focusing on adult education and lifelong learning and solutions for the handicapped and disabled.

In an attempt to find more research on VET, papers on Business Administration and Political science were reviewed. Two papers were found that had a connection to VET.

Some of the statistics are from 2007/08 but the present economic crisis has changed the scene drastically. Unemployment has e.g. risen drastically; in the beginning of 2008 it was 1.2% but according to the Directorate of Labour had risen to 7.2% in September 2009. A new emphasis on environmental issues has emerged, development and innovation has grown and different political views are in demand. Secondary schools and universities have never received so many applications as in the autumn of 2009.

It is not assumed that the papers, thesis and reports that are used to compile this report are exhaustive. However it should give the reader an overview of the current situation in Iceland.

## 1.2. VET in Iceland

The Icelandic labour market is from a regulatory point of view usually characterized as flexible compared to the labour markets on mainland Europe. Labour participation is also very high for both genders. During the years 2005 -2006 the population increase in Iceland was higher than in any other country in Europe. Iceland was faced with unknown challenges.

Upper secondary education is governed by the Upper Secondary School Act No. 92/2008 and is not compulsory, but anyone who has completed compulsory education has the right to enter a course of studies in an upper secondary school. Students pay enrolment fees:

- a) general academic students a maximum amount of 18 000 ISK. (99 EUR)<sup>1</sup> per school year and the cost of their textbooks;
- b) students in vocational training (certified trades) pay for the cost of materials and school books a maximum of 50 000 ISK. (276 EUR)<sup>2</sup> per school year.

According to The Ministry of Education, Science and Culture the cost of an average student varies from 550 000 ISK (3 004 EUR) to 1 100 000 ISK (6 080 EUR) per year.<sup>3</sup> VET students being the most expensive and the academic student being the least expensive. Students are usually 16-20 years of age. However statistics show that the average age of VET students is quite high, around 25 years. General education is organized as a four-year course leading to a matriculation examination, which gives students the right to enter university. The length of the courses in vocational education varies, lasting from one semester to ten, but most prevalent are four-year courses (Ólafsson, 2009).

Iceland has made substantial progress in the use of learning outcomes in describing the curricula, in particular to VET and adult education. This has led to greater understanding of the concept “qualification” – which lacks a clear translation into Icelandic (Huse, 2008). The administration and implementation of the INQF will demand new expertise and a change of ideology.

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<sup>1</sup> Central City Bank Exchange (mid) rate 1st of October 2009

<sup>2</sup> Central City Bank Exchange (mid) rate 1st of October 2009

<sup>3</sup> Central City Bank Exchange (mid) rate 1st of October 2009

Iceland spends more on education than any other OECD country; its expenditure on all educational institutions amounted to 8.0% of GDP in 2006 (Statics Iceland, 2009).

*Table 1: the distribution of expenditure (as a percentage) on educational institutions compared to the number of enrolled students at each level of education (2006)*

School level	% in Iceland		% in the OECD	
	Proportion of expenditure on educational institutions	Proportion of students enrolled based on fulltime equivalents	Proportion of expenditure on educational institutions	Proportion of students enrolled based on fulltime equivalents
Pre-primary	11.1	13	7.9	11,3
Primary, secondary and post secondary and non tertiary education	66.4	71.1	65.9	73,5
Tertiary education	14,3	15,9	24,5	15,6
Not allocated by level	8,1	n	2,0	n

*Source: OECD: Education at a Glance, 2006.*

Public figures on expenditure are not transparent and therefore difficult to define the distribution of funds for VET specifically.

It is difficult to assess the strengths and weaknesses of the school system when the completion rates are judged. Figures show that the dropout rate from secondary school has been as high as 30%. But it should be noted that half the graduates from the upper secondary schools are 22 years or older and in recent years between 25-30% are 25 years or older (Source: Statistics Iceland, 2009). Those who have not completed any upper secondary education are least likely to participate in any programme of continuing education (Jónasson, 2007).

An extensive report was written by Ólafsson and Arnardóttir (2008) on early school leavers. As seen in table 1, dropout rates are fairly high in Iceland but seem to be falling. This may be a result of the availability of new 1 – 2 year courses accessible to VET students who can graduate with a

secondary level EQF 1-2 rather than at just an EQF level 3. Up until 2009 it was believed that a contributing factor to the high dropout rate was the high employment participation rate.

*Table 1. Early school leavers in Iceland. Percentage of the population aged 18–24 with at most lower secondary education and not in further education or training (Ólafsson and Arnardóttir, 2008).*

	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>
Total	30.3	29.8	30.9	28.8	23.0*	27.4*	26.3*	28.1*
Females	32.7	29.6	26.5	24.8	18.6*	27.0*	22.0*	24.6*
Males	28.1	29.9	35.0	32.7	27.0*	27.8*	30.5*	31.5*

*Original source: Eurostat, Early School leavers <http://epp.eurostat.ec.europa.eu>; \*=provisional data, downloaded 30th of April, 2008. Here quoted from Ólafsson and Arnardóttir 2008.*

These figures in Ólafsson and Arnardóttir (2008) report underline the challenge ahead in developing and enhancing VET programmes that meet students’ expectations, labour markets needs and improving core competences by raising the level of qualifications.

Trade Unions and the Federation of Employers and the Federation of Industries play a considerable role in the development of VET. In supporting/demanding trade certification they feel they are protecting and enhancing their members’ wages and working conditions.

Further development of VET is very likely due to The INQF which was implemented at university level by law in 2006 and will be implemented at upper secondary level (where almost all VET takes place) in 2010 or 2011. The INQF aims to increase the transparency of the education system, increase participation in learning and facilitate recognition of non-formal and informal learning. The framework will provide a better tool for the recognition of learning taking place abroad. This is detailed in the document “Education and Training 2010: The Development of Education Policy in Iceland in the Context of Europe” and is reflected in the new Upper Secondary School Act in reference to curriculum development and the development of validation of prior competences.

Directors and specialist agree that jobs are becoming more complex and technically more challenging and that there is a need for “broader” competences and this calls for a higher degree of education. They speak of a flexible and mobile workforce to meet demands when needed. A difference in salary and work related accommodations encourage people to migrate where

conditions are better. Furthering collaboration with union offices in other countries and the development of labour legislation for Europe as a whole are sensible ways to ensure equality of mobility, meaning that all citizens should have equal opportunity to seek work and education.

One of the main objectives of the different Acts on education and training passed in 2008 is to strengthen the effectiveness and quality within the educational system. This is reflected by strengthening the links between VET-schools and the industry, better integration of general and vocational studies, introducing INQF built on learning outcomes.

In the Upper Secondary School Act from 2008, it is stipulated that the Occupational Councils are to lead the way in needs analyses for labour market as well as be a leading force in the development of quality control in regards with work-based learning, e.g. in standardised examinations such as Journeyman's exam and quality indicators for training companies.

Stakeholders' discussions on VET are not very clear and needs to be elaborated on. There seems to be a lack of communication between the universities and stakeholders/policy makers. There is however some debate on scientific and professional work procedures and that they need to be strengthened in all areas.

The results also show that greater demands will be enforced on teachers through extended teachers education and training.

## 2. Theme 1: Benefits of VET

This chapter focuses on the social benefits of VET from the standpoint of the society, with an emphasis on students and stakeholders rather than on monetary benefits. The core data is derived from university-based research, surveys and papers.

The benefits of VET in Iceland are not an easy subject to investigate/debate/discuss. Vocational education and training is not a statistic entity and therefore it is difficult to isolate it from other education and training. However, in reviewing the papers that have been written on VET, it is clear that industry organisations and individuals draw social benefits from it. It has also been found that education effects the working environment and private lives of people, increasing their social benefits.

The key findings need to be viewed from the point of the following assumptions:

- there is a lack of monetary information on VET;
- the new Upper Secondary School Act No. 92/2008 will influence VET in Iceland in the coming future but it is too early to tell now exactly in which way;
- the small size and flexibility of the VET system in Iceland as well as the close collaboration of schools, stakeholders and other organisations should play in the favour of vocational training and performances of enterprises;
- the National Qualification Framework will increase the transparency of the education system. An increased participation in learning is expected thanks to better recognition of non-formal and informal learning and learning in other countries;
- students with VET backgrounds are just as well, or even better, prepared for education at tertiary level than students from general pathways;
- companies need support and education in order to operate as learning and/or teaching organisations. This demands a holistic approach on VET thus revealing its benefits;
- VET schools need to become more attractive for all students, especially for those who live in and around Reykjavík. The gender question should also be addressed; three out of four students completing the Journeyman's exam are male;

- an average of 30% drop-out from secondary schools. Shorter courses will undoubtedly lower this percentage in the coming years;
- it is estimated that there is a shortage of around 28% of certified/qualified personnel on the labour market.

### **2.1. VET students benefit from their education when studying at a tertiary level**

A study conducted by the University of Reykjavík, where student with VET certification commence studies, compared them with students with the general matriculation exams. The University offers specialized courses to bridge the gap into university studies for those who want to enter studies at tertiary levels but do not have a matriculation exam. The study showed that students with a VET background fare better in technical and engineering studies than other students. Their attitude is also more positive than the attitude of students with the matriculation exam. VET students therefore seem to have an advantage. They do not have to spend time on speculating on how things are usually done, they seldom find themselves in the situation of doing things that are not achievable/workable and their practical knowledge is greater (Daníelsdóttir et.al., 2007).

### **2.2. Rural students have greater respect for VET than students from Reykjavík**

Iðunn Kjartansdóttir (2008) explored VET students' social situation and what influenced their choice of study. 152 students, 71% male and 29% female from the capital, Reykjavík, and a rural upper secondary school answered a questionnaire. The average age was 24, with age ranging from 18 – 61 years. Both the group from Reykjavík and the one from the rural areas showed several similarities such as mediocre grades except in home economics, sports and other courses that include working with kinetic skills, where grades were higher. The students in question liked to work with their hands, listened to rock music and enjoyed physical exercise. They usually came from VET backgrounds and had parent(s) or other close relatives connected to the trades. Most of the students were positive towards VET and the question of a good salary ranked as number one

of the reasons for choosing VET (25% of the sample). It is clear that the image of different trades has a strong impact. Trades that seem to entail long hours, dirty conditions and physical exertion rated very low in the minds of the students in question. The same study also showed that the students sought information on education from the school faculty members rather than from relevant student counsellors. It seems that teenagers regard university degrees with more respect than other professions; they respect doctors, nurses, engineers the most, except that rural teenagers have a greater respect for fishermen. Rural students have more respect for VET jobs than their equals in the Reykjavík area, who have little interest in becoming car-mechanics, drivers, secretaries, welders, salesclerks and seamen. Teenagers in rural areas presume that VET jobs give higher wages than teenagers from Reykjavík (Stefánsdóttir, 2007).

### **2.3. Certification of the trades protects wages and working conditions**

Ólafur Grétar Krisjánsson (2004) describes the purpose of the certification of trades in his MA thesis. He states that at the time of writing it, when the demand for skilled people far exceeded the supply, just about anyone could work anywhere where he/she chose. However, to protect the public from faulty work, the certified trades Act was passed in 1927. According to Krisjánsson (2004) the industries demand certification and the members of trade unions and the Federation of Employers and the Federation of Industries feel that by supporting/demanding certification they are protecting and enhancing the trade members' wages and working conditions. In 2009 there were over 30 certified trades in Iceland.

The certificates are not issued by the school system but by the Ministry of Industries, Energy and Tourism. The Journeyman's examinations is prepared and executed by professionals from each trade. This is done to uphold certain standards of the trade in question.

In accordance with EU regulations, Iceland acknowledges Certificates of Trades from other EU countries.

## **2.4. The educational system in Iceland is not keeping up with the needs of the labour market**

Ingi Bogi Bogason (2005) looked at the benefits of VET from the standpoint of the labour market/companies. He explores the following question; is the educational system responding to the labour markets' needs for enhancing human resources? The method used in the thesis was both quantitative and qualitative. Findings are also based on survey done by IMG Gallup (2004) where 390 companies in Iceland answered questions relating to education. The main findings were:

- the educational system “produced” 68% of the needed science- and technical educated people and 73% of vocationally educated people;
- 80% of company representatives concluded that that it is important or very important for their staff to attend seminars or courses;
- 1/3 of the employees working for the companies in question have no formal education
- 87% of companies feel it is very important for the industries themselves to introduce their trades/business directly to student both at the elementary and secondary level.

Source: Bogason 2005.

This means that the educational system is not keeping up with the needs of the labour market in terms of graduating students in science, technology and VET. He also concluded from the industries point of view that authorities need to bear more responsibilities for developing a holistic frame for the needs of the labour market and that the labour market needs to utilize such a frame to a greater extent. Bogason finds that the public educational system should be a source for human resources. The thesis goes on to say that a the trend in the past 10 years has been that administrators of the public school system feel that their duty is to serve the needs of the labour market better, especially at university level where the competition for students has grown rapidly. This trend has not yet reached the VET level and VET education has not changed much during the past 10-15 years, especially at journeyman's certificate level and for master craftsmen. Bogason concludes that around the year 2000 people's expectations towards the educational system had increased and there was a growth in lifelong learning programmes. Educational centres have been increasing their intake of students with little or non education as well as offering specialized courses for most trades. His general conclusion is that the labour markets

aims to increase its collaboration with schools as well as demanding a clear vision of the quality of work-based learning.

## **2.5. Companies do not understand the meaning of the term “learning organisation”**

A company that considers it self to be a learning organisation makes it easy for its employees to continuously reform in order to uphold competitiveness. Some scholars (Kirkpatrick and Kirkpatrick, 2005; Fidler, 2002) speak of a “learning organisation” which is a continuous voyage that demands both a lot of work and a change of behaviour by a company which may wish to implement the ideology. It is not easy to change the behaviour or attitude towards certain aspects such as the importance of high quality work-based learning.

Hulda Björk Halldórsdóttir (2008) preformed an extensive research based on interviews and questionnaires trying to discover the status of the “learning organisation”. This was done by asking what ideas managing director have on the concept “learning organisations”. The author concluded that none of the directors of seven companies had an understanding of what a “learning organisation” does, even though they felt they themselves that they where supporting employees seeking courses and further education. There was one company that came close to fulfilling the ideology that a “learning organisation” needs to embrace.

## **2.6. Gender orientated jobs**

The gender issue has not been addressed where VET is concerned and three out of four students completing the Journeyman’s examinations are male (Hagstofan, 2009). Helgadóttir (2006) concluded that there is a division of gender in the workforce in Iceland. Her research on occupational conception showed that there is a considerable difference between the genders in their attitudes towards work. This partly explains how careers are chosen. To minimise this, it is important to change the mindset of the young concerning different occupations. In Helgadóttir’s research it is maintained that by influencing a gender-based occupational conceptualisation with training, it is possible to increase boys’ respect for female oriented jobs/sectors and vice versa.

## **2.7. Education benefits adults**

Education does effect the working environment and private lives of people with no formally recognised education, increasing social benefits. This was shown in a study where 21 women where studied for a period of 2 years during which time when they where studying in a formal VET program. Their self-confidence grew, their relationship with their families became better and the opportunities for employment were enhanced (Gray, 2005).

## **2.8. Conclusions**

Gender has not been addressed in regards with VET and needs to be explored and brought in to the discussion. Occupations in the VET sector are gender orientated and this need to be addressed in a way that it interests both sexes in order to break gender barriers and increase opportunities for all.

The Certification of the Trades is an important issue to the trades and might see the introduction of shorter courses as a threat in regards with quality assurance as well as influencing salaries in a negative way.

There are concerns in regards with public attitudes towards VET. Gender differences in occupational choices are apparent and women e.g. dominate the health care system and men dominate certified trades. It is also of concern that young people in the capital do not see VET as viable option. This calls for a shift in attitudes and challenge for the trades to present their crafts in a positive manner. The financial benefits are not apparent.

Adults that have been working in the trades as unskilled worker benefit when obtaining education in their field, both socially and financially.

It seems that secondary and tertiary schools are not fulfilling the labour market's need for educated persons neither in trades nor the technical sectors. The answer lies in high quality curricula, well educated teachers (both in the school environment and work place environment), more international collaboration and close collaboration with all stakeholder.

No research has been published yet on how the new Upper Secondary School Act No. 92/2008 will likely influence VET and not to mention VET. It will be an interesting field in the coming future.

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### **3. Theme 2: VET and employment-related mobility and migration**

The Icelandic labour market is flexible from a regulatory point of view when compared to the labour markets on mainland Europe. Labour participation is also very high for both genders. During the years 2005 -2006 the population increase in Iceland was higher than in any other country in Europe.

The labour market is mainly regulated by means of collective bargaining which covers approximately 88% of the workforce. There is a number of employment related laws in areas such as equal rights of men and women, pensions, paternal leaves as well as health and safety at the workplace (Source: ASÍ, Icelandic labour law, 2009).

Strengthening cooperation between the labour market and education providers is necessary in order to encourage “mobility” between educational institutions, educational levels and companies, thus enhancing lifelong learning as an important factor when it comes to VET and mobility.

#### **Key findings:**

- representatives of the labour market place great emphasis on the importance of a flexible workforce, advocating the free movement of foreign labour to fulfil the Icelandic labour market’s needs;
- representatives of the labour market stress the importance of increased competences, because jobs are becoming more complex;
- the immigrant population has played a important role in the economy and have helped prevent inflation becoming even more out of control;
- language is one of the fundamental keys to social inclusion.

This chapter discusses VET and employment – related mobility and migration. Research on this topic is limited and therefore the focus is on the labour market’s needs, the impact of foreign workers as well migration and emigration. Examples of projects, papers and research are given

even though they are few. No research was found that directly covered the topic but several papers and surveys portray issues dealing with mobility, immigration and emigration.

Iceland is a member of the European Economic Area (EEA) which unites the EU Member States and the three EFTA States (Iceland, Liechtenstein and Norway) into one single market, governed by the same basic rules on the free movement of goods, capital, services and persons. Iceland is also a member of various international organizations such as the International Labour Organization (ILO), the World Trade Organization (WTO) and the Organization for Economic Co-operation and Development (OECD).

### **3.1. Migration trends have changed**

Until around 1990, the population was homogenous and a most of immigrants came from the neighbouring Nordic countries. As late as 1996, 30% of all immigrants were from one of those countries. In 2008 this had dropped to 7%. In 2009 the vast majority of immigrants came from Europe outside the Nordic countries (68% in 2008 compared to 40% in 1996).

In 2006 Statistics Iceland looked at main trends in migration during 1986–2006. In the years 2005–2006 the population increase was higher than in any other country in Europe. Net gains were most evident in and around Reykjavík and in the east of the country where a huge hydroelectric power plant and an aluminium smelter were built largely by foreign employees (Statistics series, 2006). According to the definition of Statistics Iceland an immigrant is a person born abroad with two foreign born parents and four foreign born grandparents. Second generation immigrants are persons born in Iceland with two immigrant parents. In:

- 1996 immigrants were 5 357, - 1.8% of the total population;
- 2008 immigrants were 25 265, 8% of the total population (Source: Statistic Iceland 2009).

There were 16 000 foreign workers in August 2008, six months later 6 000 workers had left the country and in June 2009 there were 9 000 foreign workers on the labour market (Vinnumálastofun, 2008).

The immigrant population in Iceland is now comparable to other Nordic countries. However second generation immigrants are both fewer and younger than in other European countries. Most

immigrants are of working ages, children and elderly persons are few. Only 3.8% of all immigrants are above the age of 65 and 5.7% are children below the age of 15. (Source: *ibid*).

From January – September 2009 a total of 2 072 foreign citizens have immigrated to Iceland and 2 793 Icelandic citizens. However, 4021 foreign citizens have emigrated from Iceland and 3 538 Icelandic citizens. The majority of immigrants live in and around Reykjavík and the south west of Iceland (Source: *ibid*)

It is predicted that Iceland in the near future will be receiving around 2 000 foreign citizens a year or less, and the immigration will be similar to the other Nordic countries. (Source: *ibid*).

### **3.2. The labour market demands flexibility**

The Confederation of Icelandic Employers has a policy in regards with foreign workers, advocating for the free movement of foreign labour to fulfil Icelandic labour market's needs. This policy was made in an attempt to maintain flexibility for Icelandic companies and fair competition within the domestic market. (Source: The Confederation of Icelandic Employers, 2009)

The government took a decision to take part in EU's agreements on the free movement of labour and other international agreements such the Schengen. The mobility of people has increased due to the demand for certain job-related skills (Helgadóttir, 2009). This has influenced the legal status of foreign workers and people from the whole EEA area no longer need working permits in other countries than their own.

Guðmundsdóttir (2007) studied the influence of foreign workers on wage inflation in Iceland. She concluded that thanks to immigrant population in Iceland that wage and consumer inflation was lower than if no immigration had taken place (Guðmundsdóttir, 2007; Peningmál 2007). Most foreign workers work in the construction trades and in service sector but less in basic productions such as in the fish industry and farming (Guðmundsdóttir, 2007).

Margrétardóttir (2006) studied how a group of directors had estimated the educational need of employees in a collective case study using a phenomenological approach. She interviewed a group of directors and specialist. They feel that jobs are becoming more complex and technically

more challenging and that there is a need for “broader” competes and this calls for a higher degree of education. They speak of flexibility and mobility of the workforce. They also mentioned that they anticipate a recessions. They talked of privatisation, a change in business ethics and the demand for profit. Iceland is no longer isolated when it comes to bidding on large projects; one of the effects of globalisation. Icelandic companies are competing with large international companies, thus emphasising the importance of international collaboration and mobility (Margrétardóttir, 2006).

### **3.3. Language is the key to social integration**

Due to economic changes, immigrants’ employment rates dropped somewhat in 2008 and 2009 but no more than found amongst Icelanders, who have also lost their jobs on a scale not known since the 1960s (Scott, 2006).

In her research on foreign worker it was confirmed that language is the key for immigrants to be able to fully participate in the society. When speaking to representatives of company owners, flexibility of the workforce is often mentioned, without articulating on what precisely this means (Scott, 2006).

### **3.4. Mobility within VET is priority**

Iceland has participated in the EU project called “Education and Training 2010 - The Development of Education Policy in Iceland in the context of Europe” (Menntamálaráðuneytið, 2009). The report published as a result of this process, discussed the question of mobility and concluded that:

- mobility within VET should be a priority between countries. In order for this to be a success, adequate methods must be in place to increase transparency of vocational education to enable cross-border recognition of vocational education;
- strengthening of cooperation between the labour market and education providers is necessary, thus bridging the gap between educational institutions, educational levels and companies;

- students' mobility between educational institutions throughout their learning career should be made as easy as possible;
- mobility between countries enhances the communication between individuals and groups and improves the individual's position on the European labour market;
- more emphasis should be on the mobility of students and teachers between countries in order to increase their competences in partaking in various jobs as well as increasing adaptability.

(Source: Menntamálaráðuneytið, 2009).

### **3.5. Government actions in regards with migration**

Sonja M. Scott (2006) explored the policies of the government, labour unions and employers organisations regarding immigrant workers. This was a qualitative research and analysis of in-depth interviews. What was surprising is that there was no formal public policy regarding immigrants. However underlying is an informal state policy regarding contracts and agreements on international collaboration and the needs of the labour market. A reactive rather than a proactive standpoint thus seemed to be the basis for the government's policy making. The boom of foreign labour has rather been viewed as a periphery workforce rather than a group that should be encouraged to stay (Scott, 2006). Since then the Ministry of Social Affairs and Social Security passed a resolution regarding issues concerning immigrants (Source: Félags- og tryggingamálaráðuneytið, 2008).

### **3.6. Reasons for migration**

Helgadóttir (2009) points out that the main reasons for migrating are usually materialistic and/or economical. People want a higher standard of living, better education and better career opportunities. Salaries play an important role.

A cause for concern is that the best qualified people migrate which could become the case for Iceland after the economic crisis hit the country; well educated young people can get better paid jobs elsewhere.

Helgadóttir (2009) concludes in her research that most foreign workers have lower wages than their Icelandic co-workers, but in most cases without breaking the unions' wage agreements. However, the Confederation of Icelandic Employers condemns the work-ethics of some labour agencies which, during the economic boom, hired foreign worker under the minimum wages. Certain steps have been taken to reinforce inspection methods. Helgadóttir found that a great deal of foreign workers tend to be in low paid jobs, even though they are qualified to do other work. This is being investigated further to avoid stigmatising certain jobs for foreigners.

### **3.7. Recognition of prior learning and competences**

An increase in foreign citizens' has increased the demand for recognition of competences. In 2000 a total of 20 European applicants applied for recognition of their trade but in 2006 they were 670. It should be noted that 580 applicants came from the same company in connection with a large project, mainly in construction, metal and electricity trades (Kristjánsson, 2008).

For many years the labour unions have been reluctant towards foreign workers, especially skilled workers, but this has changed and formal and informal contacts with unions from other countries have strengthened the rights of immigrant workers.

The Federation of Employers does not take a stand in regards with social welfare issues concerning immigrants. Its attitude towards foreign skilled workers was quite conservative according to Scott (2006). She found that during the economic boom, employers hired many foreign workers to press down wages so that "everyone" could "reap" the benefits of the economic upheaval. It was hard for the labour unions to protect wages when some foreign workers are used to getting only 1/5 of Icelandic wages.

### **3.8. Conclusions**

This chapter described the connection between VET and employment – related mobility and migration. As has been stated, there is a lack of research on the topic of VET; however matters

concerning employment, mobility and migration have interested masters' students and presumably the universities to look further into these issues.

Even though there are indications that the question of mobility is being discussed, there is no data available that has evaluated the impact of mobility in regards with education.

Scott's thesis may be one of the factors raising the government awareness. According to library listings, ministers and other government officials read the thesis and this issue was regularly debated at all levels during the time.

Iceland participated in the EU project called "Education and Training 2010" The Development of Education Policy in Iceland in the context of Europe is an important part of the education policy and all interested parties stress the importance of mobility and a well educated workforce.

Immigration and emigration has changed drastically in the past 20 years. Iceland has gone from a homogenous society to a multicultural society. Even though it has been hit hard by unemployment, the blow has not been as serious as was anticipated due to the high number of mobile workers. All mobile workers have however not chosen to leave; a large group has chosen to stay.

Great opportunities lie with in the ideology of increasing participation in validating prior competences, both for the vast number of Icelandic citizens who have no formal education and new citizens. By recognising their competences they are given more possibilities of mobility, weather domestically or internationally. The question of validating their prior learning and competences of immigrants into the formal school system has not been given the same weight as has been done for Icelandic citizens.

Representatives' in the work force have emphasised the importance of flexibility without articulating on what they really mean. Stakeholders representing the certified trades are quite stern in their views toward protecting requirements and demands on education, thus protecting wages and working conditions. In doing this they are protecting consumers' rights to a certain extents, but maybe at the cost of not heightening the general competences of the work force.

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## **4. Theme 3: Curriculum research and the development of VET programs and institutions**

The objective of this chapter is to provide an overview of VET curriculum development in Iceland. There is however a lack research data. The main focus will be on the effect of the new educational Acts from 2008 in reference to curriculum development and the development of validation of prior competences.

### **Key findings**

- Research on curriculum development in VET is limited. From 2004 -2009 one study was found that addressed curriculum development in tourism. Quite extensive writing has been done on curriculum development in the field of elementary and university education;
- entrepreneurship in VET education is limited and seems to be implemented mainly in business courses. Elements of entrepreneurship where found in various subjects but there is a lack of awareness in the society and in the education system on the importance of entrepreneurship; validation of prior learning and real competences will greatly influence the status of adults who return to the school system. This approach is already used to validate individuals' competences, skills and knowledge and they can present the results to a VET school and receive credits towards completion of their studies;
- validation of prior learning and competences is a valid and transparent way to enhance the competences as well as strengthening companies. It is significant for the individual and for the society.

When looking into the university research database a total of 278 theses where written on the subject of curriculum from 2004-09, the most popular subjects were service, tourism, utilization of land, multiculturalism, people with disabilities, sports, elementary education and immigrants. There is however a great lack of research data on curriculum development within the VET sector.

### **4.1. Curriculum development in tourism**

An extensive needs' analysis was written for tourism sector in 2006. There, it was found that the development of VET curricula can determine the competitiveness of a certain trade or a sector. The

analysis showed that it would benefit the development of the tourism sector if curricula placed an emphasis on core competences and work-based learning. Over 300 participants answered extensive questionnaires and several focus groups contributed to the study. Participants came from all employee groups of tourism, e.g. bus drivers, managers and tour office operators (Stefánsdóttir and Einarsdóttir, 2005). 82% of the participants stated that work-based learning is necessary part of their studies. However, in reality work-based learning is limited and unsystematic in the sector. The main findings where that the following needed to be addressed further:

- a) language skill;
- b) business administration;
- c) ICT skills;
- d) domestic and foreign cultures;
- e) geographical surroundings;
- f) environmental issues;
- g) social skills;
- h) work-based learning;
- i) international collaboration/mobility; and
- j) collaboration between schools and the labour markets.

## **4.2. VET and entrepreneurship**

Certain competences are needed to start a business. Entrepreneurship education is one aspect and is becoming more popular. A paper written on entrepreneurship in VET stated that it is limited and seems mainly to be offered to those whom attend business courses. Elements of entrepreneurship were found in various subjects but a lack of awareness in the society and in the education system on the importance of entrepreneurship is evident (Jónsdóttir, 2008).

There was no mention of entrepreneurship with regards to curriculum development in Stefánsdóttir's and Einarsdóttir's (2005) research on educational needs in tourism. They mention however that there was a lack of entrepreneurship and development within the sector in general, especially with regards to school development. The qualification rate in the tourism sector is even lower than in the society as a whole as is shown in the following table.

Table 1. Education in Tourism - relative participation by sectors. Question: What kind of education or training have you completed in the field of tourism?

Education	Hotels	Tour operators	Bus operators	Recreation operators	Car rentals	Restaurants
None	74%	31%	19%	29%	69%	56%
Certified trade (EQF 3-4)	5%	0%	0%	0%	8%	26%
Vocational programme (EQF level 1-2)	5%	0%	0%	0%	0%	9%
Matriculation exam	0%	0%	0%	0%	0%	4%
Tour guides	1%	20%	8%	5%	0%	0%
Tourism (diploma, EQF level 3-4)	2%	15%	0%	10%	0%	0%
University degree	3%	14%	8%	5%	0%	0%
Certified drivers (specialised vehicles such as buses and heavy machinery)	3%	8%	54%	29%	15%	4%
Special courses in tourism (LLL)	3%	10%	12%	5%	0%	2%
Other	5%	10%	12%	5%	0%	2%
Number of participants	103	59	26	21	13	54
Source: <i>Stefánsdóttir and Einarsdóttir, 2005</i>						

### 4.3. Validation of prior learning and competences

The Ministry of Education, Science and Culture set a clear policy regarding the importance of recognition of non-formal and informal learning in collaboration with the Federation of Trade Unions and the Confederation of Icelandic Employers. The validation process is funded by the government. The validation of competences has developed rapidly since 2005 and the standards are similar to those set by Iceland's neighbouring countries. Validation of competences means an evaluation and assessment of the real competences of an individual, regardless of how or where they were acquired. The Ministry of Education, Science and Culture signed an agreement with the Education and Training Service Centre to develop a frame for validation of competences in cooperation with interested parties (Lárusdóttir, 2009). In cooperation with other Lifelong Learning Centres and Vocational Training Centres, the development, piloting and implementation of the

validation process has been possible (Menntamálaráðuneytið, 2008). Cooperation with secondary schools is of vital importance since the main emphasis has been on validation of the competences of adults who have dropped out of VET programmes. These individuals are supported through the validation process to enter the formal schools system again and complete their studies. This means that each individual receives his/her own personal plan describing which subjects or components he/she has yet to complete; one might call it a personal curriculum. A study model is considered valid when the individual receives an authorised document from the assessors. In order for this to work, all stakeholders need to accept the results. The validation process is built on common European principles of validation of real competences (Fræðslumiðstöð atvinnulífsins, 2007). Final assessment or recognition is in the hands of various stakeholders, e.g. schools, educational providers and companies.

In 2007 an LdV Pilot project called Value of Work (VOW) was carried out. Two years of development produced a process that evaluated the real competences of women with little formal education who had worked for several years in the banking system as service representatives or cashiers. The following verification methods used were: a portfolio, a self-assessment against sub-standards, a dialogue with a supervisor, case studies and interviews. One of the more interesting results of the assessment process is that supervisors tended to rate their employees' competences higher than the employee themselves. In the beginning, the participants found it difficult to describe their competencies in details, but after discussions and assistance from guidance counsellors and a professional in the field of banking (an assessor) it became easier. All participants had a satisfactory level of competencies and received a certificate for verification. Their portfolios and certificates have proven to be supportive documents for further moving in their competence development (VOW, 2007). This showed the importance of the validation of real competences for the individuals as well as for curriculum development.

Two MA theses have been written recently on process and impact of the real competence model. Two different groups were studied, in the construction trades and licensed assistant nurses.

Sigurðardóttir (2009) studied the former group. Her conclusions were mainly in four parts:

- 1) it is hard to gain the trust of adult men who are often broken from negative experiences within the formal school system. Most of the participants had low self-esteem and often had learning disabilities;
- 2) a validation process became positive when trust had been established. Going through the validation process together as group was very important to the men, they gained support from each other;
- 3) guidance councillors played a vital role in the process. Their support and encouragement was of great importance to keep the men on track;
- 4) the formal school system must have a clear plan on how it receives groups who have gone through a validation process. It is not acceptable to mix teenagers and adult learners.

The validation of these men's real competence was their second chance and in some cases they felt that this was their last chance of becoming "someone". They gained greater self-esteem, and their relation to their job and their personal life strengthened.

In Sverrisdóttir's (2009) research, a prerequisite to the "licensed assistant nurse bridge" and validation of competences were compared. The "licensed assistant nurse bridge" is a study course for adults with at least 5 year experience in the field of caretaking. This method does not build on the individual's real competence; rather everyone gets the same assessment i.e. general studies are "dropped" from the curricula. The real competence method assesses the individual and everyone gets his/her own study plan, both in general and vocational subjects. These are two different ways towards the same goal. The real competence method was rated more reliable and stakeholders were more at ease with this method. This method enhances the quality of the outcome for the profession. However this method is quite expensive compared to the "bridge" method.

#### **4.4. Conclusions**

Little research has been done on the impact of the validation of real competences. This is not surprising considering how recently these matters have been introduced to the educational field. It is however evident that the educational sector is working diligently in this area. Validation of real

competences is likely influence curriculum research and the development of VET programmes and institutions in the near future. This development will most likely enhance the transparency of VET and describe core competences with a more transparent manner and develop the learning outcomes even further. It is likely to increase mobility domestically and internationally and promote re-skilling when needed.

Entrepreneurship and description of core competences are limited in curriculum descriptions at present. The implementation of the educational Acts of 2008 will be challenging for all involved. Curricula until 2008 have been teacher-oriented but will be student-oriented. This calls for a structured approach to change when rewriting the curricula for VET. In implementing such a radical change in the school system, assessments and monitoring are necessary in order to evaluate its impact. Educational leaders need to adopt a new approach in developing the curricula to fit the criteria of a national framework. The challenge is to assimilate key words such as knowledge, skills, competence and putting them in to context of a knowledge-based society.

Secondary schools have for a long time taught through formal centralised curricula. The approval of the Ministry of Education, Science and Culture is needed if schools want to develop new curricula. According to the Upper Secondary School Act of 2008, programmes are/will be described through learning outcomes and the learning outcomes will be assessed on the quality of the outcome. This means that there will be a change in the “supply” of study programmes and revision of older ones. Curriculum development might there for move closer to the labour market and key words in education that origins from the EU such as key competences will emerge (Geirsdóttir, 2009).

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## **5. Theme 4: Effectiveness and quality assurance of VET and VET institutions**

This chapter describes the effectiveness and quality assurance in VET. The new Upper Secondary School Act (2008) will be discussed and several policy papers on education, training and lifelong learning in terms of what is being done with regards to effectiveness and quality assurance in VET. Several projects on quality assurance are addressed.

One of the main objectives of the different Acts on education and training passed in 2008 is to strengthen the effectiveness and quality within the educational system. This is reflected by strengthening the links between VET schools and the industry, better integration of general and vocational studies, introducing an NQF and using learning outcomes. Decentralisation of curricula and VET programme development are also discussed. It is stipulated in the Upper Secondary School Act that The Occupational Councils are to lead the way in needs' analyses for labour market needs as well as be a leading force in the development of quality control with regards to work-based learning, e.g. in standardised examinations, such as Journeyman's exam, and quality indicators for training companies. The results also show that greater demands will be put on teachers through extended teachers' education and training.

The main weakness of this chapter is the lack of recent studies in regards with the topic in question. The reason for this is twofold: a general lack of research on VET and the fact that the Icelandic reference framework is currently in the making.

The core of the data derives from various sources such as institute-based surveys and laws and regulations.

The effectiveness and quality assurance of VET and VET institutions is one of the top issues facing the educational system and labour market. This paper assesses the state of affairs and how the government, through its policy, will address ways to ensure quality and effectiveness in VET.

Secondary schools have more independence than before according to the new Upper Secondary School Act in regards with curriculum development. The Act enables the schools to offer a

greater variety of vocational programmes thus being able to tailor education toward specific needs thereby enhancing its effectiveness:

- one of the main contributing factors to the development of effectiveness and quality assurance of VET and VET institutions' is an extensive policy reports on education and training discussing the development of an NQF and the use of learning outcomes emphasising based on the European Union's policy of education;
- general quality management measures are applied in the school system, but no evidence was found that measures the effectiveness of quality assurance in VET;
- 80% of the secondary schools that were evaluated in 2008 applied satisfactory levels of quality assurance methods and 20% were partially satisfactory;
- stakeholders' discussions on VET are not very clear. There seems to be a lack of communication between the universities and stakeholders/policy makers. There is however some debate on scientific and professional work procedures but it needs to be strengthened;
- efforts are being made to improve quality assessments within some of the certified trades but this is not a widespread practice;
- quality assurance methods are being developed outside the formal school system in the Lifelong Learning Centres and the Vocational Education and Training Centres. The NQF ensures recognition of these methods;
- the development of an NQF assures the quality and effectiveness both in a national and international context.

Arnór Guðmundsson, the director of the Department of Education at the Ministry of Education describes well the situation that the Icelandic school system is in today. "The implementation of the new education policy and legislation that is ahead will have to be subject to evaluation against such indicators of results, while each step taken in the coming months will be monitored to see where they lead. Thus the process of implementation, execution and quality assurance will have to be followed continuously" (Menntamálaráðuneytið, 2009).

Research on the effectiveness and quality assurances in VET is limited and therefore the emphasis is on mainly on papers that explain VET policy in Iceland. Examples of projects, papers and research are given, even though they are few.

The educational Acts of 2008 is clearly the main contributing factors in ensuring quality in the VET system. How effective the Upper Secondary School Act of 2008 is, is yet to be evaluated. There has been a significant strengthening of Lifelong Learning Centres which could influence the effectiveness of quality assurance within in the VET sector. It should be pointed out that there currently is no Act that addresses adult education. There is however a bill under debate in Parliament that addresses it.

### **5.1. Holistic approach to internal and external evaluation and quality control within the formal school system**

The school system has measured quality through the years. There has however been a demand for more transparent methods and tangible results. The new Upper Secondary School Act from 2008 shows clear indications to fulfil these demands.

In article 40 it is stipulated that there will be both internal and external procedures for evaluation. The main objectives of evaluation and quality control are:

- a. to provide information about school activities, its achievements and development to educational authorities, upper secondary schools, personnel, receiving schools, the economy, parents and pupils;
- b. to ensure that school activities are according to Law, Regulations and National Curriculum Guide for Upper Secondary Schools;
- c. to increase the quality of studies and school activities and encourage developmental work;
- d. to ensure that pupils' rights are respected and that they get the service they are entitled to according to law (Source: The Upper Secondary School Act, 2008).

Each upper secondary school evaluates its accomplishments and methods of quality control according to Article 41. This is done by the active participation from staff, students and parents

when relevant. In 2008 a total of 10 upper secondary schools were externally evaluated by independent evaluators. They concluded that 80% of the schools self evaluation methods and procedures were satisfactory and 20% partially satisfactory. This suggests that quality control in general is satisfactory according to the regulations set by the government (Hermannsson et al., 2008).

## **5.2. Quality and evaluation of quality control, a dilemma**

In a report made for The Ministry of Education, Science and Culture on evaluation and educational research and development in 2005, it is shown that there has been a dilemma on who should lead the process on evaluation and educational research and development. The authors found that there was a lack of communication between the universities and stakeholders/policy makers. This also raises questions of academic freedom, integration and practical research. This dilemma is being addressed with the foundation of the Teaching Council, which main objective is to create a policy on educational matters within the University of Iceland. It was also concluded that there was a lack of development planning. (Kaldalón and Macdonald, 2005).

The evaluation also covered development within in labour market on educational questions. Kaldalón and Macdonald found that it is important to create a channel for VET research and that more attention needs to be given to the needs of the market. According to the report, stakeholders such as labour unions, the Federations of Employers and Industries are willing to collaborate. However the discussions within VET are not clear and need to be elaborated upon. This same report concluded that all educational research and surveys done from 1998–2003 had two main focuses: first on the educational system and secondly on social factors.

Research and surveys breakdown:

- a) elementary education >70% ;
- b) pre-schools 6% ;
- c) secondary schools 12%;
- d) universities 6%
- e) adult education 2-3%. (Source: Kaldalón; Macdonald, 2005).

Secondary schools rate 12% of all surveys. VET research and surveys are not identified especially. There is no reason to assume that there has been a sufficient changes in the before mentioned breakdown since the survey was carried out. However there has been a greater discussion on adult education and lifelong learning in the past few years than ever before and an evidence of an increase in report writing and research can be seen.

### **5.3. Quality control within the lifelong learning sector**

A recent report on lifelong learning is a product of working procedures that utilised the “open coordination” methodology. The procedure was managed by the University of Iceland’s Research Liaison Office and took about 6 months. Several meetings and a conference with specialists from different part of the labour market, educational system and stakeholder associations were held. The aim was to look for ideas that would support positive changes, built on the opinions of different interested parties and stakeholders. The question of quality control and effectiveness was touched upon. For example, many participants scrutinised what and how quality is being evaluated within the school system. A considerable debate arose on the quality of VET and the competences of those qualifying. It was pointed out that efforts are being made to improve quality with assessments within some of the certified trades but this is not sufficiently a widespread practice. It was also pointed out that scientific and professional work procedures need to be strengthened in all areas (Menntamálaráðuneytið, 2009).

### **5.4. Quality control and effectiveness in work-based learning within certified trades**

There is a growing interest in strengthening work-based learning. Thus, the time spent in the workplace should be defined in learning outcomes in the same way as the time spent in schools, in order to ensure quality and effectiveness. The usage of guides, logbooks and lessons would enhance this process. A recent OECD report on Learning for Jobs recommends that in order to ensure that workplace training is of good quality, a clear contractual framework for apprenticeships’ and an effective quality assurance system should be in place (Field et al.; 2009). No data was found on the effectiveness of the use of the material in question other than what is

mentioned here below in regards with the GEMS project. It is however an issue worthy to be investigated. Certain steps have been taken to develop guides and logbooks on work-based learning in certain certified trades and vocations. Several interesting projects have been established recently with regards to effectiveness and quality, such as the development of quality guidebooks for the Journeyman's Certificate Committees, Logbooks for Work based Learning and a Quality Handbook for Apprentice Committees that sets standards for work-based learning and the approval of workplaces. These quality indicators have originated from the Occupational Skills Councils and were developed by specialists working in vocational training centres. Several international projects are of interest when it comes to quality indicators.

### **5.5. International project emphasising on quality indicators for VET and lifelong learning**

GEMS (Guidance for Educators Mentors and students), an LdV Pilot project aimed at increasing the transparency and quality in work-based learning. Guidelines and indicators were produced for mentors, coordinators and students to enhance their work-based learning experience in the hospitality and food sector through self evaluations, mentors' evaluations, professional lessons and emphasis on social skills. These products were used domestically at the time of writing this report (2009) and internationally in an LdV partnership project called Preuhotra, where 30 catering and restaurant schools and restaurants are using the GEMS concept (Preuhotra, 2009). The Centre for the Development of Education Science Research Institute of the University of Iceland performed an external evaluation of the process and outcome of the project and concluded that the project was successful in the adoption of the material and had an important input to professional training (Jónasson et.al, 2008).

QVETS (Quality in the Vocational Education and Training System) is another LdV partnership project emphasising quality indicators in VET which attempts to evaluate and establish quality indicators within certain VET sectors. The revision of indicators will help to increase the effectiveness and transparency of VET. This is done by the recognition of mobility within and across countries, concerning common competences of skilled workers, which will diminish the gap between providers of education in workplaces on one hand and school-based learning on the

other. The outcome of the project will be a contributing factor for further development and implementation of quality indicators in the VET school system (QUAVETS, 2009).

Evaluations and quality references outside the formal school system are developing rapidly and more effort is being put into quality management. This is done partly in order for the individual to be assessed as having a part of the learning required at upper secondary school level (Menntamálaráðuneytið, 2009; 2006).

The Lifelong Learning Centres and the Vocational Training Centres are using or developing quality systems such as Recall, which is a quality assurance system for lifelong learning providers, based on quality directed initiatives in VET in Europe such as quality, transparency and validation of prior learning and competences.

The results will be used to disseminate a commonly recognised quality mark for lifelong learning providers and develop a commercially sustainable procedure for managing and awarding the European Quality Mark (EQM). The EQM process is a transparent assessment process where the learning providers get the opportunity to review their own processes by using a set of indicators that are based on standards commonly agreed by eight organisations from eight European countries (RECALL, 2008).

## **5.6. Conclusions**

The government has set policies in regards with enhancing the quality and effectiveness in the educational system in a holistic manner. It is however clear that research on the effectiveness of quality assurance is limited. Two extensive policy reports, Education and Training 2010 and the Policy Report on Life Long Learning have set a course that should promote and enhance this topic. This particular course is influenced by European Union policy on education. The NQF is based on the EQF and an Icelandic version of the EU eight Key Competences is being developed.

The Ministry of Education has set out to develop learning outcomes to ensure quality in learning. The new Upper Secondary School Act (2008) also put a great emphasis on both external and internal quality management control procedures. Weather these procedures will be effective

remains to be seen and the Act will be a ruling factor in this process. Moving from input-based to learning-based curricula will demand a lot from all interested parties.

The government will be relying more on teachers and school officials to lead the way in implementing the new policies. Positive outcomes are anticipated with regards to the development of VET, such as greater demands on teachers' education which will lift the quality of teaching vocational subjects. Special attention should be made to provide relevant pedagogical training to supervisors of trainees and apprentices in the workplace. The newly appointed university Teachers Council will play an important role in this development.

Research development in the field of VET is crucial in order to monitor and develop VET in the future. There is a bit of a dilemma in who should lead the process and it is not easy to foresee what will be done to move the process forward.

There is a new bill under debate in Parliament for continuous education and training, the first of its kind. Lifelong learning is developing quite rapidly and expectations toward this ideology are quite high. The Lifelong Learning centres have developed some quality assurance tools and seem to work in a more transparent manner than the formal school system does, thus maybe giving a sense of quality assurance.

The Lifelong Learning Centres and Vocational Training Centres have been diligent in partaking in international projects in order to enhance quality and transparency in work procedures and play a significant role in strengthening quality assurances.

How will Iceland address the question on quality and effectiveness in VET in the near future? The policy is in place, the laws and most of the regulations have been passed. Committees and councils have been or are being appointed. How all these will work together remains to be seen.

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