



Inspectie van het Onderwijs  
*Ministerie van Onderwijs, Cultuur en  
Wetenschap*

# **INSPECTION FRAMEWORK 2021**

## **for the supervision of senior secondary vocational education (VET-education)**

Effective from 1 August 2021

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# Summary

## Introduction

Supervision requires continuous updating and continuous improvement in order to be and to remain effective. The Inspectorate of Education has therefore updated its 2017 Inspection Framework on the basis of evaluations, experiences and recent developments.<sup>1</sup> The responsibility of school governing boards for the quality of their schools and educational programmes served as the starting point for the updated supervision that was introduced then. That trend is continued and further reinforced by this updated version of the framework.

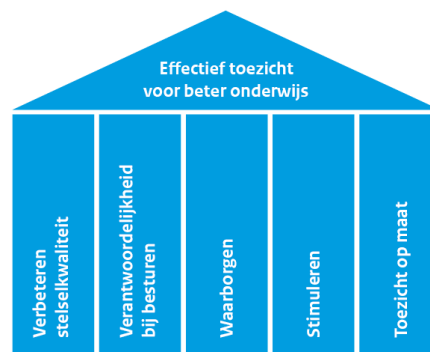
The inspection framework describes how the supervision of education is structured. It includes the assessment framework that is applied to issue judgements and appraisals, and describes the working method used to do this.

## Vision

The interests of pupils and students are central to the supervision of education. The goal is to ensure that the education system functions in a way that provides pupils and students with the essentials, both now and during their future paths through the education system and through life. Everybody has the right to education that is of satisfactory quality, and everybody should be able to assume that schools and educational programmes are providing that quality.

Our mission of 'effective supervision for better education' reflects this. The aim of our supervisory activities is to assure and promote the quality of education.

Our mission is based on five principles. These principles are interrelated and reinforce one another. With respect to each individual principle, but particularly in relation to the coherence between them, supervision aims to help improve the quality of the education system. In addition, supervision reflects the responsibility that school governing boards have with respect to education; it involves monitoring basic quality requirements (quality assurance); and it aims to promote better education (promoting quality). We select the intensity of supervision for each school governing board individually (proportionality), and we take into account the organizational characteristics and circumstances of that governing board during our supervisory activities (tailored supervision).



Supervision of the quality of education focuses on three levels that arise from our statutory duties: the system level, the school governing board level and the school level. Below, we explain how supervision is structured at each of these levels.

## Supervision of the education system

Supervision of the quality of education focuses on the context in which schools and school governing boards carry out their work: in other words, the education system as a whole. We look at different parts of the system and the relationships between those parts in order to evaluate the quality and proper functioning of the system as a whole. This is how we address the reflective component of supervision: based on our statutory duty at the system level, we reflect on the quality of the education system as a whole.

System-level supervision is based on the interest that our society as a whole has in education: the public interest. Accordingly, our supervision focuses on specific opportunities and threats, specific areas of the

<sup>1</sup> A report has been written evaluating our supervision: 'Evaluation of updated supervision - Progress report 2018/2019'. You can find that report on our website ([www.onderwijsinspectie.nl](http://www.onderwijsinspectie.nl)).

system or specific groups of pupils. As a supervisor, we therefore need to know how education is developing and, if something goes wrong, to inform the rest of society of this. In our supervisory activities, we take the core functions of education – qualification, socialization and allocation, including selection and equal opportunities – as the starting points for defining the quality of the education system.

System-level supervision was already part of the Inspectorate of Education's supervisory activities, but what is new is that we have defined quality using a framework. That is not a framework that we use to assess an individual school governing board, school or educational programme, but one we use to assess the education system as a whole. It provides guidance and focus in order to gain insight into trends and bottlenecks within the system. We use this framework to identify risks and to intervene where necessary and appropriate at the system level, based on the supervisor's duty to identify risks and promote improvements.

In our annual *The State of Education* report, we define and evaluate the core functions and requirements of the education system. In addition, we often produce separate themed reports.

### **Supervision of school governing boards and the educational programmes that they provide**

School governing boards are responsible for ensuring that the education provided in their schools is of satisfactory quality and that the financial administration meets requirements. The updated inspection framework encourages school governing boards even more emphatically to reflect on their own ambition. Once every four years, the Inspectorate of Education carries out a 'Four-Yearly Inspection of School Governing Board and Educational Programmes' for every school governing board, which relates to the extent to which a school governing board takes responsibility and whether its schools meet quality requirements.

The quality of governance is evaluated in the quality area of Governance, Quality Assurance and Ambition. At the core of this quality area is the school governing board's governance of the quality of education in its schools, and its responsibility for ensuring good organization and a quality culture. The judgement for this quality area shows whether the school governing board is capable of guaranteeing and continuing to improve the quality of education and financial administration in the schools. What is new is that the financial administration is an integrated part of the standards in this quality area.

To ascertain whether the governance activities of the school governing board are adequate, we carry out inspection activities at the levels of the school/educational programme and the governing board, which we describe in advance in a research plan. We carry out verification activities to evaluate the extent to which school governing boards and its schools have an adequate picture of the quality of their education, financial administration and how the governing board manages these aspects. We interview participation councils, student councils and internal supervisors, for instance. We also carry out activities in schools, such as speaking to pupils or students, parents and school leaders or the managers of educational programmes and making classroom visits. We may also carry out a risk-based inspection or an inspection relating to a 'Good' appraisal. The inspection involves a judgement or appraisal for each standard. Based on the decision criteria, we also assess governance at the level of each quality area. This latter approach is new for some sectors, compared to 2017. We can award a 'Good' appraisal at the level of an individual standard or quality area if the school governing board not only meets the statutory requirements but also achieves ambitions that go beyond these. We publish a report on our inspection, including the relevant judgements and appraisals, on our website.

Depending on the quality of governance and any shortcomings identified, a decision will be made regarding follow-up supervision. It may be decided to intensify supervision, or to relax supervision. The follow-up supervision may be carried out by the school governing board or by the Inspectorate of Education. In addition, it is possible that an interim inspection will take place if this is necessary in the light of certain information, such as signals or key financial data. If a school governing board is unable to guarantee the good governance of quality (or aspects of quality) in its schools, we conduct (part of) the interim inspection ourselves.

## **Supervision at the level of individual educational programmes**

The school governing board is responsible for the quality of education and educational programmes in its schools, while school leaders or the managers of educational programmes are responsible for managing quality within their school or educational programme. The Inspectorate of Education's duty to guarantee quality reflects this. This duty to guarantee quality is reinforced by making more and better use of signals and other data and information, including school-specific information and programme-specific information. The supervision of individual educational programmes is therefore additional to the supervision that the school governing board carries out itself, and which the governing board reports on. In addition to carrying out verification activities in educational programmes where we are inspecting aspects of quality, we may also arrive at a judgement for (a selection of) standards or assign an appraisal at the programme level. We do this as part of inspections that focus on risks and inspections that relate to a 'Good' appraisal. When we identify risks, we carry out all or part of the inspection in the educational programme (depending on the nature of the risks). This may take place either as part of or separate from the four-yearly inspection. At the request of the school governing board, we can also conduct an inspection relating to a 'Good' appraisal if the governing board substantiates why the relevant educational programme deserves a 'Good' appraisal.<sup>2</sup>

When conducting a risk-based inspection or awarding a 'Good' appraisal, we apply standards from the assessment framework for educational programmes. We evaluate standards within the quality areas of the Teaching-Learning Process, Secure Environment and Atmosphere; Learning Outcomes; and Management, Quality Assurance and Ambition.<sup>3</sup> A judgement or appraisal is assigned to each standard. In addition, on the basis of a decision criterion, an educational programme may receive an overall judgement of 'Very Weak', 'Unsatisfactory', 'Satisfactory' (basic standard of quality) or a 'Good' appraisal. These judgements and/or appraisals, which are often part of the report on the four-yearly inspection, are published on our website.

As with school governing boards, follow-up supervision for educational programmes is also possible if there are shortcomings or if a judgement of 'Unsatisfactory' or 'Very Weak' has been made. As indicated above, we may also carry out an interim inspection focusing on risks if, for example, there are serious grounds for this. The intensity of follow-up supervision will depend, just as with school governing boards, on the quality of the governing board. We assume that the school governing board will seek to ensure that effective measures are taken. A final type of inspection that involves visiting schools is the thematic school visit. We bring the results of thematic school visits to the attention of the school governing boards, schools and wider society in various ways.

## **Conclusion**

The above describes the supervision of primary and secondary education and senior secondary vocational education (MBO). A specific inspection framework has been drawn up for each educational sector based on the relevant legislation and regulations and developments in the sector. In addition, there are specific applications of and exceptions to the regular inspection framework, such as with respect to inter-institutional partnerships for inclusive education and types of education and facilities that are governed by specific legislation and regulations.

The inspection framework describes how the supervision of education is structured, and what the Inspectorate of Education expects from schools and school governing boards. Ultimately, the responsibility for providing all pupils and students at the school with better education begins with the school and the educational programme itself. The school governing board can encourage schools and educational programmes, and assure that standards are met. The Inspectorate of Education monitors this process, intervenes when necessary and promotes further quality improvements.

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<sup>2</sup> In MBO, this is only possible as part of the four-yearly inspection.

<sup>3</sup> In MBO, this also involves Completion of Education.

# 1. Introduction

## 1.1 Introduction

Education is constantly evolving as a result of changes and new developments in society. That means it is necessary to update the way in which we supervise the quality of education regularly. The system of supervision was updated in 2017. Since then, the responsibilities of school governing boards for the quality of their educational programmes have served as the starting point for supervision. The interests of pupils and students are a priority in the supervision of education in the Netherlands.<sup>4</sup>

The Inspectorate of Education has now had several years of experience working with the 2017 inspection framework. Following an evaluation, we are making changes to our supervision. We are doing this not only on the basis of the experience gained, but also on the basis of current developments, suggestions for improvements from those working in the field and changes to policy, legislation and regulations. These changes have been incorporated into the present inspection framework. The framework is based on the statutory duties of the Inspectorate of Education and the legislation and regulations that apply to the relevant sectors. In addition, the principles for supervision, as previously formulated in the 2017 Inspection Framework, have been further embedded in this revised inspection framework.<sup>5</sup>

The inspection framework adopted by the relevant minister in 2021 (hereafter: 'inspection framework'), issued by the Inspectorate of Education (hereafter: the Inspectorate), describes how the inspection of senior secondary vocational education (MBO) in the Netherlands is carried out. The inspection framework includes the framework that is applied to issue judgements and appraisals, and the relevant working procedures. The inspection framework is intended to make the working procedures of the Inspectorate transparent and to ensure that supervision is carried out in a transparent manner.

In this first chapter, we describe the legal basis of the inspection framework and describe the main concepts in supervision. In chapter 2, we discuss the vision and principles that our supervision is based on. Chapter 3 describes system-level supervision in more detail and chapters 4 and 5 describe the assessment framework for supervision at the level of school governing boards and educational programmes. We then describe how we arrive at judgements and appraisals (chapter 6), our working procedures (chapter 7) and communication (chapter 8). Finally, we provide an overview of educational facilities that are subject to specific legislation and therefore to a different assessment framework and working method (chapter 9). These different assessment frameworks can be found in the appendices.

## 1.2 What are we monitoring in our supervisory activities?

Among other things, the Education Regulation Act (WOT) states in Article 3, section 1 that the Inspectorate supervises compliance with legislation and regulations regarding education, is responsible for promoting the development of education and quality of education, and for assessing and promoting financial compliance, efficiency and continuity.

The inspection framework applies to all school governing boards and educational programmes that provide education on the basis of legislation on education listed in the box below.<sup>6</sup> The Inspectorate also supervises the school governing boards of inter-institutional partnerships for inclusive education. Our supervision focuses on school governing boards, schools, educational programmes and the governing boards of inter-institutional partnerships.

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<sup>4</sup> In this inspection framework, the general term 'student(s)' is used for people who are following vocational education, even if they are a 'participant' (in education) or a 'VAVO student' according to the legal definition.

<sup>5</sup> We have based these on the version adopted on 22 June 2020. This is because the inspection framework is updated every year due to changes in legislation and regulations.

<sup>6</sup> This includes: school governing boards and educational programmes in MBO, non-publicly funded institutions, general secondary education for adults, other education, school governing boards and educational programmes involved in a VMBO-MBO learning pathway, and educational institutions in the Caribbean Netherlands.

### **Legislative framework for the inspection of MBO**

The legal basis for our supervision regime is the Education Regulation Act (Wet op het onderwijstoezicht, WOT). The act entrusts the inspection regime to the Inspectorate, charging it with the task of ensuring compliance with legislation and regulations and assessing<sup>7</sup> and promoting the quality of education and the associated financial administration, as specified in the following legislation:

- Education and Vocational Education Act (WEB);
- Education and Vocational Education Act in the Caribbean Netherlands (WEB BES);
- School Attendance Act 1969 (Leerplichtwet, LPW 1969).
- Miscellaneous Education, Culture and Science Subsidies Act (Wet overige OCW-subsidies).

### **1.3 Terms and definitions**

In this section we define a number of concepts that are important in supervision.

#### *Supervision*

The activities of the Inspectorate with respect to schools and inter-institutional partnerships, arising from the tasks set out in Article 3 of the WOT.

#### *School governing boards*

The competent authority consists of the executive section of the school governing board and the internal supervisory board. Although these functions are separate, collectively all parties ensure, each based on their own role and responsibility, that quality at their schools is guaranteed and that the financial administration meets the requirements. For the sake of clarity, when we refer to the school governing board we mean the competent authority as a whole.

#### *Statutory requirements*

Statutory requirements are general quality standards which are based in law and pertain to school governing boards. They relate to the quality of education (in a broad sense) and financial administration.

#### *Assuring quality*

Based on its duty to guarantee the quality of educational provision as set out in the relevant legislation pertaining to education, the Inspectorate is responsible for ensuring that schools comply with the relevant statutory requirements. This concerns what the educational programme and the school governing board are legally required to do. An educational programme that fails to comply with these regulations is not providing education of satisfactory quality. Inadequate quality of education and/or inadequate financial administration may lead to increased supervision and sanctions.

#### *Promoting quality*

As part of its duty to promote quality, the Inspectorate evaluates how the school governing board's own ambitions contribute to the quality of education (and to the continuous and sustained improvement of quality). In this way, the Inspectorate promotes quality at the level of the educational programme, the school governing board and the education system as a whole. Those ambitions relate to goals that are set by the school governing board or educational programme itself.

#### *Interventions*

All actions that we take on the basis of our role as supervisor are referred to as interventions. We define three categories in this regard:

- interventions that are based on our duty to guarantee quality: this concerns compliance with the law;
- interventions that are based on our duty to promote quality: these focus on the ambitions of the individual institution or programme;
- system-level interventions: ensuring that system-level issues are on the agenda.

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<sup>7</sup> We refer here to the task of the Inspectorate as referred to in Article 3, section 1,, subsection c of the Education Regulation Act (WOT).

### *System-level supervision*

We refer to the consideration of the functioning of the system as the reflective component of supervision, or system-level supervision.

## **1.4 Levels of supervision**

There are various levels in supervising the quality of education: the education system as a whole, individual school governing boards, and individual educational programmes.

### *The education system as a whole*

We focus on the functioning of the education system as a whole because the quality of the education system is more than just the sum of its constituent parts. Increasingly, issues transcend the scope of individual schools, educational programmes and school governing boards, and tackling them requires broader-based cooperation. We define the education system as all schools, institutions, school governing boards, school types and educational programmes. The Inspectorate looks at what is going well and where there are bottlenecks. We identify those bottlenecks, analyse them and ensure that they are prioritized, both nationwide and regionally. We refer to our supervision of the functioning of the education system as a whole as the 'reflective' component of supervision.<sup>8</sup> The *State of Education* report is an example of this type of supervision.

### *School governing boards*

School governing boards are responsible for ensuring that the education provided in their educational programmes is of satisfactory quality and that financial administration meets requirements. With respect to supervision, this means that we verify whether school governing boards have an adequate insight into quality and are providing adequate management in this area, so that they can guarantee that students are getting satisfactory quality in the educational programmes that they are participating in.

School governing boards are an important link: by maintaining quality in their educational programmes, they contribute to the functioning and quality of the education system as a whole. For example, in order to function independently in society, students must be equipped for success in the rest of their educational careers and in the labour market. The education system must ensure that students leave school with adequate literacy and numeracy skills, and with the necessary knowledge and skills. It is also important that every student has an equal opportunity to access suitable education: it should make no difference who their parents are, where they come from or which school they go to. It is also important that pupils and students develop as individuals; that their education contributes to their self-knowledge, their knowledge of the world they live in and their ability to make independent decisions. In this way, they will also learn to contribute to the cohesion of our society.

### *Educational programmes*

Together with the school governing board, the educational programmes strive to achieve quality goals and ambitions in the education of their students. We conduct our inspections with this programme-specific information in mind. The key questions regarding the quality of education are: are students learning enough? Are they receiving good teaching? And are they safe and secure?

## **1.5 Effectiveness and evaluation**

The present Inspection Framework takes effect on 1 August 2021 and was adopted on 24 June 2021. In accordance with Article 13, section 3 of the WOT, it has been published in the *Staatscourant* (9 July 2021), on the website of the Inspectorate of Education and on [www.wetten.nl](http://www.wetten.nl).

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<sup>8</sup> The Scientific Council for Government Policy (WRR) advocates the strengthening of the reflective component of supervision. The WRR would like to see supervision that periodically reflects on the developments, opportunities, risks and threats inside and outside the field that may influence its own functioning, prioritization and/or field of influence (WRR, 2013). The government supports the WRR's arguments for strengthening the reflective component of supervision and thus the feedback role of supervision (Cabinet response, September 2014).

The inspection framework has been established on the basis of Article 13 of the Education Regulation Act (WOT) and is a policy regulation as referred to in Article 1:3, section 4, of the General Administrative Law Act (AWB). The Minister of Education, Culture and Science uses this inspection framework to specify the working methods of the Inspectorate of Education with respect to its responsibilities and competences involving inspection. The inspection framework is also a legally interpretative policy regulation. The statutory requirements described in the assessment framework are based on a reasonable interpretation of the law and the regulations based thereupon.<sup>9</sup> Consultations have been held within the professional field regarding both the explanation of legal requirements and the working procedure, in accordance with Article 13, section 2 of the Education Regulation Act (WOT).

Ongoing supervisory interventions, including those carried out on the basis of the 2017 Inspection Framework or prior to 1 August 2021 as the result of specific inspections, remain valid. Articles of law that have not yet entered into force at the time of publication of this framework in the *Staatscourant* are shown in square brackets ([ ]).

We will evaluate the effects and effectiveness of the inspection framework before 1 January 2025. The new inspection framework remains subject to change at any time, either in whole or in part, on the basis of experiences of its application or wider political, societal, educational and policy developments. The period of validity for the 2021 inspection framework is, in principle, four years. The inspection framework is updated every year based on changes in legislation and regulations. The Inspectorate consults with the professional field periodically in order to gain insight into experiences and developments.

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<sup>9</sup>For example, the Annual Reporting Regulations for Education (RJO).

## 2. Vision and principles of supervision

### 2.1 Introduction

The Inspectorate supports better education for all students. We look at education in a broad sense, including both the education that is provided at school but also remote teaching and learning. The law stipulates the minimum requirements that education must achieve. The Inspectorate ensures that this basic standard of quality is being guaranteed by school governing boards: the boards guarantee the quality provided by educational programmes, while we in turn guarantee the quality of the work done by the school governing boards (administrative conduct). We do this by assessing the degree of insight they have into quality and the leadership that they provide with respect to quality, which is something that we expect from every school governing board. Where necessary, we can intensify our supervision of school governing boards. In addition, we encourage school governing boards and educational programmes to pursue their own specific ambitions and to achieve standards that go above and beyond the basic standard of quality that is required. The Inspectorate wishes to showcase what is going well in educational programmes, school governing boards, and across the education system as a whole. Therefore, we reflect on the functioning of the education system as a whole. In this chapter, we set out our vision of supervision (section 2.2). We then describe the principles that we apply when carrying out supervision (section 2.3).

### 2.2 Vision

Education fulfils an important role in our society. It guides pupils and students towards higher forms of education or towards the workplace, as employees or entrepreneurs. Education must also ensure that children learn how to become fully-fledged citizens and members of society. To enable every student to participate in the economy and to find employment, education must provide the knowledge and skills that are required. After all, it is through education that all students can flourish and achieve their full potential. In other words, the core functions of the Dutch education system relate to teaching (qualification), providing children with the skills to participate and contribute to society (socialization), and paving the way to further education and the labour market (allocation, including selection and equal opportunities).

#### *Vision and mission*

Everybody has the right to education that is of satisfactory quality. Every day, teachers, school governing boards and other professionals dedicate themselves to achieving this goal for their pupils and students. All those efforts contribute to the quality and proper functioning of the education system, so that all pupils and students can have a good education. Our mission of 'effective supervision for better education' reflects this. The aim of our supervisory activities is to assure and to promote the quality of education. We focus on the functioning of the system as a whole (promoting quality) and on school governing boards and their schools and educational programmes (assuring and promoting quality). School governing boards guarantee quality in their own educational programmes and the quality of education for the students who attend them. We adjust the intensity of our supervisory activities and follow-up supervision in line with the extent to which the governing board complies with the relevant statutory requirements and assures quality at its educational programmes.

All school governing boards, schools and educational programmes are part of the education system and thus contribute to the functioning of the system. We refer to the consideration of the functioning of the system as the

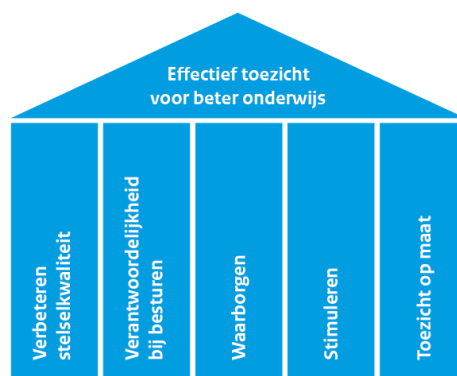


Figure 2.3a The principles of supervision

reflective component of supervision, or system-level supervision.<sup>10</sup> The strengthening of the role of supervision in this area is advocated by the Scientific Council for Government Policy (WRR) and is supported by the government.

## **2.3 The principles of supervision**

Our mission of 'effective supervision for better education' is based on five principles (see figure 2.3a). These principles are interrelated and reinforce one another. With respect to each individual principle, but particularly in relation to the coherence between them, supervision aims to help improve the quality of the education system. In addition, supervision reflects the responsibility that school governing boards have with respect to education; it involves monitoring basic quality requirements (quality assurance); and it aims to promote better education (promoting quality). We select the intensity of supervision for each school governing board individually (proportionality), and we take into account the organizational characteristics and circumstances of that governing board during our supervisory activities (tailored supervision). We will explain these principles in more detail below.

### *2.3.1 Improving the quality of the education system*

Educational programmes and school governing boards are part of the education system. That system also forms the broader context in which they do their work. By system-level quality, we mean the degree to which all school governing boards, schools and educational programmes, working with and alongside all the others, contribute to achieving the core functions of education for all pupils and students. Together, they ensure that these core functions of education – qualification, socialization and allocation, including selection and equal opportunities – are fulfilled successfully and in a balanced manner.

System-level supervision (promoting quality) and the supervision of school governing boards and educational programmes (promoting and assuring quality) are interlinked, and each has its own role in the system of supervision. School governing boards and educational programmes are separate objects of supervision. From the perspective of promoting quality and prioritizing issues, system-level supervision focuses primarily on cohesiveness: the efforts made by school governing boards, schools, educational programmes and inter-institutional partnerships as well as the other areas that play a role in achieving the core functions of education are important in this. We use the core functions of the education system to give substance to system-level supervision. This can lead to interventions aimed at promoting quality at the level of the system, school governing board and educational programme.

The functioning of the system therefore encompasses more than the sum of the results of the supervision of school governing boards, schools and educational programmes. This is why we also monitor developments at the system level – such as the extent to which all children enjoy equal opportunities in education, for instance. We identify both positive examples and bottlenecks and ensure these are prioritized; we also look at how we can improve the quality of the system in coordination with the educational field. Every year, we report on system-level quality in *The State of Education* report, a task that is specified in the Education Regulation Act (WOT). During school visits and inspections, we also initiate an open dialogue with school governing boards about how they are contributing to system-level quality through their educational programmes, without assigning judgements or appraisals. For educational programmes, we also focus on themes that affect the core functions through thematic school visits. We refer to all of these activities collectively as system-level supervision.

### *2.3.2 The responsibilities of the school governing board*

By school governing board, we mean the competent authority for one or more educational programmes. The competences of a school governing board include internal supervision. Because we hold school governing boards accountable for their responsibility for the quality of education in their educational programmes, we refer to this as board-level supervision. School governing boards guarantee quality in their own educational programmes and the quality of education for the students who attend them.

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<sup>10</sup> Netherlands Scientific Council for Government Policy (WRR) (2013). *Toezien op publieke belangen*. Towards a broader perspective on government supervision (no. 89). The Hague/Amsterdam: Amsterdam University Press.

School governing boards are responsible for ensuring that the education provided in their educational programmes is of satisfactory quality and that their financial administration meets requirements.

School governing boards also have a statutory duty to provide inclusive education. Essentially this means that the most inclusive form of education is provided for all students with specific educational needs.

We ensure that school governing boards carry out their duties (monitoring and promoting the basic standard of quality and continuity) adequately. If this is not the case, or it is not being done adequately, we initiate stricter supervision over the school governing board and educational programmes in question. This is part of our duty to guarantee quality. In addition to board-level supervision, we also visit and assess educational programmes when a school governing board has failed to achieve basic quality requirements. School governing boards also identify ambitions of their own that they wish to achieve, often including ambitions that affect the core functions of the education system. We review those ambitions as part of our role in promoting quality.

### *2.3.3 Assuring quality*

Society should be able to have confidence that pupils and students are receiving an adequate education. All the more so because education for pupils up to the age of 16 is compulsory and young people under the age of 23 are required to achieve a qualification.<sup>11</sup> The benchmark for the basic standard of quality is that educational programmes and school governing boards must comply with the statutory requirements that relate to quality of education, quality assurance and financial administration. We have included these requirements in the assessment framework for educational programmes and school governing boards (see chapters 4 and 5).

We hold school governing boards accountable for not achieving the basic quality requirements in their educational programmes. We prescribe one or more remedial actions to school governing boards that fail to achieve basic quality requirements adequately. In such cases, we also focus on the individual educational programmes involved. If one or more failures in relation to standards are detected, the educational programmes may receive an overall judgement of 'Unsatisfactory' or 'Very Weak' after the decision criteria have been applied. Where necessary, our supervisory activities will be intensified.

### *2.3.4 Promoting quality*

In addition to intervening in cases where things are not going well, we also promote the ongoing development of education and quality improvements. We do this at several levels. At the system level, we use inspection activities and data collection to monitor the core functions of education. If we identify risks in relation to those core functions, we ensure that these are prioritized, depending on how urgent they are. We identify important themes and highlight these in *The State of Education* and other thematic reports, for example. We thus point out opportunities for improvement at the system level, and thus aim to promote quality across the whole system. We bring the results and analyses of our inspection activities to the attention of various stakeholders in various ways, in order to raise awareness and come up with solutions to the problems identified. Sometimes it is important for stakeholders to discuss a theme together. We also bring our findings to the attention of school governing boards and educational programmes, and discuss ways of helping to resolve system-level bottlenecks with them through an open dialogue.

In addition to promoting improvements by highlighting where improvements could be made, we also do this by highlighting instances of good quality. We also look specifically at the quality achieved by educational programmes and school governing boards that go beyond basic quality requirements. In such cases, we award a 'Good' appraisal. This appraisal means that an educational programme or school governing board not only meets the statutory requirements but is also achieving additional ambitions that go above and beyond these. We consider whether the quality of education in an educational programme can be appraised as 'Good' at the request of the relevant school governing board. Finally, we include the ambitions of the school governing board (and whether these are being achieved) in our inspections and we strive to approach our inspection activities and deliver our findings in a way that is

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<sup>11</sup> Pupils who have not yet achieved a basic qualification are required to continue attending school until the age of 18, and young people under the age of 23 are required to achieve a qualification.

encouraging and constructive: we provide positive feedback and, in addition to pointing out what could or should be improved, we also mention what is already going well.

### *2.3.5 Proportionality and tailored supervision*

Educational programmes and school governing boards are all different. The quality that they deliver is different, and they may also be structured differently. Their development and the circumstances in which they operate can also be different. We seek to adapt our supervision to those differences: we determine the intensity of our supervision in proportion to the quality standards achieved by the school governing board. In addition, our inspection activities are tailored, taking into account the characteristics of the school governing board and the educational programmes concerned. In this way, we arrive at a reasoned judgement as effectively as possible, and we limit the burden that is associated with supervision.

Society expects educational programmes and school governing boards to meet basic quality requirements. One important purpose of supervision is to assess how effectively a school governing board is ensuring that basic quality requirements are met in its educational programmes. This relates to the quality of education, the way in which professionalism within the institution and the school governing board is assured, the extent to which statutory requirements are met, and whether the school's finances also meet requirements. The better a school governing board manages to monitor and promote quality in its educational programmes, the less intensive our supervision will be. In such cases, the emphasis is more on discussions regarding the school's ambitions and civic mission, and we ask the school governing board to report on changes and improvements in quality based on its own perspective. Where applicable, we will also ask the school governing board to report on what action is being taken to comply with remedial action orders.

In cases where a school governing board is less successful in achieving the required level of quality in its educational programmes, we intensify our supervision in a proportionate manner. This may mean conducting several inspections into the quality of education within a short period of time or involving several persons or bodies within or around the school governing board in an inspection.

As part of our duty to guarantee quality, we review the development and performance of a school governing board and its educational programmes every year. Based on supervision and quality data that we have previously gathered through monitoring, we continue to monitor the quality of the school governing board and the educational programmes. This is an important aspect of fulfilling our duty to guarantee quality.

When carrying out (proportionate) supervision, we adapt our inspection activities to the circumstances of the school governing board. This is known as tailored supervision. We describe how we apply proportionality and tailored supervision in more detail in chapter 7. That chapter is about our working methods.

## 3. System-level supervision

### 3.1 Introduction

Supervising the quality of education also means focusing on the context in which school governing boards and educational programmes carry out their work: the education system as a whole. We look at different parts of the system and the relationships between those parts in order to evaluate the quality and proper functioning of the system as a whole. This is how we address the reflective component of supervision: based on our statutory duty at the system level, we reflect on the quality of the education system as a whole. We use our findings to carry out interventions at the system, board and educational programme levels in order to promote improvements. In this chapter, we provide a framework that defines what we mean by system-level quality. That framework is based on the core functions of education.

In section 3.2, we first define what we mean by system-level quality and system-level supervision. We also indicate which statutory duties are important in this regard. Section 3.3 presents the framework for system-level quality.

### 3.2 System-level quality and system-level supervision

#### 3.2.1. *A system of education services*

In the Netherlands, the government is responsible for the organization and functioning of the system of education services. As a society, we want students to acquire the knowledge and skills that match their abilities and talents, so that they can contribute to society and to the labour market. Good education is essential if we want to ensure that all the core functions of education are achieved. In a multiform society, this is a necessity. One aspect of good education is that all students can develop to their full potential and enjoy equal opportunities. This means that our education system needs to function properly and that all pupils and students must benefit from the core functions of our education system: qualification, socialization and allocation, including selection and equal opportunities.

Within the system of education services, there is interdependence: some sectors of education are closely intertwined with others, as well as with other public services. Major societal problems affect educational institutions as well as bottlenecks at the institutional level, and this requires a broader system-level perspective.

In order to explain how the system works, we describe the quality of education as a whole on the basis of the core functions of education (see section 3.3). Both system-level quality and system-level supervision are based on the government's responsibility for the education system as a whole (Article 23 of the Constitution and Education Regulation Act (WOT), Article 3, section 1, subsection d; Article 4, section 4 and Article 8, section 1). This involves both the duty to promote quality and the reflective component of supervision.

We define system-level quality as the extent to which the entire system of school governing boards, educational programmes and other actors is successful in ensuring that the core functions of education – i.e. qualification, socialization and allocation, including selection and equal opportunities – are implemented successfully and in a balanced manner. These core functions represent the building blocks for defining quality in the education system.

#### 3.2.2. *System-level supervision*

Supervision is based on the interest that our society as a whole has in education: the public interest. Accordingly, our supervision focuses on specific opportunities and threats, specific areas of the system or specific groups of students. As a supervisor, we therefore need to know what is happening in the education sector and to reflect on that; and if something goes wrong, to inform the rest of society of this. System-level supervision can therefore be seen as focusing on the functioning and quality of the education system as a whole. Because this transcends the level of individual school governing boards, we

engage in activities that aim to promote system-level functioning and quality. We apply a cycle of observation (monitoring), analysis, identifying issues (prioritization) and intervening in a way that promotes improvement, and in doing so we supervise quality at the system level. The results of system-level supervision are important for society, parliament and the government, and they help us to carry out our supervisory activities in a way that is targeted and effective. System-level data thus shows us how the education system is performing as a whole and which problems school governing boards and educational programmes are facing. We raise these problems with educational programmes and school governing boards, and discuss how they intend to deal with them in an open dialogue.

We also monitor the quality of the system in conjunction with our inspection activities with respect to educational programmes and school governing boards. The information gathered is one of the sources used when we write our *State of Education* report, individual publications such as thematic reports, and undertake interventions to promote quality.

System-level supervision is based on the duties of the Inspectorate described in the Education Regulation Act (WOT). For example, the Inspectorate has a duty to report on the development of, and in particular the quality of, education and on the fulfilment of statutory tasks by educational institutions, inter-institutional partnerships and the Cooperative Organization for Vocational Education and Industry, and in particular the quality thereof (Article 3, section 1, subsection d, WOT).

Our experience in educational practice has taught us that this relates to another of the Inspectorate's duties: promoting the development of, and in particular the quality of, the education provided by and the governance of institutions referred to in the relevant education legislation (Article 3, section 1, subsection b, WOT).

The activities of the Inspectorate also aim in part to inform the relevant parties about the development of, and in particular of the quality of, education (Article 4, section 4, WOT). The law also stipulates that '[the] Inspectorate [...] reports upon request and on its own initiative to Our Minister regarding developments in, and in particular of the quality of, education and, on that basis, makes proposals that it deems to be in the interest of education' (Article 8, section 1, WOT).

Although system-level supervision is based on the WOT, it differs from the supervision of school governing boards and educational programmes. The supervision of school governing boards and educational programmes involves supervising compliance with education legislation and regulations. This is how we judge standards and, where necessary, issue remedial orders to promote improvements by school governing boards and educational programmes. In system-level supervision, by contrast, there are various ways in which we can point out and prioritize issues that affect the system as a whole and promote improvements<sup>12</sup>, but we cannot prescribe remedial action. After all, system-level supervision does not involve supervising compliance.

In chapter 2, we indicated that system-level supervision is related to the supervision of school governing boards and educational programmes, especially where this relates to their ambitions. Bottlenecks at the system level, as identified through thematic school visits for example, can play a role in promoting quality within the supervision of school governing boards and educational programmes.

### **3.3 Framework for system-level quality**

In order to monitor the quality of the system, we apply a framework. This framework describes the functioning and quality of the system in relation to the core functions of education. It provides a focus in order to assess the functioning of the system as a whole and the trends and bottlenecks at the system level. The framework indicates the themes that pertain to the activities that we carry out in the field of observation, analysis and prioritizing bottlenecks. In order to maintain and promote the quality of the education system, efforts are required from all those involved. In this respect, it helps to focus attention on what is important for students and for society, but also on what requires urgent action in the light of current developments and longer-term trends. For this reason, we formulate focus points to encourage

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<sup>12</sup> To describe the Inspectorate's duty to promote quality, the phrase that is consistently used is 'the development of, and in particular the quality of, education'. This wording includes both development and quality at the level of the education system, and at individual institutions. This formulation is also in line with the government's intention to provide better insight into the development of the quality of education at institutions in addition to providing a snapshot. Dutch House of Representatives, parliamentary year 2014-2015, 33862, no. 12.

the various actors to work together in addressing bottlenecks. Some examples of focus points: 'Digital literacy and numeracy skills for every student'; 'Equal opportunities to access a suitable curriculum for every student'; 'Students are equipped to contribute to society'; 'Students can succeed in secondary education and the labour market' and 'Students know themselves and their environment, and can make their own choices'. These are also subjects for discussion with school governing boards and involve the education provided by educational programmes.

We listed the core functions in the 'Framework for system-level quality' (see below). In the description, we identify three core functions: qualification, socialization and allocation, including selection and equal opportunities. Personal development is part of the core function of socialization. In addition to the three core functions, we also describe the requirements that must be met in order to address these core functions adequately. The description reflects the essence of the core function. In chapter 7, on working methods, we elaborate on how we carry out system-level supervision.

## FRAMEWORK FOR SYSTEM-LEVEL QUALITY

### **Core function: Qualification**

Education provides students with the knowledge, attitudes and skills that meet the needs of society and are appropriate to the needs of the labour market and the talents and abilities of students.

#### **Description**

The educational achievements and the level achieved by all students collectively are of an optimum level, across various groups and sectors. Part of this is that as many students as possible achieve the basic level of qualification. Educational achievement is consistent with the needs of society, meaning that every student will ultimately be able to function well in society. In comparison with (previous) trends, both national and international, there is stability or movement in the direction of the ambitions of society. The quality of the completion of education and examinations leads to relevant and reliable statements at the system level regarding the level of attainment and performance achieved by students. The quality of the curriculum includes knowledge, attitude and (digital) skills and is regularly evaluated in the light of current events and (international) scientific standards.

### **Core function: Socialization**

Education contributes to the acquisition of the social and civic skills necessary for proper participation in and a proper contribution to society.

#### **Description**

The knowledge, attitude and skills of students are consistent with the level that is required to function properly in a multiform society governed by a democratic state. This means social and civic skills, and the fundamental values<sup>i</sup> of a democratic state, which are necessary in order to participate successfully in it. In evaluating education's contribution to society, previous results achieved in the education system, international comparisons and substantive requirements are leading, as well as the needs and ambitions of society. A free and multiform society requires citizens who respect basic democratic rules and norms, who can form opinions independently, are willing to take responsibility and are equipped to deal with diversity. For younger MBO students, socialization is often of a different and broader nature than socialization among students who are already mature.

**Core function: Allocation, including selection and equal opportunities**

Students pursue an educational career that is consistent with their abilities and talents and with the labour requirements of society.

**Description**

Education ensures that students pursue an educational career that is appropriate for them and that they have an equal opportunity to take part in the level of education and educational specialization that suits them best and also corresponds to (regional) demand from the business community. Education ensures that students succeed in their (subsequent) education and obtain a qualification that enables them to find a suitable place in the labour market or to continue their education in a suitable way. School referral, the choice of educational programmes, the transition between schools and connections within (inclusive) education are effective and do not hinder students' advancement. In other words, education is equally accessible and available to all those students who belong there based on their abilities. In comparison with (previous) trends, both national and international, there is stability or movement in the direction of the ambitions of society.

**Requirements for fulfilling the core functions**

The education is resourced and organized in such a way that continuity can be ensured and it can contribute to the three core functions outlined above.

**Description**

Education is organized in such a way that it is able to fulfil the three core functions of the system by means of cooperation and a shared dynamic. Good governance and a proper vision of what needs to be achieved are important in this respect. Cooperation between institutions, in order to achieve inclusive education for example, also contributes to the quality of education for students. Resources and opportunities are deployed and utilized adequately. There are enough staff members, who are adequately equipped for the teaching duties they are required to carry out. The resources, organizational methods and staff are at an acceptable level in relation to (previous) trends, both national and international, or are moving in the direction of the ambitions of society.

## 4. Assessment framework for school governing boards

### 4.1 Introduction

In this chapter we describe the framework for assessing the governance provided by the competent authority. The competent authority consists of the executive section of the school governing board (meaning the executive board in MBO) and the internal supervisory board. Although these functions are separate, collectively all parties ensure, each based on their own role and responsibility, that quality in their educational programmes is guaranteed and that financial administration meets the relevant requirements. For the sake of clarity, when we refer to the school governing board, we mean the competent authority.

Our aim is to ascertain whether the school governing board is capable of guaranteeing the basic standard of quality in its educational programmes, improving quality further, and ensuring proper financial administration and continuity with respect to the future. We assess the quality of governance based on the applicable legislation and regulations (hereafter: statutory requirements) mentioned under the quality area of 'Governance, Quality Assurance and Ambition'. The interpretation of the core functions of the system by the school governing board (see chapter 3) also plays a role here. The judgement for this quality area indicates whether the school governing board is capable of guaranteeing and continuing to improve the quality of education in its educational programmes through its governance activities. Using this knowledge regarding the quality of governance, we are able to make decisions regarding (follow-up) supervision in a manner that is proportionate (see chapter 7).

In addition to the assessment framework that provides standards for governance, quality assurance and ambition at the level of the school governing board (GQA), there are also standards for Management, Quality Assurance and Ambition at the levels of school and educational programme (MQA). These standards are included in the assessment framework for educational programmes, and we describe these in chapter 5. We differentiate between school governing boards and educational programmes because the governance (of one or more educational programmes) by a school governing board and the management (of an educational programme) are different from one another. This distinction enables us to match our supervision better with the responsibilities and working methods of school governing boards and educational programmes. These levels are not at all separate from each other, however. The school governing board sets the parameters for quality and financial administration, within which educational programmes are free to give shape to their responsibility for managing quality at the programme level. Together, the school governing board and the educational programme ensure that the intended results are achieved with respect to the quality of education and financial quality.

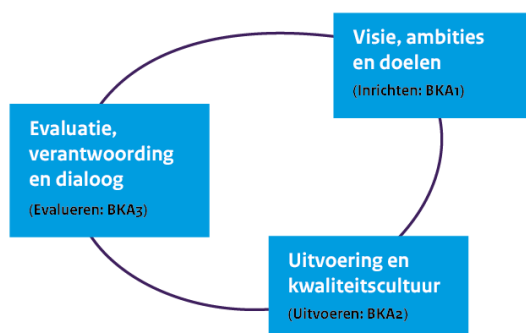


Figure 4.2a Structure of the quality area

In section 4.2, we explain how the assessment framework for school governing boards is structured. Subsequently, we describe the content of that assessment framework in section 4.3.

### 4.2 The structure of the framework

The core of the quality area of Governance, Quality Assurance and Ambition (GQA) is that the school governing board directs the governance of the quality of education in its educational programmes, ensuring proper organization and a quality culture. This ensures that students are able to learn and develop in a safe and secure environment. Financial administration – including financial

continuity, legal compliance and efficiency – is also an integral part of this. We view governance as a cyclical process. Together, the three standards of the assessment framework provide an insight into the quality cycle of the school governing board. If this quality cycle meets requirements, the school governing board is able to satisfy and guarantee the basic quality requirements, to improve education further and to ensure proper financial administration. In this way, the school governing board contributes to the core functions of the system. There is also a quality culture that is oriented towards progress: the current policy is monitored and adjusted on the basis of evaluation.

For the first standard (GQA1), we assess the way in which the school governing board organizes governance and sets parameters based on a vision for education that is elaborated in terms of ambitions and goals. This also affects the core functions of the system, as stated in chapter 3. Implementation is central in the second standard (GQA2): how does the school governing board achieve its vision, ambitions and goals and what kind of quality culture is apparent? Finally, in the third standard (GQA3), we examine how the school governing board evaluates and analyses, reports to third parties and to society, reflects on results and discusses those results. This leads to adjustments and the further development of the vision, ambitions and goals referred to in the first standard, thus completing the cycle of directing, implementing and evaluating. The quality culture is important to the effective management of this cycle (all the standards together). It is this which guarantees the quality of education.

### **4.3 Quality area and standards**

The assessment framework for school governing boards, the quality area of Governance, Quality Assurance and Ambition (GQA), is divided into three standards that include direction, implementation and evaluation. These standards are interrelated and together they constitute the system of quality assurance. This means that we consider these standards in conjunction with one another.

For each standard, we indicate what we mean by basic quality requirements and what the law requires from school governing boards (what school governing boards are obliged to do). We assume that school governing boards approach their work on the basis of a vision and an ambition. In addition to the ambitions that school governing boards must have in order to comply with statutory obligations, there are also ambitions that go beyond the basic quality requirements. We refer to these as additional ambitions. We also discuss these ambitions with school governing boards. A 'Good' appraisal can be assigned with respect to those ambitions. In this way, our supervisory activities promote quality improvements. In the assessment framework, this manifests itself in the form of questions regarding the achievement of the additional ambitions of the school governing board. Through their ambitions, school governing boards contribute to the core functions of the education system.

## **QUALITY AREA OF GOVERNANCE, QUALITY ASSURANCE AND AMBITION (GQA)**

### **GQA1. Vision, ambitions and goals**

The school governing board has a vision of quality, has identified ambitions and goals in relation to that vision, and seeks to achieve those.

#### **Basic standard of quality**

The school governing board has a vision for good education and the associated governance. That vision has been interpreted appropriately and in concrete terms in the form of ambitions, goals and the associated policy. These make it possible to monitor quality, the results achieved by education and the associated requirements. To this end, a system of quality assurance has been established that enables the school governing board to guarantee the basic quality requirements for education.

The goals relate to compliance with statutory requirements, at minimum, including the statutory requirements that relate to the curriculum, the didactic process and the way in which education is completed with the relevant final examinations and/or qualifications. The vision, ambitions and goals also address the implications of previous results of evaluation and the results of internal and external dialogue.

## QUALITY AREA OF GOVERNANCE, QUALITY ASSURANCE AND AMBITION (GQA)

The school governing board works with the educational programmes to ensure that the vision, ambitions, goals and policy lead to improvements in the education that students receive. The educational programmes, in turn, formulate goals that match the needs of students with respect to their progress through the education system.

The school governing board defines the requirements that must be met in order to achieve those goals, including the allocation and administration of (financial) resources, in order to guarantee the quality of the teaching-learning process, appropriate qualifications for students, the atmosphere in the school and the results. To this end, the school governing board sets a multi-annual budget that clarifies the relationship with policy and the goals. In order to achieve (financial) quality, an effective division of responsibilities between the internal supervisory board, the school governing board and the educational programmes has been agreed upon, based on the applicable legislation and regulations.

### Additional ambitions

- Are there additional ambitions with respect to the vision and goals, and if so how are these achieved?

### Statutory requirements

- Article 1.3.6, section 1, WEB: The school governing board establishes a system of quality assurance and uses this to evaluate education; it includes measures and instruments to ensure that staff maintain their skills and competences.
- Article 2.2.1, sections 3 and 4, WEB: The school governing board spends the government funding lawfully, to cover operating expenses and accommodation expenses.
- Article 2.5.3 WEB: The school governing board draws up an annual financial report. The annual financial report must show that the government funding is being used lawfully and efficiently.
- Article 2.5.4, WEB and Article 4, section 4, RJO: Every year, the school governing board prepares a management report which includes the results of the financial policy and a section on financial continuity.
- Article 9.1.4, section 3, subsection e, WEB: The internal supervisory board ensures that the school governing board spends and uses funds efficiently and lawfully.
- Article 9.1.7, WEB: Management regulations have been drawn up which, at minimum, stipulate the internal organization and the division of competences.
- RJO, in conjunction with Article 2.5.3, WEB: The manner in which the school governing board reports on its financial administration is consistent with the regulations set out in the RJO.

### GQA2. Implementation and quality culture

The school governing board, together with the educational programmes, achieves the goals relating to quality, promotes a quality culture, sets parameters and makes interim adjustments where necessary.

#### Basic standard of quality

As part of its system of quality assurance, the school governing board implements the vision and goals pertaining to the quality of education with the educational programmes in an effective manner. There is an honest and transparent quality culture which contributes to the goals that have been set.

The school governing board promotes a quality culture that focuses on cooperation, learning and improvement, so that the goals and ambitions can be achieved. The school governing board ensures that educational leadership is firmly anchored in the organization across all levels. The school governing board also encourages managers and teams to work together on their professionalism in relation to the relevant competence requirements, and seeks to instil a culture of improvement.

Within that quality culture, the school governing board carries out quality assurance that focuses on the quality of education, and compliance with statutory regulations. The school governing board encourages and ensures that implementation is consistent with policy, so that the goals identified are

## QUALITY AREA OF GOVERNANCE, QUALITY ASSURANCE AND AMBITION (GQA)

achieved. The school governing board monitors the implementation of the policy and the intended improvements and makes interim adjustments where necessary.

The (financial) resources available contribute to the achievement of the objectives set by the school governing board and are used efficiently and lawfully. Monitoring this is part of the remit of the internal supervisory board. The school governing board focuses on an effective financial administration, such that the continuity of education is guaranteed and funding is acquired lawfully.

The internal supervisory board performs its duties independently and correctly and is facilitated in this by the executive section of the school governing board. The school governing board ensures proper employee participation and operates in accordance with the Good Governance Code in the MBO Sector or provides accountability regarding its approach to this code in an annual report<sup>13</sup>. The school governing board also establishes the examination committee and appoints its members. Finally, the school governing board ensures the effective processing of internal and external signals and complaints.

### Additional ambitions

- Are there additional ambitions with respect to implementation and quality culture, and if so how are these achieved?

### Statutory requirements

- Article 1.3.6 WEB: The school governing board establishes a system of quality assurance, uses this to evaluate education, and regularly publishes its policy in light of its evaluation of the quality of education.
- Article 1.3.6, section 1, in conjunction with Article 4.2.1, WEB: The school governing board provides qualified staff and enables them to maintain their competences.
- Article 1.3.6a, WEB: The school governing board sets staffing policy, insofar as this concerns ongoing quality assurance with respect to teaching staff.
- Article 2.2.1, sections 3 and 4, WEB: The school governing board spends the government funding lawfully, to cover operating expenses and accommodation expenses.
- Article 2.5.3, section 2, WEB: The annual accounts must show that the funding has been used efficiently and lawfully.
- Article 2.5.4, section 1, WEB: The school governing board acts in accordance with the Good Governance Code for the sector and, by means of its management report, enables accountability with respect to its handling of this code.
- Article 2.8.3 WEB: The school governing board manages the resources of the institution in such a way that the appropriate functioning and continuity of the institution is assured.
- Article 4, section 4, RJO: The school governing board includes a continuity section in the annual report.
- Article 4.1.3, WEB: The school governing board draws up a professional statute to promote professionalism among staff, in agreement with the relevant professional organizations.
- Article 4.1a.1, section 4, WEB: The school governing board makes agreements with teaching staff regarding the way in which teachers can participate in governance, taking into account the prevailing standards in the profession.
- Article 7.4.5, WEB: The school governing board ensures that there is an examination board which meets the requirements of the institution.
- Article 7.4.5, section 3, WEB: The school governing board guarantees that the Examination Board can function properly and independently.
- Article 7.4.8a, WEB: The school governing board has a public complaints procedure that provides for the proper handling of complaints.
- Article 9.1.4, section 1, in conjunction with Article 9.1.8, WEB: There is a (functional) separation between the executive section of the school governing board and the internal supervisory board.

<sup>13</sup> According to Article 1, subsection c, RJO: the entirety of the reporting documents consisting of the annual accounts, the management report and the other information referred to in Article 392, Title 9, Book 2 of the Dutch Civil Code.

## QUALITY AREA OF GOVERNANCE, QUALITY ASSURANCE AND AMBITION (GQA)

- Article 9.1.4, section 2, WEB: There may be no conflicts of interest within the supervisory board and the executive section of the school governing board.
- Article 9.1.4, section 3, WEB: The internal supervisory board supervises the implementation of the tasks and competences of the executive section of the school governing board and assists the executive section of the school governing board by providing advice; these tasks are, at minimum, its statutory tasks.
- Article 9.1.4, section 4, WEB: The executive section of the school governing board provides the supervisory board with independent administrative support.
- Article 9.1.4, section 5, WEB: The supervisory board must be able to carry out proper and independent supervision on the basis of its duties, composition and competences.
- Article 9.1.7, WEB: Management regulations have been drawn up which, at minimum, stipulate the internal organization and the division of competences.
- Article 8a.1.4, WEB: The school governing board ensures that full, well-functioning and effective employee participation can take place within the institution, such that the requirements specified by law are met in all cases.

### GQA3. Evaluation, accountability and dialogue

The school governing board systematically evaluates and analyses whether it is achieving the goals and reports on this. Where necessary, it adjusts policy and involves internal and external stakeholders through a proper process of dialogue.

#### Basic standard of quality

As part of its system of quality assurance, the school governing board evaluates and assesses the extent to which the ambitions, goals and policy are being achieved. In this way, the school governing board gains an insight into the quality being provided, the results of education for students, and the financial situation. The school governing board actively involves internal and independent experts and stakeholders and uses the information they provide in its evaluation and assessment of its policy and the quality of education. Based on its evaluation, the school governing board responds to potential opportunities and threats in a timely manner, sets policy (regarding improvements) where necessary, and takes appropriate measures to guarantee the quality of education in its educational programmes.

The school governing board enables accountability by providing accurate, up-to-date and publicly accessible information about the quality achieved. At least once a year, it reports to its internal and external stakeholders regarding its goals and the results achieved at its educational programmes. The information provided through the annual report is reliable and (the content of) the annual report meets the statutory requirements.

The school governing board is, in all cases, responsible for the curriculum, the didactic process, the approach to final examinations and qualifications, and financial administration. The reflection on the results of the evaluation provides all levels of the organization, the internal supervisory board and the participation council, with an adequate insight into the effectiveness of governance and implementation. The school governing board analyses and assesses the results of evaluation and accountability. The school governing board then takes account of these where necessary, in order to modify the ambitions, goals and improvement goals and policy or formulate new ambitions, so that the results of the dialogue contribute to the development and improvement of education and the way in which it is managed. The school governing board also ensures that there is a dialogue on this that involves internal and external stakeholders, and that at least students, staff, the regional business community and the internal supervisor are involved in it. The school governing board also actively works with other parties on goals that go beyond governance and also relate to core functions.

#### Additional ambitions

- Are there additional ambitions with respect to evaluation, accountability and dialogue, and if so how are these achieved?

#### Statutory requirements

## QUALITY AREA OF GOVERNANCE, QUALITY ASSURANCE AND AMBITION (GQA)

- Article 1.3.6, section 1, WEB: In assessing the quality of education, the school governing board takes into account the opinion of students in all cases, and also involves independent experts and stakeholders.
- Article 1.3.6, section 2, WEB: The school governing board regularly publishes an assessment report on the results of the assessment referred to in section 1, and of the proposed policy in the light of the results.
- Article 1.3.6, section 2, WEB: The report on the quality of examinations is published annually.
- Article 2.5.3, WEB: The school governing board draws up an annual financial report.
- Article 2.5.3, section 5, WEB: The school governing board publishes the annual report. Further regulations regarding the manner and time of publication of the annual report may be specified by ministerial ruling.
- Article 2.5.4, section 1, WEB: The school governing board accounts for any deviations from the Good Governance Code for the sector in its management report.
- Article 2.5.4, WEB and Article 1 and Article 3, subsection f, RJO: The school governing board updates internal and external stakeholders every year regarding policy intentions, policy implementation and the results of the policy implemented.
- Article 2.5.4, WEB and Article 4, section 4, RJO: The school governing board produces a management report every year which includes the results of financial policy as well as a report on the future development of education.
- Article 8a.2.1, section 3, WEB: The student council is provided with all the necessary information by the school governing board in a timely manner in order that it can fulfil its duties.
- Article 8a.2.2, section 3, WEB: The school governing board requires the prior consent of the student council with respect to certain matters.
- Article 8a.2.2, section 4, WEB: The school governing board must give the student council the opportunity to advise in advance on decisions regarding certain matters.
- Article 9.1.4, section 8, WEB: The supervisory board consults with the student council and the works council at least twice a year.
- RJO, in conjunction with Article 2.5.3, WEB: The manner in which the school governing board reports on its financial administration is consistent with the regulations set out in the RJO.

# 5. Assessment framework for educational programmes

## 5.1 Introduction

In the previous chapter we described the framework for assessing governance by the school governing board. In this chapter, we will describe the assessment framework used to assess quality of educational programmes. These two frameworks are closely related. The school governing board sets the parameters for quality and financial administration, within which educational programmes are free to give shape to their responsibility for managing quality. In addition to standards for management and quality, this assessment framework also includes standards for the teaching-learning process, the atmosphere at the school and the learning outcomes. The standards relating to Management, Quality Assurance and Ambition at the programme level (MQA) are related to those for Governance, Quality Assurance and Ambition at the level of the school governing board (GQA), and they focus on the statutory requirements at the level of the educational programme.

We use the assessment framework for educational programmes when carrying out inspections at the programme level.

We describe the structure of the framework in section 5.2. Subsequently, the assessment framework for the programme level is included in section 5.3. In the last section, 5.4, we discuss the additional statutory requirements that are not linked to a specific standard.

## 5.2 The structure of the framework

In the assessment framework for senior secondary vocational education at the programme level, we distinguish five quality areas: Teaching-Learning Process; Secure Environment and Atmosphere; Completion of Education; Learning Outcomes; and Management, Quality Assurance and Ambition. The assessment framework provides answers to the three basic questions about education for students: are they getting a good education? (Teaching-Learning Process); do they feel safe? (Secure Environment and Atmosphere); and are they learning enough? (Learning Outcomes). In addition, we look at the steps taken to assure qualifications (Completion of Education) and the way in which quality improvement is managed (Management, Quality Assurance and Ambition). These are important aspects in the quality and development of students’ education. In assessing the quality of education, we assess the overall level of attainment of the educational programmes in these five areas. The Inspectorate assesses financial management at the level of the school governing board.

The assessment framework for MBO is structured as follows:<sup>14</sup>

QUALITY AREAS AND STANDARDS, MBO, PROGRAMME LEVEL	
<b>TLP TEACHING-LEARNING PROCESS</b>	
TLP1	Curriculum
TLP2	Developmental Support and Supervision
TLP3	Teaching Strategies
TLP5	Practical vocational training:
<b>SEA SECURE ENVIRONMENT AND ATMOSPHERE</b>	
SEA1	Safety and Security
SEA2	Atmosphere at the School

<sup>14</sup> Wherever possible, the assessment frameworks for all sectors are identical. The same two-letter codes for the quality areas are used in all of them. The numbering schemes for the standards do not always match, however, since the sectors differ in their manner of compliance in each quality area and so the number of applicable standards in an area may also differ between them.

<b>QUALITY AREAS AND STANDARDS, MBO, PROGRAMME LEVEL</b>	
<b>CE COMPLETION OF EDUCATION</b>	
CE1	Assurance of Certification
CE2	Completion
<b>LO LEARNING OUTCOMES</b>	
LO1	Academic Success
LO3	Subsequent Success
<b>MQA MANAGEMENT, QUALITY ASSURANCE AND AMBITION</b>	
MQA1	Vision, Ambitions and Goals
MQA2	Implementation and Quality Culture
MQA3	Evaluation, Accountability and Dialogue

### 5.3 Quality areas and standards<sup>i</sup>

Each quality area in the programme-level assessment framework comprises a number of standards, of which there are thirteen in total. With respect to each standard, we indicate what is meant by the basic standard of quality (which requirements does the educational programme have to meet?).<sup>15</sup> To substantiate the requirements for the basic standard of quality, we indicate the statutory requirements that apply for each standard. We also refer to the legal requirements as statutory requirements.

In practice, educational programmes have ambitions that involve achieving the basic standard of quality. However, educational programmes often go beyond this. As well as ambitions that relate to the basic standard of quality, educational programmes may also have ambitions that go beyond that level, which they have formulated with the school governing board. We discuss all these ambitions with the educational programmes. A 'Good' appraisal can be assigned with respect to those ambitions. In this way, our supervision promotes continuous improvement. In the assessment framework, this manifests itself in the form of questions regarding the achievement of the additional ambitions.

Through these ambitions, both those that involve the basic standard of quality and those that go beyond that, educational programmes and their school governing boards contribute to the quality of the core functions of the education system.

<b>QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)</b>
<p><b>TLP1. Curriculum</b></p> <p>The curriculum provided prepares students for professional practice, and for subsequent participation in education and society.</p>
<p><b>Basic standard of quality</b></p> <p>The educational programme prepares students for professional practice, subsequent education and participation in a democratic society. It is based on a broad curriculum that reflects the qualification file, which also includes practical vocational training, elective components and any relevant statutory professional requirements, as well as the educational and training objectives that the educational programme formulates itself. The curriculum also aims to develop generic competencies, including those relating to career and citizenship. The curriculum has a coherent assessment and examination procedure, on the basis of which the educational programme culminates in graduation and a final qualification. By curriculum, we refer to the content of all lessons, including lessons provided digitally or online.</p>

<sup>15</sup> We have paraphrased the statutory requirements. Please refer to the legal articles mentioned for the full legislative texts.

## QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

The curriculum provided is geared to the student population and the level of the relevant qualification file, and is consistent with the students' learning needs. The educational programme has also ensured that the curriculum is distributed evenly and coherently across the years that make up the programme.

Students are informed of the structure and goals of the educational programme in good time.

### Additional ambitions

- Are there additional ambitions with respect to the education provided, and if so how are these achieved?

### Statutory requirements

- Article 1.2.1, section 2, WEB: Vocational education promotes the general training and personal development of students and contributes to their ability to function in society.
- Article 7.1.2, section 2, WEB: Vocational training is an educational pathway that has been designed for students in accordance with the requirements of Chapter 7, Title 2, and that is aimed at achieving a vocational education qualification as well as the completion of one or more associated elective components, as proof of which a diploma is awarded.
- Article 7.2.4a, WEB: The school governing board determines the duration of the educational programme with due observance of the established rules.
- Article 7.2.6, section 2, WEB: Where statutory professional requirements have been established for vocational education, students are given the opportunity to meet the relevant requirements.
- Article 7.2.7, section 5, WEB: The curriculum comprises all educational activities aimed at achieving the educational and training objectives of the educational programme; the student participates in these under the responsibility and supervision of the school governing board; the curriculum consists exclusively of a sufficient number of supervised teaching hours and practical vocational training.
- Article 7.2.7, section 1, WEB: Vocational programmes are structured in such a way that students can achieve the qualification and complete the associated elective components within the number of study hours specified, and that the curriculum is balanced and includes a sufficient number of supervised teaching hours and practical vocational training hours.
- Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum and examinations.
- Article 7.4.8, section 2, WEB: Students are informed in a timely manner of the curriculum, examinations and the support available for disabled students who require extra support.

### TLP2. Developmental Support and Supervision

The educational programme ensures appropriate admission and placement procedures. The educational programme monitors the progress and development of the students and offers appropriate guidance and extra support where necessary.

### Basic standard of quality

Prior to registration, students are provided with the information they need to be able to choose a suitable educational programme. The school governing board determines other rules regarding the admission procedure.

Provided they register in time, students are entitled to advice regarding their choice of studies. To this end, the educational programme consults with the educational institutions attended previously, where appropriate.

Structured and careful supervision is provided regarding progress throughout the student's time at the school. The needs of the student, in combination with the required progress, are the focus in this. The educational programme demonstrates that it is aware of the need to promote equal opportunities.

Support is offered for students with special educational needs and the educational programme informs students (and parents) fully and in a timely manner about the options for extra support.

## QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

### Additional ambitions

- Are there additional ambitions with respect to developmental support and supervision, and if so how are these achieved?

### Statutory requirements

- Article 1.3.5, subsection a, WEB: Institutions contribute to the accessibility of education, especially for underprivileged groups.
- Article 1.3.5, subsection b, WEB: Institutions ensure that effective learning pathways are provided and, to that end, coordinate with respect to general secondary adult education programmes and vocational programmes in particular.
- Article 6.1.3a, section 1, WEB: The school governing board provides prospective students with the information they need to be able to choose a suitable educational programme.
- Article 7.1.2, section 2, WEB: A programme of vocational education is an educational pathway that has been designed for students and is aimed at achieving a vocational education qualification as well as the completion of one or more associated elective components.
- [Article 7.1.5, WEB: The school governing board reports to parents and guardians regarding the students' progress and development, or to the students themselves once they have reached the age of majority and are legally able to make their own decisions.]
- Article 7.2.7, section 1, WEB: The school governing board is responsible for ensuring that programmes of vocational education are structured in such a way that students can achieve the qualification and complete the associated elective components within the number of study hours specified.
- Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum and examinations.
- Article 7.4.8, section 2, WEB: The institution is required to inform students of the support facilities available for disabled students and students who need extra support.
- Article 8.0.4, WEB: Students who register by 1 April or earlier and participate in intake activities are entitled to advice regarding their choice of studies.
- Article 8.0.4, section 5, WEB: The school governing board sets further rules with regard to the intake activities organized by the institution.
- Article 8.1.3, WEB: The school governing board makes written agreements with students regarding additional support required due to a disability or chronic illness. These agreements are to be evaluated annually.
- Article 8.1.3, subsection g, WEB, in conjunction with Article 1.3.5, subsection a, WEB: Support is made available for disabled students and VAVO students.
- Article 8.1.3, section 2, subsection g, WEB: When a disabled student is placed, the support to be provided is included in the education agreement.
- Article 8.1.7a, section 4, WEB: The school governing board sets a policy with regard to the binding study recommendation, with due observance of sections 1, 2 and 3.

### TLP3. Teaching Strategies

The teaching strategy employed by the teaching team enables students to learn and develop.

### Basic standard of quality

The teaching strategy of the team demonstrates a shared vision or principles.

The teaching team ensures that effective learning situations are provided. The team adapts instructions, supervision, assignments and planned teaching time to the learning needs of groups and individual students. This focuses on both (educational) support and providing challenges, depending on the learning needs of groups and individual students.

The team plans and structures its actions using the information available to it about students. It makes didactic choices, ensuring that the level and complexity of the education provided corresponds with the associated qualification file. The team also strikes an appropriate balance between learning through practical vocational training and learning within the institution. The team creates an inspiring learning environment that is suitable at the pedagogical and didactic levels and ensures that students

## QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

are actively involved and engaged. By assigning appropriate tasks and providing clear explanations, the team ensures that the students are able to assimilate the material presented. The team has positive expectations of students and gives them targeted feedback on their learning process.

### Additional ambitions

- Are there additional ambitions with respect to teaching strategies, and if so how are these achieved?

### Statutory requirements

- Article 7.1.2, section 2, WEB: A programme of vocational education is an educational pathway that has been designed for students and is aimed at achieving a vocational education qualification as well as the completion of one or more associated elective components.
- Article 7.2.7, section 1, in conjunction with Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum, and ensures that the curriculum is structured in a balanced way so that students are able to achieve the relevant qualification within the allotted study duration.
- Article 7.2.7, section 5, WEB: The curriculum comprises all educational activities aimed at achieving the educational and training objectives of the educational programme. The student participates in the curriculum under the responsibility and supervision of the board. This curriculum consists exclusively of supervised teaching hours and vocational practice.
- Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum and examinations.

### TLP5. Practical vocational training:

Practical vocational training is prepared, implemented and supervised effectively.

### Basic standard of quality

The educational programme makes agreements with the student regarding which learning activities the student will practise in the context of practical vocational training and how these will help the student to develop the required skills and competences.

The educational programme helps the student to choose and prepare for a vocational training placement and draws up the required practical training agreement together with the student and the host organization. The content, scope, period and organization of the practical vocational training are described in the practical training agreement.

The educational programme ensures that the host organization supervises the student in the agreed manner. The educational programme is aware of the student's performance in the vocational training placement and makes adjustments if necessary.

The educational programme also assesses whether the student has completed the practical vocational training satisfactorily.

The institution ensures recognized and adequate internships/vocational training placements.

### Additional ambitions

- Are there additional ambitions with respect to practical vocational training, and if so how are these achieved?

### Statutory requirements

- Article 7.1.2, section 2, in conjunction with Article 7.2.8, section 2, subsection c, WEB: Part of the educational programme takes place in professional practice.
- Article 7.2.7, section 1, in conjunction with Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum, and ensures that the programme is structured in a balanced way so that students are able to achieve the relevant qualification within the allotted study duration.

## QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

- Article 7.2.8, section 2, WEB: The practical vocational training is provided on the basis of an agreement signed by the student, the institution and the host organization, in which the rights and responsibilities of the parties are set out and which includes the legally prescribed subjects, at minimum.
- Article 7.2.8, section 3, WEB: The company or organization that provides the practical vocational training is responsible for supervising students within the organization. The school governing board evaluates whether the student has completed the practical vocational training satisfactorily.
- Article 7.2.9, section 1, WEB: The board of the institution is responsible for the availability of a vocational training placement and for drafting the agreement referred to in Article 7.2.8.
- Article 7.2.9, section 2, WEB: In consultation with the Cooperative Organization for Vocational Education and Business (SBB), the school governing board proposes an adequate replacement facility if circumstances prevent the practical vocational training from taking place in a satisfactory manner.
- Article 7.2.10 WEB: The school governing board ensures that internships/vocational training placements comply with the accreditation for host organizations by the relevant educational programme, issued by the Cooperative Organization for Vocational Education and Business (SBB).

## QUALITY AREA: SECURE ENVIRONMENT AND ATMOSPHERE (SEA)

### SEA1. Safety and Security

The educational programme provides a safe and secure environment for students.

#### Basic standard of quality

The educational programme provides a safe and secure learning and working environment for students. The teaching-learning process includes attention for civic education and essential citizenship skills. The programme provides safety in the event of incidents and ensures physical safety. The educational programme is expected to take account of the (perceived) physical and social safety of students, to implement a policy in this regard, and to take effective action in response to any signals that threaten social and/or physical safety, so that the students can benefit from the education provided.

The educational programme applies the reporting code for domestic violence and child abuse. The programme also fulfils its obligations regarding reporting and consultation involving sexual misconduct.

#### Additional ambitions

- Are there additional ambitions with respect to safety and security, and if so how are these achieved?

#### Statutory requirements

- Article 1.3.6, WEB: The institution must establish a system of quality assurance and evaluate this, taking into account the opinions of the students.
- Article 1.3.8, WEB: The school governing board adheres to its statutory obligations with regard to reporting and investigating cases of sexual misconduct, and reporting these to the relevant authorities if there is a reasonable suspicion that a sex crime has been committed. The school governing board contacts the confidential inspector immediately in such cases.
- Article 1.3.9, WEB: The school governing board establishes a reporting code for staff that specifies how signals of domestic violence or child abuse are to be handled. In addition, the school governing board must promote awareness of and the use of the reporting code.
- Article 7.4.8, section 1, in conjunction with Article 7.2.7, sections 5 and 6, WEB: The school board is responsible for the quality of its curriculum. Supervised planned teaching time takes place under the supervision of and with the active involvement of teaching staff.

## QUALITY AREA: SECURE ENVIRONMENT AND ATMOSPHERE (SEA)

- Article 8a.2.2, section 3, subsection k, WEB: The student council has the right of consent with regard to proposed decisions by the board with respect to rules in the field of safety, health and well-being of students.

### SEA2. Atmosphere at the School

In its thinking and actions, the educational programme embodies the fundamental values of a democratic constitutional state.

#### Basic standard of quality

In their thoughts and actions, staff embody the fundamental values of a democratic constitutional state.

The conduct of staff in the educational programme provides an example that students can emulate: staff members visibly embody the fundamental values referred to. The staff of the educational programme also identify and correct statements by pupils that conflict with these fundamental values.

#### Additional ambitions

- Are there additional ambitions with respect to the atmosphere at the school, and if so how are these achieved?

#### Statutory requirements

- Article 7.1.2, section 2, WEB: A programme of vocational education is an educational pathway that has been designed for students and is aimed at achieving a vocational education qualification as well as the completion of one or more associated elective components, including generic requirements with respect to citizenship.
- Article 7.2.7, sections 5 and 6, WEB: The curriculum is composed exclusively of supervised planned teaching time and practical vocational training, under the supervision of the school governing board and with the active involvement of teaching staff.
- Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum and examinations.

## QUALITY AREA: COMPLETION OF EDUCATION (CE)

### CE1. Assurance of Certification

The Examination Board ensures that appropriate qualifications are achieved.

#### Basic standard of quality

The school governing board is responsible for guaranteeing that the Examination Board operates in an independent and expert manner.

The Examination Board establishes, in an objective and professional manner, whether students have met the requirements set in order to obtain a diploma or certificate. It monitors and analyses the quality of the processes that are part of this. It thus assures the level, complexity and content of the level of attainment of students, relative to the requirements for the relevant qualification or certification.

The Examination Board assures the expertise of those involved in all phases of examination and certification.

The Examination Board reviews its own working methods and quality standards with respect to assuring examinations, qualifications and certification for the educational programmes that it is

## QUALITY AREA: COMPLETION OF EDUCATION (CE)

responsible for, on a periodical basis. It interprets the results of this process, and acts on them. It may involve independent experts in this process. In some cases, improvement measures are taken and their implementation is monitored. An annual report is produced on this.

The Examination Board issues institutional certificates based on reasoned arguments. It also grants exemptions for examination components based on reasoned arguments.

### Additional ambitions

- Are there additional ambitions with respect to the assurance of certification, and if so how are these achieved?

### Statutory requirements

The two standards in the field of certification and the completion of education, and the associated standards in this assessment framework, correspond to the standards and benchmarks set out in the MBO Regulations on Quality Standards in Examinations 2021.<sup>16</sup>

### CE2. Completion of Education

The educational programme<sup>17</sup> ensures that the student has met the requirements for the diploma, certificate or an institutional certificate.

### Basic standard of quality

The construction and design of the completion of education meet the relevant quality requirements for reliable certification and certification. This corresponds to the team's vision for education. Methods of examination are geared to the qualification requirements regarding certification. This includes elective components and the requirements for generic examination components.

Methods of examination are valid and reliable, and ensure that the student meets the requirements for a diploma or certification. The conditions under which examinations are completed and assessed are equivalent for all students. The educational programme involves professional practice in the examination. The educational programme assesses the evidence submitted for the purpose of the examination independently and expertly. Together, this evidence demonstrates an appropriate balance between the required knowledge, attitude and skills, with some components being examined in a context of real-life professional practice. Based on that evidence, the educational programme determines whether a student has achieved the qualification requirements to an adequate extent.

The student is informed of the qualification requirements and the requirements that the educational programme sets for examination and certification in a full and timely manner. This information is transparent and clear to all those involved.

### Additional ambitions

- Are there additional ambitions with respect to the assurance of certification, and if so how are these achieved?

### Statutory requirements

The two standards in the field of certification and the completion of education, and the associated standards in this assessment framework, correspond to the standards and benchmarks set out in the MBO Regulations on Quality Standards in Examinations 2021.

## QUALITY AREA: LEARNING OUTCOMES (LO)

### LO1. Academic Success

<sup>16</sup>These regulations are expected to take effect on 1 August 2021.

<sup>17</sup> When we say educational programme, we also mean team.

## QUALITY AREA: LEARNING OUTCOMES (LO)

The students of the institution achieve learning outcomes that are at least in line with the established benchmark or higher.<sup>18</sup>

### Basic standard of quality

Learning outcomes over the past three years show that the educational programme is providing students with sufficient opportunity to obtain a diploma at the desired level. The educational programme ensures that students make a successful start and complete their studies within the allotted study duration. The results also show that they progress to higher levels of education.

### Additional ambitions

- Are there additional ambitions with respect to learning outcomes, and if so how are these achieved?

### Statutory requirements

- Article 1.3.6, in conjunction with Article 1.3.5 subsection b, WEB: Institutions must ensure that students are offered effective learning pathways by, for example, ensuring that the educational programme is aligned with previous education and subsequent education.
- Article 7.4.8, section 1, WEB in conjunction with Article 7.2.7, section 1, WEB: The school governing board is responsible for ensuring that programmes of vocational education are structured in such a way that students can achieve the qualification and complete the associated elective components within the allotted study duration. The school governing board also ensures proper standards of organization and quality in the curriculum.

### LO3. Subsequent success<sup>19</sup>

The destination of the students after leaving the educational programme (with a diploma) is known, and meets or surpasses the expectations of the programme.

### Basic standard of quality

The policy and implementation of the educational programme respond to developments in the (regional) labour market. It has data regarding the career progression of students who have left the educational programme – whether prematurely or with a qualification. This may concern the transition to subsequent forms of education (MBO or HBO), the labour market or suitable subsequent education for students with special educational needs.

In view of the relationship between subsequent success and the quality of education, in the context of quality assurance, the educational programme may also be expected to have some insight into this and to implement policy accordingly.

Subsequent success meets the expectations of the educational programme with respect to the national average achieved by comparable programmes and conditions in the regional labour market.

### Additional ambitions

- Are there additional ambitions with respect to subsequent education, and if so how are these achieved?

### Statutory requirements

- Article 1.3.5, subsection c, in conjunction with Article 6.1.3a, section 1, subsection c, in conjunction with Article 7.1.2, section 2, WEB: Knowledge of the (regional) labour market is necessary in order to be able to inform prospective students about their prospects on the labour market after completing the educational programme, and to provide career orientation and career support.

<sup>18</sup> The benchmark for academic success is set for four years, as detailed in Appendix 1 of this inspection framework. We assess academic success at the level of the qualification file, based on this benchmark.

<sup>19</sup> This standard is new; we will gain our first experience with it in the period 2021 to 2025. During this period, we will not be making judgements regarding this standard. In the future development of this standard and the use of the data, we will monitor developments in the sector.

## QUALITY AREA: LEARNING OUTCOMES (LO)

- Article 1.3.6, WEB: The school governing board establishes a system of quality assurance for the institution and in that regard ensures the regular assessment of the quality of education (in collaboration with other institutions, wherever possible).
- Article 6.1.3, section 1, in conjunction with Article 1.3.5 subsection b, WEB: The school governing board provides effective learning pathways and ensures that vocational training is only offered if the labour market prospects for students completing the educational programme are adequate. By 'labour market prospects', we mean the opportunities for qualified school leavers to find employment within a reasonable period of time, corresponding to the level of the educational programme being followed.
- Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum and examinations.

## QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION OF EDUCATIONAL PROGRAMMES (MQA)

### MQA1. Vision, ambitions and goals

The educational programme's vision for good education has wide support, and the educational programme has identified ambitions and goals in relation to that vision, and aims to achieve those goals.

### Basic standard of quality

As part of its system of quality assurance, the educational programme has a broadly supported vision, ambitions and goals designed to achieve good education. The educational programme focuses systematically on those goals in order to achieve the intended results.

The educational programme ensures that its vision, ambitions and goals reflect the priorities of the school governing board and the results of previous evaluations and findings from internal and external dialogue. The educational programme sets requirements for achieving its educational goals and ambitions. There is a clear internal division of responsibilities in this respect.

### Additional ambitions

- Are there additional ambitions with respect to the vision and goals, and if so how are these achieved?

### Statutory requirements

- Article 1.3.6, section 1, WEB: The school governing board establishes a system of quality assurance, which it uses to improve education.
- Article 4.1a.1, section 4, WEB: The school governing board makes agreements with teaching staff regarding the way in which teachers can participate in governance, taking into account the prevailing standards in the profession.
- Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum and examinations.
- Article 7.4.8, section 3, in conjunction with Article 7.2.7, section 5, WEB: The school governing board ensures that educational programmes demonstrably meet certain requirements, including Article 7.2.7, section 5, which states that the curriculum must aim to achieve the educational and training objectives of vocational education.
- Article 9.1.7, WEB: There are management regulations which describe the division of responsibilities.

### MQA2. Implementation and quality culture

The educational programme achieves the goals with respect to quality, promotes a quality culture, sets parameters and makes interim adjustments where necessary.

### Basic standard of quality

As part of its system of quality assurance, the educational programme takes steps to achieve its ambitions and goals with respect to education, and creates the required level of support.

## QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION OF EDUCATIONAL PROGRAMMES (MQA)

Based on its internal division of responsibilities, the educational programme creates a quality culture that focuses on collaboration, learning and improvement, in which goals and ambitions can be achieved. It exercises clear educational leadership in this regard.

Teachers (working in teams) exercise their own responsibility in organizing the education that they provide.

Within this quality culture, the educational programme implements a system of quality assurance, so that there is a clear focus on the quality of education and compliance with statutory regulations. The educational programme makes interim adjustments where necessary.

The educational programme ensures that the professional development of the staff takes place within the objectives set.

### Additional ambitions

- Are there additional ambitions with respect to managing implementation and quality culture, and if so how are these achieved?

### Statutory requirements

- Article 1.3.6, section 1, WEB: The school governing board establishes a system of quality assurance, which it uses to improve education.
- Article 1.3.6, section 1, WEB: The quality of education is assessed regularly, using measures and tools to ensure that staff maintain their skills and competences.
- Article 1.3.6a, WEB: The school governing board sets staffing policy, insofar as this concerns ongoing quality assurance with respect to teaching staff.
- Article 4.1.a1, section 1, WEB: Within educational policy, teachers are responsible for the institution's subject-specific and pedagogical process.
- Article 4.1.a1, section 3, WEB: Teachers have sufficient input, including control over the content of the teaching material and the way in which that teaching material is presented.
- Article 4.1a.1, section 4, WEB: The school governing board makes agreements with teaching staff regarding the way in which teachers can participate in governance, taking into account the prevailing standards in the profession.
- Article 7.4.8, section 1, WEB: The school governing board ensures proper standards of organization and quality in the curriculum and examinations.
- Article 7.4.8, section 3, in conjunction with Article 7.2.7, section 5, WEB: The school governing board ensures that educational programmes demonstrably meet certain requirements, including Article 7.2.7, section 5, which states that the curriculum must aim to achieve the educational and training objectives of vocational education.

### MQA3. Evaluation, accountability and dialogue

The educational programme systematically evaluates and analyses whether it is achieving its goals and reports on this. Where necessary, it adjusts policy and involves internal and external stakeholders through a proper process of dialogue.

### Basic standard of quality

As part of its system of quality assurance, the educational programme monitors, evaluates, analyses and assesses the extent to which the ambitions, goals and policy are being achieved and informs the school governing board on this. It actively collects information, both internally and externally, to gain a better insight into implementation, the results of education for students and opportunities for and threats to the further development of education.

When assessing quality, the educational programme takes into account the opinion of the students, independent experts and other relevant parties.

## QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION OF EDUCATIONAL PROGRAMMES (MQA)

The educational programme analyses and assesses the results of the evaluation and, where necessary, incorporates these into its (improvement) policy, so that they contribute to the development and improvement of education. In addition, the educational programme uses the results of the evaluation to improve management.

### Additional ambitions

- Are there additional ambitions with respect to evaluation, accountability and dialogue, and if so how are these achieved?

### Statutory requirements

- Article 1.3.6, section 1, WEB: The school governing board establishes a system of quality assurance, which it uses to improve education.
- Article 1.3.6, section 1, WEB: The quality of education is assessed regularly. This assessment is also based on the judgement of students and the involvement of independent experts and stakeholders.
- Article 1.3.6, section 2, WEB: The school governing board regularly reports on the judgement and its proposed policy in the light of this judgement.

## 5.4 Additional statutory requirements

Not all the statutory requirements set out in the legislation and regulations that pertain to the education system are included in the inspection framework. This applies to the Certificate of Good Conduct (Verklaring omtrent gedrag, VOG) and the voluntary parental contribution, for example. This is because these are not associated with a standard part of the assessment framework, so we classify them as 'additional statutory requirements'.

Our annual work plan, published on the Inspectorate's website, states which themes we will be looking at that year. Partly on the basis of the reports and signals we receive, we may ask educational programmes and school governing boards about possible non-compliance with the additional statutory requirements. Non-compliance with (one or more of) the additional statutory requirements cannot, in that case, lead to a judgement of 'Unsatisfactory' or 'Very Weak' at the programme level. However, the educational programme or school governing board will be required to rectify the shortcoming within a timeframe specified by the Inspectorate. To be eligible for a 'Good' appraisal, an educational programme must, in addition to the statutory requirements of the standards, also meet all the additional statutory requirements.

## 6. Judgements and appraisals

### 6.1. Introduction

In this chapter, we describe how we arrive at judgements and assign appraisals. We do this as transparently as possible, based on the assessment framework for school governing boards and the assessment framework for educational programmes, and using the evaluation descriptors included in this chapter. Our judgements always relate to the quality of management and governance achieved and the education that students receive.

In this chapter, we first discuss how we apply the framework for the core functions at the system level (section 6.2), as included in chapter 3. We apply these exclusively as part of our role in promoting quality. We then explain how we arrive at judgements and appraisals based on the assessment framework for school governing boards and the assessment framework for educational programmes (chapters 4 and 5). In general, whether or not the standard is 'Satisfactory' or 'Unsatisfactory' will depend on whether the statutory requirements have been fulfilled. We allocate a 'Good' appraisal when ambitions relating to basic quality requirements and/or which surpass them are achieved. This is described in more detail in section 6.3. Section 6.4 describes the decision criteria for assessing the standards for school governing boards, and the decision criteria for assessing the quality of education in educational programmes are described in section 6.5.

### 6.2. Promoting quality at the system level

Chapter 3 describes system-level supervision. While we do reflect on the system level, we do not issue any judgements or appraisals at this level. We apply the framework in order to examine the three core functions of education: qualification, socialization and allocation, including selection and equal opportunities, as well as the essential requirements for each of these areas. In our annual *The State of Education* report (section 7.2), we describe system-level performance relating to the core functions and requirements of the education system as a whole.

We discuss these themes as part of our inspection activities with respect to school governing boards and educational programmes. Our data at the system level may sometimes indicate that in a particular region quality is being achieved to a greater or lesser extent with respect to (certain) core functions. By discussing and exploring the ambitions of school governing boards in relation to those core functions through an open dialogue, we can build up a better picture of educational programmes and the way in which they address the core functions.

### 6.3 Judging and Appraising standards for educational programme governing board and educational programmes

In order to assess and assign judgements and appraisals for the quality of school governing boards and educational programmes, we apply the standards described in chapters 4 and 5. A standard consists of a description of the basic standard of quality, based on the statutory requirements. For each standard, we also look at the questions relating to additional ambitions.

In determining whether a particular standard is judged as 'Satisfactory' or 'Unsatisfactory', we consider whether the educational programme or school governing board is compliant with the statutory requirements, and thus whether the basic standard of quality has been achieved. A 'Good' appraisal relates to the achievement of ambitions. The table below shows how the judgement and appraisal are reached for the standard level:

Judgement/appraisal standard	Benchmark for the standard
Good	The board or educational programme complies with all the statutory requirements and also achieves ambitions that go beyond these standards.

Judgement/appraisal standard	Benchmark for the standard
Satisfactory	The board or educational programme complies with all the statutory requirements and thus achieves basic quality requirements.
Unsatisfactory	The board or educational programme does not comply with the statutory requirements.

#### 6.4 Judgements and appraisals at the board level

In order to assure the basic standard of quality in educational programmes, we assume that the board is able to implement the quality cycle, as described in the legal requirements of the three standards in the quality area of Governance, Quality Assurance and Ambition (see chapter 4). When this is not the case, an 'Unsatisfactory' judgement will be forthcoming in the quality area of Governance, Quality Assurance and Ambition. If the board meets the statutory requirements and achieves its ambitions, we rate this quality area as 'Good'. The way in which the board-level judgement or appraisal is arrived at is as follows:

Judgement/appraisal at school governing board level	Benchmark for quality area of Governance, Quality Assurance and Ambition
Good	Two standards from the quality area of Governance, Quality Assurance and Ambition are 'Good' and the third is 'Satisfactory' or higher.
Satisfactory	All three standards from the quality area of Governance, Quality Assurance and Ambition are 'Satisfactory' or higher.
Unsatisfactory	One (or more) standard(s) from the quality area of Governance, Quality Assurance and Ambition is/are 'Unsatisfactory'.

Failure to meet a statutory requirement that relates to financial continuity or lawfulness will, in all cases, lead to a remedial action order for the school governing board concerned. This also applies if the annual accounts of the school governing board have not been submitted as required by law. The extent to which the judgement or appraisal of the relevant standard within the quality area of Governance, Quality Assurance and Ambition is adjusted depends on the seriousness of the shortcoming.

#### 6.5 Judgements and appraisals at the programme level

Our judgement or appraisal of the quality achieved by an educational programme (overall judgement) is based on the following benchmarks.

Overall judgement/appraisal for educational programme	Benchmark
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards from the other quality areas in the assessment framework for educational programmes. There is compliance with all additional statutory requirements assessed and financial continuity at the school governing board level meets the statutory requirements.
Satisfactory (basic standard of quality)	The standards for Academic Success, Teaching Strategies, Practical Vocational Training, and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-Learning Process

Overall judgement/appraisal for educational programme	Benchmark
	or Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standard for Academic Success or Teaching Strategies or Practical Vocational Training or Safety and Security is 'Unsatisfactory', or more than one of the other standards in the areas of Teaching-Learning Process or Secure Environment and Atmosphere are 'Unsatisfactory'.
Very weak	The standard for Academic Success is 'Unsatisfactory' and one or more of the following standards is 'Unsatisfactory': Teaching Strategies, and/or Practical Vocational Training and/or Safety and Security.

A 'Good' appraisal is designed to highlight and promote good quality in educational programmes. We assume that these educational programmes achieve a broad basic standard of quality. That means that an unambiguously affirmative answer can be given to the key questions with respect to good education. The core questions are: are students getting a good education? (Teaching-Learning Process); do they feel safe? (Secure Environment and Atmosphere); and are they learning enough? (Learning Outcomes). This requires an expert assessment of the integrated quality achieved in the educational programme. This means that we expect good educational programmes to show us how they are implementing their vision, ambitions and goals (MQA2) and what standard of quality that is leading to in practice, as evidenced by the standards achieved for Teaching-Learning Process, and Secure Environment and Atmosphere.

#### 6.5.1 Statutory benchmark for 'Very Weak' education<sup>20</sup>

'Very Weak' education is regarded as education of insufficient quality under the terms of Articles 6.1.4 and 6.2.2, WEB (also see chapter 9). A school governing board can appeal against a warning regarding a 'Very Weak' judgement (Article 6.1.5 and Article 6.2.3, WEB).

#### 6.5.2 Benchmarking of results that cannot be assessed

In cases where learning outcomes are not assessed or cannot be assessed, we do not base our programme-level judgement on the standard of Academic Success.

Overall judgement/appraisal for educational programme	Benchmark
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards from the other quality areas in the assessment framework for educational programmes. There is compliance with all additional statutory requirements assessed and financial continuity is adequate at the school governing board level.

<sup>20</sup> Since the adoption of an amendment tabled by MP Roelof Bisschop in the Dutch House of Representatives (on 26 September 2019), the law specifies when MBO-level education is 'Very Weak'. The WEB is thus in line with the legislation on primary and secondary education and school governing boards also have the opportunity to appeal against a 'Very Weak' judgement. The change in the law is being handled by the Ministry of Education, Culture and Science.

Overall judgement/appraisal for educational programme	Benchmark
Satisfactory (basic standard of quality)	The standards for Developmental Support and Supervision, Teaching Strategies, Practical Vocational Training and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-Learning Process or Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standard for Developmental Support and Supervision or Teaching Strategies or Practical Vocational Training or Safety and Security is 'Unsatisfactory', or more than one of the other standards in the areas of Teaching-Learning Process or Secure Environment and Atmosphere are 'Unsatisfactory'.
Very Weak	Two of the following standards are 'Unsatisfactory': Developmental Support and Supervision, Teaching Strategies, Practical Vocational Training, Safety and Security.

## 6.6 Arriving at judgements

### 6.6.1 Compliance with statutory requirements

In reaching our judgements, we use the above benchmarks as guidelines. The key factor in our judgement is, in particular, the extent to which the educational programme's practice reflects the spirit and intent of the statutory requirements. For a 'Satisfactory' judgement, we generally assume that all the statutory requirements associated with the relevant standard have been met. We assess quality as defined in the standard as a whole, rather than with respect to every individual statutory requirement for the standard. It is thus possible for an educational programme or school governing board to be rated as 'adequate' with respect to a particular standard even though it has not yet achieved strict compliance with all the relevant constituent requirements. As long as this has a limited effect on the quality observed in the educational programme or for students, and as long as the shortcoming can be rectified relatively easily and quickly, a 'Satisfactory' judgement for the standard will be forthcoming. The school governing board will then be issued with remedial action for that particular aspect of the standard and must ensure that this is carried out. If the statutory requirements relating to financial continuity or compliance have not been met, the relevant standard within the quality area of Governance, Quality Assurance and Ambition cannot be rated as 'Satisfactory' or 'Good'.

### 6.6.2 Evaluating ambitions

Both school governing boards and educational programmes identify ambitions based on their vision. These ambitions may relate to basic quality requirements but some ambitions may also go beyond those. In addition to meeting statutory requirements, we base a 'Good' appraisal on all the ambitions achieved by the educational programme governing board or by the educational programme with respect to a specific standard. We examine whether the school governing board (in the case of a four-yearly inspection) or the educational programme (in the case of a programme-level inspection) is working towards and achieving its stated ambitions. A 'Good' appraisal at the programme level is valid for four years.

### 6.6.3 Environment of educational programme and school governing board

The environment and conditions in which the school governing board and the educational programme are operating can positively or negatively influence the quality of education and financial administration. Environmental factors and conditions include, for example, the characteristics and development of the

student population served, the availability of staff, recent mergers, school buildings and facilities, organizational development and the development of governance. We expect school governing boards and educational programmes to respond to these factors in their vision, ambitions, goals and policy in order to achieve the core functions of education for all their students. Our judgements always relate to the quality of management and governance achieved and the education that students receive. The environment and operating conditions mainly play a role in determining the details of the inspection and possible follow-up supervision.

# 7. Supervisory procedure

## 7.1 Introduction

In this chapter we describe the manner in which we exercise supervision. First, in section 7.2 we describe our method for system-level supervision. School governing boards and educational programmes address the core functions of the system. In addition, school governing boards guarantee the implementation and quality of education in the educational programmes that they are responsible for. In section 7.3, we describe our method for supervising school governing boards and educational programmes. Section 7.4 describes the activities that we undertake for this purpose. In the last section of this chapter, we discuss our method of follow-up supervision.

## 7.2 System-level supervision

### 7.2.1 Procedure for system-level supervision

We provide a picture of the quality of the Dutch education system as a whole through system-level supervision. We

identify where things are going well and where they are not, we prioritize themes and we help to resolve bottlenecks. Looking at the system as a whole helps us to understand, for example:

students' progress through the education system, bottlenecks around the transition between sectors and equality/inequality of opportunities. This helps us to ensure that education continues to improve for students. Chapter 3 includes a framework for this, together with a description of system-level quality.

A number of steps are involved in system-level supervision (see figure 7.2.1a):

- We monitor trends and developments within the Dutch education system
- We analyse where things are going well, but also reflect on the bottlenecks that may pose a risk to quality across the system as a whole.
- We ensure that the main risks and bottlenecks that we identify in the education system are prioritized, and we report on these every year in our report entitled *The State of Education*.
- We intervene where appropriate, based on the supervisor's task of encouraging improvements. We do this through system-level, board-level and programme-level supervision, but also through other activities designed to promote quality in the field of education.

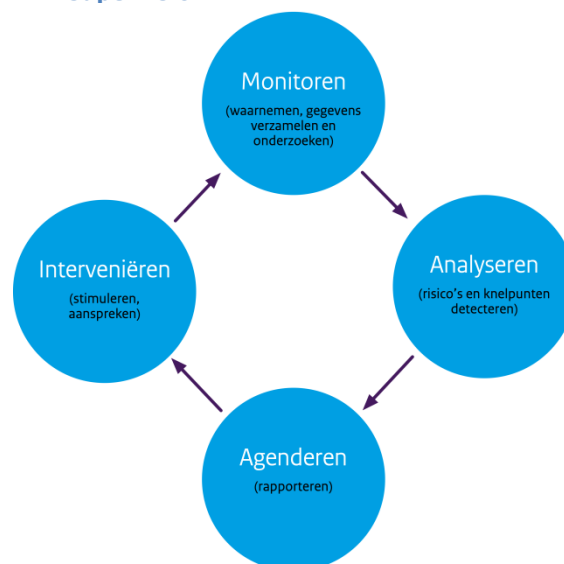
We will discuss our monitoring and analytical activities in more detail in section 7.2.2. In section 7.2.3, we will describe how we prioritize issues and intervene.

### 7.2.2 Monitoring and analysis of developments

We systematically monitor developments in the education system using the framework of the system-level quality descriptors (see chapter 3). We look at how all school governing boards and educational programmes are fulfilling the three core functions: qualification, socialization and allocation, including selection and equal opportunities. We also look at the conditions that are essential to this: efficiency, as evidenced by the availability and spending of financial resources, staffing policy, quality assurance and administrative conduct.

We collect data from various sources for the purpose of monitoring and subsequent analysis. We use existing data, data from system-level and institution-level supervision, signals received and we also collect data ourselves through thematic school visits.

Figure 7.2.1a Cycle of system-level supervision



*Existing data*, data from system-level and institution-level supervision, signals

We use data gathered through the supervision of school governing boards and educational programmes, including data that the school governing board itself has available. In addition, we use signals that we receive about education. We also use data from other organizations and from academic research. We analyse the majority of the data at least once every year, but we may also carry out several analyses per year. We also analyse educational attainment in a broader sense and look specifically at risks to the quality of education.

#### *Thematic school visits*

We monitor developments by reviewing school governing boards and educational programmes, or by collaborating with others to collect data. We refer to this as a thematic school visit, and it can have various objectives, such as:

- to establish a picture of changes in the quality of a particular aspect of the education system across school governing boards or educational programmes;
- to identify risks or system-level bottlenecks, such as a bottleneck affecting a particular region or a specific target group, and where possible find explanations for these issues.

We structure thematic school visits on the basis of current issues or system-level issues that have already been identified. We sometimes do this for an educational programme or a school governing board. In this case, we may combine the thematic school visit with the four-yearly inspection of the school governing board and the educational programmes, as described in section 7.3. We may also conduct our inspection in a different way, by using questionnaires, observing the teaching-learning process, holding discussions with several school governing boards or educational programmes at the same time or holding discussions with academics and experts, for example.

The aim of thematic school visits is to explore the extent to which the education system is successfully achieving the core functions of education outlined previously. We will also look for explanations in the areas that are not performing as well as they should be, and identify what does and does not contribute to the successful achievement of the core functions. We actively initiate a dialogue with stakeholders about this.

Our Annual Work Plan details the areas that we wish to inspect. In this plan, we describe multi-annual inspection programmes and one-off thematic school visits that are aimed at exploring the core functions or system-level bottlenecks that have been identified. Themes that require urgent research may lead to changes to our inspection agenda.

### **7.2.3 Prioritizing and intervening**

We distinguish four types of activities when it comes to prioritization and intervening on the basis of system-level supervision. These are described below. Prioritization and intervening are sometimes closely related, because prioritizing is a form of intervention.

#### *The State of Education*

Every year, we publish *The State of Education*. This is our report on how the education system in the Netherlands is doing. What is going well, and where are there bottlenecks, opportunities and risks? The information derived from our thematic school visits is also incorporated into *The State of Education*. The Inspectorate's duty to report in this way is enshrined in the Constitution (Article 23, section 8) and in the Education Regulation Act (WOT).

#### *Thematic reports*

We bring the results of thematic school visits to the attention of the school governing boards, educational programmes and wider society in various ways. The purpose of this is to reflect the current situation with respect to the relevant theme and to prioritize risks and bottlenecks. We also encourage collaboration so that (further) improvements can be made. We often do this in the form of an inspection report, but also by means of a symposium, visits from inspectors, a podcast or webinar. We focus as closely as possible on the target group that is most involved, such as teachers or, for example, all the partners in a specific region.

### *Themes as a part of the supervision of school governing boards and educational programmes*

When supervising school governing boards and educational programmes, we sometimes discuss themes, specific bottlenecks and good examples from the regional or local setting. This gives us some entry points to initiate discussions with the school governing board and educational programmes regarding their ambitions that affect the core functions linked to their environment, or risks.

### *Tailored interventions*

In addition to the activities outlined above, we also deploy specific interventions, where appropriate. From a range of sources, themes relating to the education system as a whole emerge that we wish to address in the public interest. For example, there may be a bottleneck that involves several school governing boards, an inter-institutional partnership, groups of employers and the local municipality, all of which play a role at the local level. In such cases, it is worth putting that bottleneck on the agenda of those actors. Examples include regional discussions on tackling the shortage of teaching staff, demographic or economic decline, or special needs care for specific groups of students.

## **7.3 Supervision of school governing boards and educational programmes**

Our supervision of school governing boards and educational programmes focuses on how school governing boards guarantee the (financial) quality of education and promote improvements. To answer these questions, we conduct inspection activities at the level of school governing board and educational programmes. Below, we first explain our working methods, and then discuss the supervisory activities that we carry out.

### *7.3.1 Procedure for the supervision of school governing boards and educational programmes*

School governing boards are ultimately responsible for the quality of education in their educational programmes. When supervising school governing boards and educational programmes, we base our approach on proportionality, tailored supervision, transparency and accountability. We explain the concepts of proportionality and tailored supervision in more detail in section 7.3.2.

- Proportionality: we adapt the intensity of our supervision of the board and of the educational programmes in line with the quality of the board. This is explained in section 7.3.2;
- tailored supervision: because school governing boards and educational programmes vary greatly in terms of size, regional and local circumstances and development, we choose the structure and design of each inspection individually. We engage in various inspection and verification activities.
- transparency and accountability: at the start of an inspection, we enter into a dialogue with the school governing board and substantiate the design that has been chosen. During the inspection, we will inform the board of any changes made to this design. After the inspection, we will substantiate the results presented in the report and the adversarial procedure will begin. We base our judgements on at least three different sources, wherever possible. This principle assures the quality of our inspection activities and we refer to it as triangulation.

### *7.3.2 Proportionality and tailored supervision*

We adapt the intensity of our supervisory activities to the quality achieved by the school governing board. Supervision is thus proportional. The more effectively the school governing board is able to oversee the quality of education and financial administration, guarantee quality in its educational programmes and ensure accountability in relation to quality, the less intensive the supervision that is required. Conversely, the less the school governing board is able to guarantee quality (including in relation to finances) and to ensure accountability for quality, the more intensive our supervision will be. Urgent signals or complaints can, in all cases, lead to an inspection or visit, even if the previous quality assessment for the relevant school governing board was 'Satisfactory' or 'Good'. To determine whether this is necessary, wherever possible, we first discuss the relevant signal with the school governing board concerned.

We determine the intensity of our supervisory activities based on our information on the quality of the school governing board. We make this estimate by analysing the data that is available to us and other additional sources:

- We have inspected and assessed all school governing boards over the past four years. The results of these and other inspection activities and forms of contact provide the initial elements of our picture

of the quality achieved by a school governing board and the board's fulfilment of its duty to guarantee quality (internally).

- We supplement this picture using data from the performance and risk analysis that we carry out every year for each school governing board and for all educational programmes (see section 7.3.3). We analyse trends and changes in this data over time and relative to other school governing boards.
- In our analysis, we take account of signals received by the Inspectorate about a particular school governing board and its educational programmes, in order to add to our picture of the quality of the school governing board. This can include recent developments, such as possible incidents or other reports.

We analyse all this information in order to determine the intensity of our supervision. This gives us an insight into whether or not there are (potential) risks to the quality of education and/or risks to the quality of the school governing board. This forms the basis on which we determine the proportionality of supervision – it may be intensive, but also less intensive.

Subsequently, we identify the supervisory activities that are the most appropriate given the circumstances of the school governing board. Which instruments will we need to assess the quality of that particular school governing board? Is just one school involved or is the school governing board responsible for several educational programmes? For smaller school governing boards and single-programme boards, we take into account the way in which management of the educational programme liaises with the school governing board. Whom do we need to speak to, how and where will we observe the educational process? These are the tailored aspects of our supervisory activities. We describe more and less intensive forms of (follow-up) supervision in sections 7.4 and 7.5.

### *7.3.3 Annual performance and risk analysis*

Monitoring performance at the level of the school governing board and its educational programmes helps us to identify potential risks early and gain an insight into the functioning of the school governing board. This is done in accordance with Article 11 of the Education Regulation Act using a number of indicators. These indicators include financial data, data on staff, safety in educational programmes, students' results and how quickly those were achieved. At least once annually, we carry out an analysis of the data we obtain through the monitor. If we suspect that there may be risks, we perform a risk analysis.

This expert analysis may or may not confirm our suspicions of shortcomings with regard to the quality of education and/or financial administration. The analysis is carried out by a team of experts that includes knowledge and expertise in the fields of data analysis, quality of education and financial administration. This provides a comprehensive picture of the quality of education, governance and management, and financial administration.

## **7.4 Supervisory activities for school governing boards and educational programmes**

The supervision of school governing boards and educational programmes encompasses a number of activities. We inspect school governing boards once every four years. This inspection is known as the 'four-yearly inspection of school governing boards and educational programmes' (or hereafter: four-yearly inspection). As described in section 7.3, this is done in a way that is proportionate and tailored. As part of the four-yearly inspection, we also look at educational programmes, because it is at the programme level that we verify whether the governance provided by the school governing board is effective and whether the school governing board acts on the basis of up-to-date information on quality. We describe this type of inspection in more detail in section 7.4.1.

We also carry out interim inspections of educational programmes. We do this if risks have been identified, before assigning a 'Good' appraisal and during the thematic school visits that are part of system-level supervision. School visits and inspections may be announced or unannounced. We describe the programme-level inspections in section 7.4.2.

Checks on financial administration may take place both as part of the four-yearly inspections of school governing boards and educational programmes or as part of interim inspections. We describe these in section 7.4.3. Finally, there are a few other inspection activities, which are described in section 7.4.4.

#### *7.4.1 Four-yearly inspection of the school governing board and educational programmes*

In the four-yearly inspection, we seek to find out whether governance and management with respect to the quality provided by the educational programmes is adequate, whether there is sound financial administration and how this contributes to the core functions of education (system-wide themes). We use the assessment framework for school governing boards, as described in chapter 4.

The four-yearly inspection usually consists of the components described in figure 7.4.1a. We determine the intensity of our supervisory activities (proportionality) based on our information on the quality of the school governing board, and while carrying out the inspection we take account of the specific structure and context of the school governing board and the educational programmes (tailored supervision).

**Figure 7.4.1a Steps in the four-yearly inspection of school governing boards and educational programmes**



An important part of our working method for the four-yearly inspection is verification. Verification activities involve speaking with those involved in the educational programme, school governing boards or other involved parties in order to ascertain whether the school governing board has an adequate view of the quality of its education, financial administration and the governance provided by the school governing board.

### **Verification activities**

We carry out verification activities to determine whether the board is focusing sufficiently on the quality of educational programmes and financial developments. We verify the picture provided with respect to quality and the leadership of the board. We deploy various verification activities in a proportional manner, and we apply tailored supervision. This is described in the research plan. For example, we verify the picture of quality provided by observing classes and by speaking to students, teachers or programme managers. Programme-level inspections (see section 7.4.2) can also help to verify the picture of quality. In order to form a picture of financial or other developments in relation to the ambitions, objectives and quality assurance of the school governing board, we may also request management information. We may also hold discussions about this with the school governing board or, for example, the controller.

These verification activities help to achieve the objectives of the inspection – namely, to ascertain administrative quality based on the assessment framework for school governing boards. In contrast to inspections that focus on risks and 'Good' appraisals, in verification activities we make no judgement of the level of the standards or the educational programme. The verification contributes to the judgement at the board level. We do share our findings with the educational programme regarding the extent to which quality of governance is evident in the educational programme. If we identify risks in an educational programme, we will discuss these with the school governing board. Where necessary, we will conduct a quality inspection in relation to risks.

#### *7.4.2 Inspections at the programme level*

At the programme level, we apply various types of inspection, both as part of the four-yearly inspection (see section 7.4.1) and beyond. When a programme-level inspection takes place as part of the four-yearly inspection, the activities are included in the research plan. This plan always includes verification activities, as described in the previous section.

##### *Inspection relating to a 'Good' appraisal*

A governing board may nominate an educational programme whose quality of education it considers to be good. The governing board substantiates why the relevant educational programme deserves the 'Good' appraisal. We verify and assess this on the basis of the programme-level assessment framework (see chapter 5). We plan a tailored inspection based on the school governing board's justification of the quality of the educational programme.

A request for this can be submitted at the start of the four-yearly inspection. In order to obtain a 'Good' appraisal, the financial administration of the school governing board must be adequate.

##### *Risk-based inspection*

Inspections relating to risk assessment are carried out as part of the four-yearly inspection. But they can also take place outside it, based on the annual performance analysis and other reports or signals received. This enables us to keep track of potential risks, even though we expect school governing boards to keep this in mind as part of their quality cycle. When a school governing board is fulfilling its responsibility for quality properly, in cases where we detect potential risks, we would expect the school governing board to look into the causes of those itself, to take appropriate measures and to report back to the Inspectorate. However, in cases where a school governing board is unable to guarantee quality in its educational programmes, we will carry out (part of) the risk-based inspection ourselves (depending on the nature of the risks). That means that we examine and assess one or more standards in the assessment framework at the programme level (see chapter 5) and make arrangements about reporting and accountability regarding the findings.

##### *Thematic school visits*

More information on thematic school visits can be found in section 7.2, but we also describe these here for the sake of completeness. As part of our activities relating to system-level supervision, there are certain themes that we explore in greater depth. We visit educational programmes and/or school governing boards in order to do this. These thematic school visits may coincide with the four-yearly inspection, but they may also be conducted separately. As a rule, no judgements are involved in this type of inspection activity.

### 7.4.3 *Inspections specifically concerning financial administration*

#### *Supervision of financial continuity*

Every year, school governing boards submit their annual accounts to the Education Executive Agency (DUO), along with a management report containing a multi-annual budget. On the basis of this information, we analyse the current and future key financial figures for each school governing board every year. If there are any risks to the continuity of education, we will carry out an inspection at the school governing board level focusing on financial continuity. This may also be done during the four-yearly inspection. If key financial figures or signals received provide grounds to do so, we will start an inspection of financial continuity at any time.

We move to special financial supervision if it appears that the continuity of education may be at risk in the near future or if there is inadequate compliance with legislation and regulations in this area. In the report, we explain which remedial actions have been ordered and which agreements have been made with the school governing board, such as what information the school governing board needs to provide and when. This form of intervention is designed to ensure that risks and shortcomings are eliminated rapidly. If the school governing board is unable to remedy the situation, our supervision will be intensified (see section 7.5).

#### *Supervision of financial compliance*

The school governing board is accountable for the acquisition and expenditure of government funding. This accounting is assessed by an accountant appointed by the internal supervisory board. The accountant must work according to the professional standards of the Royal Netherlands Institute of Chartered Accountants (NBA) and according to the Education-Sector Accountants Protocol drawn up by the Inspectorate in consultation with stakeholders<sup>21</sup>. Every year, we carry out checks on a number of accountants to see whether their auditing activities comply with the rules. Any points for attention arising from these supervisory activities are discussed annually with the NBA and may constitute grounds to amend the Education-Sector Accountants Protocol.

When there are signals of the possible unlawful acquisition or use of funds, we will carry out an inspection of the school governing board. If we conclude that unlawful acquisition or expenditure of funds has taken place, this will generally be followed by a change to the funding provided and the recovery of funding.

In addition to supervising education legislation in its four-yearly inspection, the Inspectorate is also charged with supervising and enforcing the Standards for Remuneration Act (WNT) in the education sector. The WNT does not apply only to the education sector, but extends to the entire public and semi-public sector. The supervision of education-specific legislation through an inspection every four years and the supervision of the WNT are therefore carried out separately by the Inspectorate.

### 7.4.4 *Other supervisory activities*

#### *Targeted inspection*

If the Inspectorate receives serious signals or other information, this may lead to an inspection of a school governing board or educational programme focusing on a specific subject. This may be done as part of or outside the four-yearly inspection. In the event of urgent signals or serious incidents, we naturally intervene immediately in an appropriate manner.

If a targeted inspection is required, we consider specific aspects of governance, financial administration or education (Article 15, WOT). As with other forms of inspection, we adapt the intensity of our inspection to the quality of the school governing board.

#### *Meetings with the school governing board*

School governing boards and the Inspectorate have the option of holding periodical meetings. A specific inspector is assigned to each school governing board, who keeps in touch with the board. This includes inspections and follow-up supervision (including remedial actions, see section 7.5). The designated inspector also speaks to the school governing board regarding risks, signals received and incidents. The

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<sup>21</sup> Such as the Ministry of Education, Culture and Science (OCW), the Education Executive Agency (DUO), educational umbrella organizations, the Royal Netherlands Institute of Chartered Accountants (NBA) and accountants firms.

school governing board can inform the contact inspector about these. The designated inspector may also ask the school governing board about potential risks, or (depending on the quality of the board) request the school governing board to look into potential risks in more detail itself. Meetings may also be about relevant developments inside or outside the educational institution. We also touch on issues at the level of the education system as a whole.

Initiating communication is a joint responsibility. The school governing board can choose to keep the designated inspector updated on relevant developments throughout the year and to inform them if any urgent matters arise, such as (serious) specific signals. The designated inspector may also communicate with the school governing board regularly in order to stay 'in the loop' or to discuss urgent matters. The information gained through these contacts is also discussed as part of the monitoring process mentioned previously.

## **7.5 Follow-up supervision, intensification and sanctions**

Follow-up supervision is necessary when shortcomings are discovered in the school governing board or educational programmes as the result of a four-yearly inspection or when other inspections or supervisory activities provide grounds for this.

### *7.5.1 Follow-up supervision during a remedial period*

Of course, follow-up supervision is not always required. When shortcomings are identified during an inspection, agreements on follow-up supervision will be made. Again, the intensity of this supervision depends on the quality of the school governing board. We may identify shortcomings at the level of the school governing board and/or educational programme.

#### *No shortcomings*

If an inspection shows that the governing board is assuring the basic quality requirements and therefore meets the statutory requirements and financial requirements applicable to the governing board and the educational programme, no follow-up supervision is required. The school governing board and the educational programmes then fall under regular supervision, which means that we monitor educational achievement and risks annually and assess the school governing board every four years. There may also be interim contact where appropriate.

#### *Shortcomings in the school governing board*

If there are shortcomings at the school governing board level, such as inadequate basic (financial) quality resulting in non-compliance with legislation and regulations, we will agree a deadline for those shortcomings to be rectified with the school governing board. Depending on the seriousness and extent of the shortcoming, the school governing board will report on this process to the Inspectorate and we will verify whether the shortcoming has indeed been rectified. The intensity with which we will do this will be determined in proportion to the quality standards achieved by the school governing board.

#### *Shortcomings in educational programmes*

In the event of shortcomings in the basic standard of quality in an educational programme, we make agreements with the school governing board regarding the period within which quality must be rectified. If the seriousness and extent of the shortcomings provide grounds to do so, as in the case of a 'Very Weak' judgement, we will draw up a supervision plan to monitor progress in relation to the remedial action order and conduct a follow-up inspection, or instruct the governing board to draw up a supervision plan. In the case of a minor shortcoming and if the governance of the school board is otherwise satisfactory, the school governing board will report to us on the remedial action. Depending on the quality of the school governing board, we will make agreements regarding the follow-up inspection.

### **Proportionality and tailored supervision in relation to remedial action**

Proportionality and tailored supervision also influence the way in which we carry out supervision during a remedial period. For example, we may hold progress meetings or draw up a plan including agreements on the steps the educational programme will take to achieve the required progress. For a school governing board that is already providing adequate governance, we will make the school governing board responsible for assuring quality and rectifying any shortcomings. That means that we do not always conduct a comprehensive follow-up inspection ourselves, but leave this up to the school governing board. Then we will ask the governing board to report on how the educational programme has made the required progress and what the results of its actions have been.

If a school governing board is unable to guarantee good governance of (aspects of) quality in an educational programme, we conduct (part of) the follow-up inspection ourselves.

#### *Consequences of the results of the follow-up inspection*

If the remedial action taken or the quality of the reporting requested is inadequate, this has implications regarding which supervisory interventions we select and how we assess the quality of the school governing board. If we conclude that the school governing board is not able to assure quality adequately, the intensity of our follow-up supervision will increase. This is done proportionally.

The above is illustrated in table 7.5.1a. A tailored approach is determined for each inspection.

**Table 7.5.1a Structure of follow-up supervision**

<b>Results of inspection</b>	<b>Structure of follow-up supervision</b>
<b>Meets or surpasses basic quality requirements</b>	No follow-up supervision; regular supervision
<b>Shortcomings at level of school governing board</b>	Progress monitored by Inspectorate <i>and/or</i> school governing board responsible for remedial action <i>and:</i> follow-up inspection by the Inspectorate
<b>Shortcomings at the programme level</b>	Progress monitored by Inspectorate <i>and/or</i> school governing board responsible for remedial action <i>and/or</i> follow-up inspection by the Inspectorate

#### **7.5.2 Escalation**

Escalation refers to intervention to encourage school governing boards to implement the improvements that we have deemed necessary. Escalation takes place step by step, constantly looking at which instruments are required. This is so that the improvements occur. If a governing board or educational programme is unable to take the necessary steps successfully, we will intensify our supervision. This may entail a further and more detailed inspection, such as a specific inspection focusing on governance. In the worst case, if we observe that no improvement is forthcoming, we may apply various sanctions or take measures.

When there is no improvement for an extended period and there is an increased risk of deterioration, the next phase of escalation will come into effect. This escalation will be proportionate to the powers of the Inspectorate and subsequently those of the minister. The escalation process will be different in each supervisory situation. The sequence of the intervention and escalation steps will be determined based on the situation.

Intervention may range from remedial actions to address shortcomings at the programme level to much more drastic measures involving school funding and action at the level of the school governing board. Naturally, in all cases we will evaluate the seriousness and duration of the associated risks and whether the board can realistically be expected to bring about an improvement.

## 8. Communication and reporting

### 8.1. Introduction

The Inspectorate has a public duty to inform parents and society about our findings and our judgements concerning the quality of governance and education. For this reason, we actively ensure that the results of our inspections and judgements are accessible in various ways. As such, we contribute to the information that is available on educational programmes, school governing boards and the education system as a whole. In addition to the information provided by the Inspectorate, school governing boards, educational programmes and others also contribute to the information that is available about educational programmes and education, each based on their respective role and public responsibilities.

In addition to signals received via the Inspectorate's helpline, the website and *The State of Education*, reports on thematic school visits and inspections of school governing boards and educational programmes are also available. In principle, all our reports are in the public domain.<sup>22</sup> This means that we are transparent in our working methods, appraisals and judgements. Our reports can be found primarily on our website. In this chapter, we describe the way in which we communicate and we explain the different forms of reporting.

### 8.2. Communication

We communicate the results of our inspection activities in several ways. First, we consider which target groups will find information on our supervisory activities the most useful. We decide who may be involved in improving the quality of education or in resolving problems. Then we modify the form of our communication accordingly. In addition to the various more formal methods of reporting described below, we also use other means of communication. For example of infographics or animations. The use of social media, contributions to relevant conferences, giving lectures and organizing conferences or round table discussions are also part of our communication repertoire. Another important communication channel is our annual conference, at which we present *The State of Education*.

We not only communicate the results of our inspections, but we also provide more general information. Using the Inspectorate's helpline, parents, school governing boards and educational programmes can, for example, ask questions about education or our supervision in general, or about specific educational programmes. They can also express their concerns regarding education. Confidential matters can be reported to our confidential inspectors.

Signals that we receive regarding education have a whistle-blowing function for us, and we take them into account when we conduct our annual performance analysis and expert analysis in preparation for the four-yearly inspection. Sometimes the information provided is so serious in nature that we carry out an inspection immediately.

### 8.3. Reporting

We report on the system level as well as at the levels of school governing boards and educational programmes. We generally publish our reports on school governing boards and educational programmes five weeks after they have been approved (Article 21, section 1, WOT).<sup>23</sup>

#### 8.3.1. System level

We report on our system-level inspection activities in the following ways.

##### *The State of Education*

Every year, we report on the education system as a whole in *The State of Education*. We publish this report every spring. In it, we describe whether the education system is achieving its core functions. We also provide a picture of the quality of school governing boards and institutions, positive developments

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<sup>22</sup> Article 15, section 2 of the Education Regulation Act specifies that reports on a specific inspection are to be published unless the nature or scope of the inspection make this impossible.

<sup>23</sup> Article 15, section 2 of the Education Regulation Act specifies that reports on a specific inspection are to be published unless the nature or scope of the inspection make this impossible.

and possible concerns. When writing *The State of Education* report, we use inspection data from our four-yearly inspections, thematic school visits and data from (international) academic research. This enables us to provide an up-to-date picture of performance across the system as a whole (see chapter 7).

We also report annually on the financial situation of educational institutions and the education system. To do this, we use financial data from the institutions themselves, as well as the supervisory activities and inspections that we conduct on the financial administration of institutions. We indicate what is going well and point out potential risks.

#### *Thematic reports*

We report on our thematic school visits in various ways. For example, this forms one component of *The State of Education* report. Often, we also publish a separate themed report.

#### *8.3.2. School governing board level*

The four-yearly inspection report includes our findings at the level of the school governing board. This report focuses on the school governing board and provides a complete picture of our findings and judgements at the level of governance and the inspection activities that have taken place in the educational programmes as part of this. We also report briefly on our verification activities and – where applicable – quality inspections relating to risk assessment and/or inspections relating to a ‘Good’ appraisal and/or inspections relating to financial risks. We provide no judgements or appraisals with respect to programme-level verification activities. The report on this is therefore summarized.

In the report, we differentiate between assessments that relate to compliance with statutory requirements on the one hand (whether the educational programmes and the school governing board meet the basic standard of quality) and our appraisal of the school governing board’s ambitions on the other hand. Finally, the report describes any remedial action required and any follow-up inspections that relate to addressing non-compliance with the statutory requirements. The deadlines for rectifying shortcomings are also specified, where applicable (see paragraph 7.5).

Judgements at the level of the school governing board are presented together with the relevant inspection report on our website. The purpose of this is to inform stakeholders about the results of our supervisory activities. If a follow-up inspection confirms that a school governing board has taken the measures necessary to rectify the shortcomings identified, the revised judgement will be published on our website.

#### *Targeted inspections*

If previous inspections have shown that a school governing board is unable to carry out the necessary remedial measures, or if signals received indicate problems that require the immediate investigation of a specific bottleneck, the Inspectorate will carry out a targeted inspection. These inspections are carried out in the context of Article 15, WOT. A report is drafted regarding the findings and conclusions, and in principle this is published on the website of the Inspectorate.

#### *Inspections focusing on financial administration*

We report separately at the school governing board level regarding inspections that fall outside the four-yearly inspection and specifically relate to financial risks.

#### *8.3.3. Programme level*

We often report our findings from the inspection of educational programmes as part of other reports on school governing boards or on the education system as a whole. Our thematic school visits, for instance, provide a general picture, and findings relating to a specific individual educational programme cannot be recognized as such in the report. The report on the four-yearly inspection of school governing boards and educational programmes includes sections on inspection and verification activities that took place in educational programmes as part of the inspection of the school governing board. We report separately on inspections that we conduct in educational programmes outside the auspices of thematic school visits and school governing board inspections. This enables parents and other interested parties to consult the

results of our supervisory activities as well as the information made available by the school governing board. We do this in the instances listed below.

#### *Report on risk-based quality inspection*

In cases where we have conducted a quality inspection relating to risk assessment, we report on the results in a report that is addressed to the school governing board. In the case of a 'Very Weak' judgement, we also send the school governing board a report that is intended for parents. As well as a description of our findings, our judgements for each standard are also provided. The overall judgement is also presented. We publish the report on the educational programme on our website.

When the school governing board itself carries out a (follow-up) inspection on behalf of the Inspectorate, the results should in principle be mentioned on the Inspectorate's website by means of a link to the website of the school governing board after the remedial action has been taken.

#### *Inspections relating to a 'Good' appraisal*

We also publish a separate report on inspections relating to a 'Good' appraisal if the inspection takes place outside the four-yearly inspection of the school governing board and educational programmes. As well as a description of our findings, our judgements and appraisals for each standard are also provided. We also present the overall judgement. We publish the report on our website.

#### *Targeted inspections*

As with school governing boards, we can also carry out a specific inspection at the programme level. This may relate to the inspection at the school governing board level, but it may also be carried out separately. These inspections are carried out in the context of Article 15, WOT. A report is written on the findings and conclusions, and this is published on the website of the Inspectorate.

### **8.4. Publication, formal response and objections**

As stated in the introduction to this chapter, in principle we publish all our reports.<sup>24</sup> Once we have invited the school governing board to prepare their (policy) response to the draft version of the report, we add this and finalize the report.

If no agreement is reached with the school governing board regarding amendments that it wishes to make to the draft report, the school governing board may add a formal response to the Inspectorate's judgements and appraisals. That formal response is appended to the final report.

A school governing board may make an objection to the publication of a report if the inspection was carried out on the basis of Article 15, WOT (specific inspection, section 5.3), and in addition, a school governing board may object to the overall judgement of 'Very Weak'.

In certain cases it is possible to submit a complaint regarding the conduct of the Inspectorate. For this, we refer readers to our website ([www.onderwijsinspectie.nl](http://www.onderwijsinspectie.nl)) for the complaints procedure.

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<sup>24</sup> Article 15, section 2 of the Education Regulation Act specifies that reports on a specific inspection are to be published unless the nature or scope of the inspection make this impossible.

## 9. Specific applications of the inspection framework

### 9.1 Introduction

In this chapter, we describe a number of specific applications of and exceptions to the regular inspection framework. These types of education and facilities are subject to specific legislation and regulations, which means that certain changes to the assessment framework or the working methods are required.

There are also certain types of education and facilities that we supervise, but not on the basis of the Education Regulation Act (such as Dutch educational institutions abroad) and non-publicly funded institutions (B3 schools in primary and secondary education). Separate assessment frameworks have been created for this purpose. The supervisory procedures that are applied to these types of education can be found on our website.<sup>25</sup>

There are also certain types of education or educational facilities that are trial programmes. The Inspectorate is involved in those trials, but the legislation and regulations have not yet been finalized. Due to the temporary nature of trials and pilots, these are not described in this inspection framework.

In recent years, the education system has tended towards greater variation in educational routes, certification and hybrid programmes, for example. School governing boards remain responsible for every type of education that they offer. In principle, quality is assessed within the scope of the four-yearly inspection. We base this on the applicable legislation and regulations with respect to these routes.

In the following order, we will describe our supervisory activities with respect to non-publicly funded institutions (section 9.2), adult secondary general education (VAVO) and private independent examination institutions (section 9.3), other education (section 9.4), the VMBO-MBO learning pathway (section 9.5), supervision of MBO in the Caribbean Netherlands (section 9.6), the collaboration college (section 9.7) and independent examination institutions (section 9.8).

The sections below provide an overview of the standards in the assessment framework (chapter 4 and/or 5) that do or do not apply to the educational facilities mentioned above, in some cases subject to specific amendments. The additional statutory requirements (section 5.4) also apply to the appendices. Amendments to the benchmarks (chapter 6) and the working methods (chapter 7) are also included. For the sake of clarity, the full assessment frameworks for each type of education can be found in the appendices.

### 9.2 Non-publicly funded MBO

#### 9.2.1 Introduction

In addition to publicly funded institutions, non-publicly funded institutions can also offer MBO programmes with accredited diplomas. In order to grant such diplomas, educational programmes provided by non-publicly funded institutions must meet the requirements set out in Article 1.4.1 WEB.<sup>26</sup> Diploma accreditation can involve the vocational training track (or 'BOL'), vocational support track ('BBL'), or the third learning pathway (other education, 'OVO').

#### 9.2.2 Amendments to the assessment framework and benchmarks

There are a few exceptions to and deviations from the assessment framework for MBO 2021 and the determination of the overall judgement/appraisal for non-publicly funded institutions. Below, we provide an overview of the excepted statutory provisions for non-publicly funded institutions. We then indicate

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<sup>25</sup> See [www.onderwijsinspectie.nl](http://www.onderwijsinspectie.nl).

<sup>26</sup>Non-publicly funded educational programmes may also be provided by government-funded MBO institutions. In such cases, we apply the standards in the assessment framework for senior secondary vocational education (Chapter 4) at the board level and the standards from the assessment framework for non-publicly funded senior secondary vocational education at the programme level, as included in Appendix 2.

the differences in the assessment of the quality area of Learning Outcomes. The amendments to the standards have been made on the basis of these statutory provisions.

The following statutory provisions from the accountability for the standards do not apply to non-publicly funded institutions.

**Table1 Statutory provisions (from the WEB) excepted for non-publicly funded institutions, for each standard**

<b>Standards from the assessment framework</b>	<b>Excepted statutory provisions</b>
TLP1 Curriculum	Article 7.2.4a, section 3, (for third learning pathway: also Article 7.2.7, sections 1 and 5)
TLP2 Developmental Support and Supervision	Article 1.3.5, subsection a, Article 8.0.4, Article 8.1.7a, section 4
TLP3 Teaching strategy	Article 7.2.7, section 5, for the third learning pathway
LO1 Academic Success	Article 1.3.5 (for third learning pathway also Article 7.2.7, sections 5 and 6)
MQA1 Vision, Ambitions and Goals	Article 4.1a.1, section 4, Article 9.1.7, (for third learning pathway also Article 7.2.7, section 5)
MQA2 Implementation and Quality Culture	Article 1.3.6a, Article 4.1a.1, (for third learning pathway also Article 7.2.7, section 5)
GQA1 Vision, Ambitions and Goals	Article 9.1.4, section 3, subsection e, Article 9.1.7, Article 2.5.3, Article 2.2.1, sections 3 and 4, Article 2.5.4, Article 4, section 4, RJO
GQA2 Implementation and Quality Culture	Article 1.3.6a, Article 4.1.3, Article 4.1a.1, section 4, Article 2.5.3, section 2, Article 9.1.4, Article 9.1.8, Article 9.1.7, Article 8a.1.4, Article 2.5.4, Article 7.4.8a, Article 2.2.1 RJO
GQA3 Evaluation, Accountability and Dialogue	Article 2.5.4, Article 2.5.3, Article 8a.2.1, section 3, Article 8a.2.2, sections 3 and 4, Article 9.1.4, section 8, RJO

Within the Learning Outcomes quality area, the standard for Academic Success for non-publicly funded MBO institutions is the same as that for publicly funded MBO institutions, but is assessed on the basis of a different indicator, namely Cohort Success Rate. Cohort Success Rate is evaluated annually using a benchmark. See Appendix 1 for further details. The Subsequent Success standard (LO3) does not apply to non-publicly funded MBO and has therefore been removed. The complete assessment framework for non-publicly funded MBO is included in Appendix 2.

#### *Standardization*

The standards for non-publicly funded MBO are in part similar to the standards for publicly funded MBO with respect to the standardization of benchmarks and the board level. We take no account of financial management for non-publicly funded education, so this is not a requirement for a 'Good' appraisal.

<b>Overall judgement/appraisal for educational programme</b>	<b>Benchmark</b>
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards from all the other quality areas in the assessment framework for educational programmes. There is compliance on all additional statutory requirements assessed.

Overall judgement/appraisal for educational programme	Benchmark
Satisfactory (basic standard of quality)	The standards for Academic Success, Teaching Strategies, Practical Vocational Training, and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-Learning Process and Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standards for Academic Success or Teaching Strategies or Practical Vocational Training or Safety and Security are 'Unsatisfactory', or more than one of the other standards in the areas of Teaching-Learning Process and Secure Environment and Atmosphere are 'Unsatisfactory'.
Very Weak	The standard for Academic Success is 'Unsatisfactory' and one or more of the following standards is 'Unsatisfactory': Teaching Strategies, Practical Vocational Training, Safety and Security.

*Benchmark if Academic Success is not assessed.*

Overall judgement/appraisal for educational programme	Benchmark
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards from all the other quality areas in the assessment framework for educational programmes. There is compliance on all additional statutory requirements assessed.
Satisfactory (basic standard of quality)	The standards for Developmental Support and Supervision, Teaching Strategies, Practical Vocational Training, and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-Learning Process and Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standards for Developmental Support and Supervision or Teaching Strategies or Practical Vocational Training or Safety and Security are 'Unsatisfactory', or more than one of the other standards in the areas of Teaching-Learning Process and Secure Environment and Atmosphere are 'Unsatisfactory'.
Very Weak	Two or more of the following standards are 'Unsatisfactory': Developmental Support and Supervision, Teaching Strategies, Practical Vocational Training, Safety and Security.

### 9.2.3 Procedure

The working method for supervision is the same as that described in chapter 7. For new institutions, we conduct an initial quality inspection.

#### **Procedure for initial quality inspection**

At new institutions, we conduct a quality inspection covering three or four quality areas. These areas are Teaching-Learning Process, Safety and Security and, if the institution has already presented participants with qualifications, Assurance of Certification. We also consider the situation in the area of Governance, Quality Assurance and Ambition, but do not issue a judgement. Supervision consists of a quality inspection with respect to one educational programme. The result of this inspection determines whether the decision to grant provisional recognition of diplomas will be extended indefinitely (by automatic operation of law) by means of a permanent decision.

## **9.3 Supervision of adult secondary education (VAVO) and private independent examination institutions (B2 schools)**

### 9.3.1 Introduction

In this section we describe the supervision of secondary education that is provided by:

- government-funded educational programmes in secondary education for adults (known as VAVO) at regional training centres (ROCs);
- non-publicly funded educational programmes in VAVO;
- non-publicly funded/private independent examination institutions.

The latter two types of education are provided in conjunction with private institutions.

Publicly funded (pursuant to Article 1.3.1, sections 1 and 2, WEB) and non-publicly funded (pursuant to Article 1.4a.1, WEB) VAVO educational programmes lead to the attainment of a full diploma or of one or more certificates.

Private independent examination institutions (known as 'B2 schools') (pursuant to Article 56, WVO), teach and prepare students to obtain a full secondary education diploma. These educational programmes are provided by school governing boards that also provide recognized diplomas for non-publicly funded VAVO programmes. Pupils in B2 schools and non-publicly funded VAVO are often in the same class and follow the same education.

Two pieces of legislation apply to these types of schools: the Secondary Education Act (WVO) and the Education and Vocational Education Act (WEB).

VAVO programmes at ROCs must meet the statutory requirements of the WEB insofar as they relate to VAVO. Non-publicly funded (private) educational programmes must comply with the WVO (pursuant to Article 56) and the WEB (pursuant to Article 1.4a.1).

Because these forms of education are so similar, a single assessment framework has been developed. The basic standard of quality describes the basic quality requirements that both forms of education must meet. Below we provide an overview of the additional basic quality requirements for VAVO or B2 schools, wherever applicable. For VAVO, a distinction can be made between the statutory requirements for private VAVO institutions and publicly funded VAVO institutions that fall under the governing board of an ROC. A distinction is also indicated in the statutory underpinning, where applicable.

At the governing board level, the assessment framework is largely the same as the frameworks applied to senior secondary vocational education and secondary education; for B2 institutions, the assessment framework is largely the same as that applied to non-publicly funded MBO institutions. The latter assessment framework can be found in Appendix 2.

### 9.3.2 Amendments to the assessment framework and benchmarks

VAVO programmes at ROCs must meet the statutory requirements of the WEB, insofar as they relate to VAVO, and non-publicly funded (private) educational programmes must comply with the WVO and the WEB.

The amendments to the assessment framework (compared to the assessment framework for MBO and secondary education) relate to all the standards. There are no legal requirements for VAVO and B2 schools regarding civic education, combating disadvantage, participation in an inter-institutional partnership for inclusive education or participation structures.

Some standards are not included in this assessment framework, specifically Climate at the School and Social and Civic Skills. The standard for Internship/Practical Training only applies to B2 institutions insofar as it relates to the education types VMBO-B, VMBO-K and VMBO-G.

Different agreements have also been made with these schools regarding learning outcomes. Two indicators have been established for Results (standard LO1), with respect to subjects that have been completed with a pass and the difference between the marks for the school examination and the central examination. Appendix 3 includes the complete assessment framework.

In addition, a number of statutory provisions that apply to VAVO programmes provided at ROCs do not apply to non-publicly funded VAVO programmes. These are shown in the table below.

**Table 2: Statutory provisions (from the WEB) excepted for each standard for non-publicly funded VAVO**

Standards from the assessment framework	Excepted statutory provisions
TLP1 Curriculum	Article 1.3.5, subsection c
TLP2 Developmental Support and Supervision	Article 1.3.5, subsection a
SEA1 Safety and Security	Article 1.3.9; Article 8a.2.2, section 3, subsection k
MQA1 Vision, Goals and Ambitions	Article 4.1a.1, section 4, Article 9.1.7
MQA2 Implementation and Quality Culture	Articles 1.3.6a; Article 4.1a.1, sections 1, 3 and 4

#### Standardization

The decision criteria from section 6.5 are applied when it comes to making a judgement of the quality of education. B2 schools and private VAVO are not eligible for a 'Good' appraisal.

#### Benchmarks for VAVO

Overall judgement/appraisal for educational programme	Benchmark
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards from the other quality areas in the assessment framework for educational programmes. There is compliance on all additional statutory requirements assessed.
Satisfactory (basic standard of quality)	The standards for Results, Teaching Strategies and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-Learning Process or Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standard for Results or Teaching Strategies or Safety and Security is 'unsatisfactory', or two or more other standards in the areas of Teaching-Learning Process or Secure Environment and Atmosphere are 'Unsatisfactory'.
Very Weak	The standard for Results is 'Unsatisfactory', and Teaching Strategies or Safety and Security are also 'Unsatisfactory'.

*Benchmark for VAVO, if standard for Results is not assessed.*

<b>Overall judgement/appraisal for educational programme</b>	<b>Benchmark</b>
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards from the other quality areas in the assessment framework for educational programmes. There is compliance on all additional statutory requirements assessed.
Satisfactory (basic standard of quality)	The standards for Developmental Support and Supervision, Teaching Strategies and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-Learning Process or Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standard for Developmental Support and Supervision or Teaching Strategies or Safety and Security is 'Unsatisfactory', or more than one of the other standards in the areas of Teaching-Learning Process or Secure Environment and Atmosphere are 'Unsatisfactory'.
Very Weak	Two of the following standards are 'Unsatisfactory': Developmental Support and Supervision, Teaching Strategies, Safety and Security.

### 9.3.3 Procedure

The working method for supervision is the same as that described in chapter 7. Measures that are part of recovery and improvement also apply to these schools in certain situations. If an escalation of supervision becomes necessary, rights may be revoked by the relevant minister:

With regard to publicly funded VAVO, the examination license may be revoked in the event of inadequate quality of examination procedures, pursuant to Article 6a.2.1, WEB.

With regard to non-publicly funded VAVO, the recognition of diplomas may be withdrawn in the event of inadequate quality of examination procedures, pursuant to Article 6a.1.2, WEB.

In addition, the examination license may also be withdrawn in the event of inadequate examination quality, pursuant to Article 6a.2.1, WEB.

For non-publicly funded schools with an examination license, the right to award diplomas may be withdrawn (Article 59, WVO).

### 9.3.4 Procedure for the start of quality inspection

For new institutions, we carry out a quality inspection focusing on three or four quality areas: Teaching-Learning Process, Secure Environment and Atmosphere and, if the institution has already provided participants with qualifications, Certification. We also consider the situation in the area of Governance, Quality Assurance and Ambition. Supervision consists of a quality inspection with respect to one educational programme. The results of this inspection are used to plan the four-yearly inspection.

## 9.4 Other education

### 9.4.1 Introduction

The assessment framework for other education included in the 2021 Research Framework is temporary, but is similar to the inspection framework for the sector.

All forms of other education are aimed at the following target groups: adults with low literacy, non-native speakers who are not legally required to complete civic integration and younger non-Dutch speakers who are required to complete civic integration. The content of the education focuses on language (Dutch), maths, digital skills and teaching in other areas, with the aim of subsequent enrolment in an MBO or HBO programme. Final attainment levels are specified for all educational programmes. Various goals are possible, including enabling participants to participate (better) in education, work and society.

Currently there are two routes, a qualification-oriented (formal) and non-qualification-oriented (informal) route. There are no differences in content, but the teaching and supervision provided vary. In addition, the form and content of civic integration courses will change, with one of the goals being that a part of civic integration will be designated as an education programme.

In order to monitor these various forms appropriately, the bodies involved (ministries and supervisory agencies) are developing a form of supervision whereby institutions that offer one or more such educational programmes will be supervised in a more integrated format. This integrated format will be clarified at a later point in time. For this reason, the assessment framework for other education may change in the future.

#### 9.4.2 Amendments to the assessment framework and benchmarks

##### Assessment framework

For other education, there are a number of exceptions to and deviations from the assessment framework for non-publicly funded MBO 2021 and the determination of the overall judgement/appraisal. The table below shows the statutory provisions that do not apply to other education, compared with the assessment framework for non-publicly funded MBO 2021. The amendments to these standards have been made on the basis of these statutory provisions.

Some of the legal provisions that apply to other education are different to those for vocational programmes because the content of the educational programmes is different. This relates to provisions regarding organization and examinations for other institutions that provide a programme in other education. Those statutory provisions are included in the appendix to the assessment framework for other education.

The following statutory provisions from the accountability for the standards do not apply to other education.

**Table 2: Excepted statutory provisions for each standard**

<b>Standard from the assessment framework</b>	<b>Excepted statutory provisions</b>
TLP1 Curriculum	Article 7.2.7, sections 1 and 5
TLP3 Teaching strategy	Article 7.2.7, section 5
SEA1 Safety and Security	Article 1.3.8
MQA1 Vision, Ambitions and Goals	Article 7.2.7, section 5
MQA2 Implementation and Quality Culture	Article 7.2.7, section 5
GQA1 Vision, Ambitions and Goals	Article 2.2.1, sections 3 and 4; Article 2.5.3, Article 2.5.4 and Article 4, section 4, RJO; Article 9.1.4, section 3; Article 9.1.7; RJO, in conjunction with Article 2.5.3
GQA2 Implementation and Quality Culture	Article 1.3.6a; Article 1.3.6, section 1, in conjunction with Article 4.2.1; Article 2.2.1 sections 3 and 4; Article 2.5.3, section 2; Article 2.5.4, section 1; Article 4.1.3; Article 4.1a.1, section 4; Article 9.1.4, sections 1 to 5; Article 9.1.7; Article 8a.1.4
GQA3 Evaluation, Accountability and Dialogue	Article 2.5.3; Article 2.5.4, section 1; Article 2.5.4 and Article 4, section 4, RJO; Article 8a.2.1, section

Standard from the assessment framework	Excepted statutory provisions
	3; Article 8a.2.2, section 4; Article 9.1.4, section 8; RJO, in conjunction with Article 2.5.3

The complete assessment framework for other education is included in Appendix 4.

#### *Standardization*

The standards for other education are in part similar to the standards for non-publicly funded MBO with regard to the standardization of benchmarks and the board level. We do not take account of financial management for other education, so this is not a requirement for a 'Good' appraisal.

Overall judgement/appraisal for educational programme	Benchmark
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards inside all of the other quality areas in the assessment framework for educational programmes. There is compliance on all additional statutory requirements assessed.
Satisfactory (basic standard of quality)	The standards for Developmental Support and Supervision, Teaching Strategies and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-learning Process and Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standards for Developmental Support and Supervision or Teaching Strategies or Safety and Security are 'Unsatisfactory', or more than one of the other standards in the areas of Teaching-learning Process and Secure Environment and Atmosphere are 'Unsatisfactory'.
Very Weak	Two or more of the following standards are 'Unsatisfactory': Developmental Support and Supervision, Teaching Strategies, Safety and Security.

The working method for supervision is the same as that described in chapter 7. For new institutions, we conduct an initial quality inspection.

#### *9.4.3 Procedure for the start of quality inspection*

At new institutions, we conduct a quality inspection covering three or four quality areas. These areas are Teaching-Learning Process, Secure Environment and Atmosphere and, if the institution has already certified participants, Certification. We also consider the situation in the area of Governance, Quality Assurance and Ambition. Supervision consists of a quality inspection with respect to one educational programme. The results of this inspection are used to plan the four-yearly inspection.

### **9.5 Continuous learning pathways, VMBO-MBO**

#### *9.5.1 Introduction*

A continuous or integrated learning pathway is a joint curriculum that extends from the third year of VMBO up to and including an MBO diploma (at level 2, 3 or 4).

A VMBO-MBO continuous learning pathway ultimately leads to an MBO diploma at level 2, 3 or 4. The student also obtains a VMBO diploma. The integrated learning pathway that leads to a level 2 diploma can be completed without obtaining a VMBO diploma. The examination material must have been covered.

In the case of a continuous or integrated VMBO-MBO learning pathway, the pupil is registered at the VMBO school in the first two years of the learning pathway (the third and fourth years of VMBO). From the third year of the learning pathway onwards, the student is registered with the MBO institution.<sup>27</sup>

The VMBO school and the MBO institution work together on the basis of a cooperation agreement, in which they agree matters such as the content of the learning pathway and how the day-to-day management of the learning pathway is structured. The education and examination programme is recorded in the combined TSLP/OER.

### 9.5.2 Amendments to the assessment framework and benchmarks

We regard continuous VMBO-MBO learning pathways as separate objects of supervision, subject to legislation that applies to the sectoral frameworks for secondary education and MBO (see chapter 1 of both frameworks).

When we inspect a continuous learning pathway, we apply an assessment framework that has been developed specifically for this purpose, and which includes elements of the assessment framework for secondary education and the assessment framework for MBO.

Due to the differences in legislation, some standards and quality areas have been specifically modified to comply with (legislation on) the continuous VMBO-MBO learning pathway. This concerns:

- The quality area of Management, Quality Assurance and Ambition: MQA1, MQA2 and MQA3 are subject to statutory requirements for the collaboration agreement on VMBO-MBO continuous learning pathways. For this reason, these standards from the sector-specific assessment frameworks in the assessment framework for continuous VMBO-MBO learning pathways have been expanded to include these statutory requirements.
- Both the standard of Completion of Secondary Education from the secondary education sector framework and the quality area of Quality Assurance and Completion of Education from the MBO sector framework may apply to the VMBO-MBO continuous learning pathways. In the assessment framework, these standards have been adapted for the VMBO-MBO learning pathway regarding the combined TSLP/OER. TLP6 applies to VMBO; CE1 and CE2 apply to MBO;
- The same applies to the standard of Results from the sectoral framework for secondary education and Academic Success from the sectoral framework for MBO. Here, too, both standards apply to the VMBO-MBO continuous learning pathway. The assessment framework specifically states when which requirements must be met.
- The continuous VMBO-MBO learning pathway includes specific statutory requirements regarding planned teaching time. The learning pathway therefore has a specific standard for planned teaching time.

There are only slight differences between the sectoral frameworks for secondary education and MBO in the standards of Curriculum, Monitoring Pupils' Achievements and Support, Teaching Strategies, Professional Practical Training, and Secure Environment and Atmosphere. The description of these standards has been modified on the basis of the sectoral frameworks, to reflect the specific situations of continuous VMBO-MBO learning pathways.

The standards of LO2 (Social and Civic Skills) and LO3 (Subsequent Achievement) are both included in the assessment framework for VMBO-MBO continuous learning pathways on the understanding that the LO2 standard only applies in secondary education and the LO3 standard only in MBO.

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<sup>27</sup> During the first two years of the learning pathway, the pupil is registered at the secondary school, legislation and regulations regarding secondary education apply and the secondary school is responsible (with the exception of the MBO education/examination that is provided during that period, which the school providing MBO remains responsible for). After two years, the student is transferred to MBO; then the legislation and regulations for MBO apply (with the exception of the secondary education/examination that is offered during that period, which the school providing VMBO education remains responsible for).

### Standardization

For an inspection at the level of a VMBO-MBO learning pathway, we base our judgements on the standards that relate to the quality of education, according to the following decision criteria:

Overall judgement/appraisal for educational programme	Benchmark
Good	All standards are at least 'Satisfactory' and the standard for Implementation and Quality Culture (MQA2) is 'Good', as are at least two standards from the other quality areas in the assessment framework for educational programmes. There is compliance with all additional statutory requirements assessed and financial continuity is adequate at the school governing board level.
Satisfactory (basic standard of quality)	The standards for Developmental Support and Supervision, Teaching Strategies, Practical Vocational Training and Safety and Security are 'Satisfactory', and no more than one other standard in the areas of Teaching-Learning Process or Secure Environment and Atmosphere is 'Unsatisfactory'. The standard for Assurance of Certification has also been assessed as 'Satisfactory'.
Unsatisfactory <sup>28</sup>	Unsatisfactory quality of examinations: the standards of Assurance of Certification and/or Completion of Secondary Education are 'Unsatisfactory'.
Unsatisfactory	The standard for Monitoring Pupils' Achievements and Support or Teaching Strategies or Safety and Security or Vision, Ambitions and Goals is 'Unsatisfactory', or two or more other standards in the areas of Teaching-Learning Process and/or Secure Environment and Atmosphere are 'Unsatisfactory'.

On the basis of current legislation (2020), we cannot arrive at a 'Very Weak' judgement regarding a VMBO-MBO continuous learning pathway.

The complete assessment framework for VMBO-MBO continuous learning pathways can be found in appendix 5.

#### 9.5.3 Procedure

We regard continuous learning pathways as independent objects of supervision, similar to a department in secondary education or an educational programme in MBO. The pathway is inspected or assessed according to the assessment framework.

We inspect a continuous learning pathway as part of the four-yearly inspection that we carry out with respect to a school governing board in secondary or MBO education, or as part of system-level inspections or risk-based inspections, or inspections relating to a 'Good' appraisal. We inform both governing boards about the inspection of the continuous learning pathway in advance. We address the judgements relating to the inspection of the continuous learning pathways to both governing boards, even if the four-yearly inspection is only being carried out for one of them.

The cooperation agreement that underlies the continuous learning pathway and the combined TSLP/OER form the basis for our supervision. This sets out the mutual agreements and the division of responsibilities. We ensure that any shortcomings in the continuous learning pathway are prioritized by both parties. In the event of specific and demonstrable shortcomings that occur solely under the responsibility of one of the two parties, we reserve the right to carry out a further inspection into the

<sup>28</sup> Unsatisfactory quality of examinations only applies to the MBO component.

relevant part of the continuous VMBO-MBO learning pathway using the sector-specific assessment framework.

## **9.6 Education in the Caribbean Netherlands**

### *9.6.1 Introduction*

Since 10 October 2010, Bonaire, St. Eustatius and Saba ('BES') have been special municipalities of the Netherlands. These islands are collectively known as the Caribbean Netherlands. We supervise education in the Caribbean Netherlands (primary education, secondary education, senior secondary vocational education, higher education, social opportunity programmes for young people and expertise centres for special needs care). We also fulfil the role of confidential inspectors for the Caribbean Netherlands.

### *9.6.2 Amendments to the assessment framework and benchmarks*

Wherever possible, we review education in the Caribbean Netherlands using the same inspection frameworks as in the European Netherlands (see chapters 1 to 8). However, there are some differences in the assessment framework, benchmarks and working methods. This is because specific legal and regulatory provisions apply in the Caribbean Netherlands. A slightly modified approach also helps us to respond better to the particular educational context of the Caribbean Netherlands. For example, Dutch is a second language for the vast majority of pupils and students in the Caribbean Netherlands.

#### *Assessment framework*

The assessment framework for the Caribbean Netherlands is based on the Education and Vocational Education Act for the Caribbean Netherlands. This legislation differs from the sector-specific laws that apply in the European Netherlands. In addition, some articles of the law have been incorporated into law but are not yet in force.<sup>29</sup> Finally, supplementary regulations for secondary and vocational education are in force on St. Eustatius and Saba with respect to English-language education on these islands.<sup>30</sup> The full assessment framework can be found in Appendix 6. These contain the same standards as the assessment framework for the European Netherlands. However, in places the descriptors of the basic standard of quality have been amended due to the different legislation and regulations.

#### *Standardization*

We wish to apply the same benchmarks in the assessment framework for the Caribbean Netherlands as we apply to the European Netherlands as soon as this is possible. However, we cannot yet arrive at a judgement on the standard for Learning Outcomes because the basis for this standard has not yet been set down in the legislation and regulations for the Caribbean Netherlands: no benchmarks have been established. After reviewing the sector legislation and regulations for the Caribbean Netherlands and when the foregoing has been arranged, we will be assessing learning outcomes. This will happen as soon as the amended legislation and regulations on this point are in force and island benchmarks for the outcomes have been agreed in consultation with all those involved and laid down in the legislation and regulations.

In addition to the standard level, the Inspectorate also gives an overall judgement at the school level. For the time being, we limit ourselves to the overall judgements of 'Satisfactory' or 'Unsatisfactory'. This judgement is based on modified decision criteria, because we are not yet able to assess learning outcomes. In this context, there is no legal basis for the overall judgement of 'Very Weak' in the Caribbean Netherlands at present. We therefore refrain from this judgement. As soon as that legal basis is in place, we will be able to assign the judgement of 'Very Weak'. We do, however, assign a 'Good' appraisal within this assessment framework, under the same conditions as in the European Netherlands.

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<sup>29</sup> Provisions that are based on legislation that has been passed but has not yet entered into force are shown in square brackets ([ ]) in the assessment framework.

<sup>30</sup> On 18 March, 2021, the Decree on the Saba Comprehensive School and Gwendoline van Puttenschool BES was published, which replaced the Saba Comprehensive School and Gwendoline van Puttenschool BES Temporary Decree. This took retroactive effect on 1 August 2020. The Decree indicates that the schools mentioned are subject to the requirements of the WVO BES, with a number of exceptions and exemptions (including the language of instruction). From that date onwards, the schools concerned are assessed using the secondary education version of the Education Assessment Framework for the Caribbean Netherlands (see: [wetten.nl - Regeling - Besluit Saba Comprehensive School en Gwendoline van Puttenschool BES - BWBR0045020 \(overheid.nl\)](https://wetten.nl/Regeling-Besluit-Saba-Comprehensive-School-en-Gwendoline-van-Puttenschool-BES-BWBR0045020)).

Shortcomings with respect to statutory requirements may lead to an 'Unsatisfactory' judgement with respect to standards and possibly in the overall judgement regarding the school/educational programme. An 'Unsatisfactory' judgement for a standard leads to an order for remedial action, in accordance with supervision in the European Netherlands (section 7.5).

### 9.6.3 Procedure

Governance-oriented supervision in the Caribbean Netherlands deviates somewhat from the approach usually taken. We assess quality assurance and financial management at the school governing board level and we also produce one report on all inspections conducted at the schools of a school governing board, including follow-up supervision. At this stage, we use a two-year cycle for quality inspections at the level of the school or educational programme. We provide a judgement for quality assurance at the level of the institution, as well as the school governing board, once every four years. The latter corresponds with our approach in the European Netherlands. All educational programmes are inspected every two years to determine whether education still fulfils the basic quality requirements. During these inspections, we therefore arrive at a judgement regarding the standards that are necessary for the assessment of basic quality requirements. The inspection relating to these standards can be carried out proportionally. In the intervening year, a progress meeting/board meeting is held with each school governing board and the relevant school leaders or the managers of the relevant educational programme(s).

## 9.7 The collaborative college

### 9.7.1 Introduction

Since 1 August 2018, institutions have been able to provide one or more educational programmes under joint responsibility by means of a collaborative college. The requirements that such collaboration must meet are set out in the WEB. For example, the participating institutions must sign a collaboration agreement that sets out the way in which the collaborative college is to be managed, among other things (Article 8.6.1, WEB). Furthermore, which students of the participating institutions are taking part in education at the collaborative college must be registered in BRON (Article 2.3.6a, section 2, subsection n, and Article 2.5.5a, section 2, subsection t, WEB).<sup>31</sup> The fact that a student is taking part in education within the collaborative college must also be stated in the education agreement (Article 8.1.3, section 3, subsection b, WEB).

### 9.7.2 Amendments to the assessment framework and benchmarks

#### *Assessment framework*

The educational programmes within a collaborative college must meet the same requirements as all other programmes. The standards at the programme level are therefore applied unchanged, but the learning outcomes may be calculated differently.<sup>32</sup> We also provide a judgement on the standards in the quality area of Governance, Quality Assurance and Ambition (GQA). For this purpose, we read 'collaborative college' instead of 'governing board' for these standards. If necessary, we will discuss the findings with the executive board of the participating institutions. The results of the inspection may be presented in a self-contained report that is addressed to all participating boards. If the results of the inspection of the collaborative college provide grounds to do so, a (specific) inspection may be carried out at the participating institutions.

#### *Standardization*

The standard is the same as the standard in chapter 6.5.

### 9.7.3 Procedure

A separate supervision cycle can be initiated for the collaborative colleges, separate from the supervision of the participating institutions.

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<sup>31</sup> Currently, collaborative college registrations are not possible in BRON. This will be made possible by DUO in the near future.

<sup>32</sup> It is preferable to provide an insight into the results at the level of the collaborative college. The calculation of learning outcomes may differ because the educational programmes of collaborative colleges can include students from multiple institutions. The calculation of success rates will be tailored.

## 9.8 Independent examination institutes

Examination institutes must meet the requirements set out in Article 1.6.1, WEB. The performance of examination institutes is included in the Inspectorate's annual analysis and an inspection is carried out at least once every four years. Pursuant to Article 1.6.1 of the WEB, the inspection relates to assuring the quality of examination processes and associated improvements. The standards of Assurance of Certification and Completion of Secondary Education are also included. We also apply some of the standards at the level of the governing board.

### 9.8.1 Amendments to the assessment framework and benchmarks

#### *Assessment framework*

The assessment framework for the examination institutes comprises the two standards from the quality area of Governance, Quality Assurance and Ambition. These are GQA1 (Vision, ambitions and goals) and GQA3 (Evaluation, Accountability and Dialogue). The legal provisions below do not apply to examination institutes.

**Table 2: Statutory provisions (from the WEB) excepted for each standard**

Standards from the assessment framework	Excepted statutory provisions
GQA1 Vision, Ambitions and Goals	Article 2.2.1, sections 3 and 4; Article 2.5.3, Article 2.5.4, WEB and Article 4, section 4, RJO; Article 9.1.4, section 3, subsection e; Article 9.1.7; RJO, in conjunction with Article 2.5.3.
GQA3 Evaluation, Accountability and Dialogue	Article 2.5.3; Article 2.5.4, section 1; Article 2.5.4; and Article 1 and Article 3, subsection f, RJO; Article 2.5.4 and Article 4, section 4 RJO; Article 8a.2.1, section 3; Article 8a.2.2, section 3; Article 8a.2.2, section 4; Article 9.1.4, section 8; RJO, in conjunction with Article 2.5.3.

In addition, supervision includes the standards of Assurance of Certification (CE1) and Completion of Secondary Education CE2. These two standards apply to examination institutes unchanged, and are described in chapter 5 of this document.

#### *Standardization*

If a standard has been judged 'Satisfactory', it meets the basic standard of quality. If a standard has been judged 'Unsatisfactory', a follow-up inspection will take place.

#### 9.8.2 Procedure

The working method is the same as that described in chapter 7.

# Appendix 1 Standardization and assessment of learning outcomes

For publicly funded vocational education, the quality area of Learning Outcomes consists of two standards: Academic Success and Subsequent Success. This appendix describes these standards, the way in which they are assessed and the specific exceptions and/or applications.

## 1. Academic Success in publicly funded education

For educational programmes at levels 2, 3 and 4, we assess the standard of Academic Success using three indicators: Annual Results (AR), Diploma Results (DR) and Starter Results (SR). We also describe the standard using the indicators of Appropriate Placement, Appropriate Diploma and Progress to a Higher Level.

An absolute benchmark applies for the first three indicators, the level of which is determined after consulting with the educational field. There are absolute benchmarks for the appraisal of 'High'. The results lead to a 'Good' appraisal or a 'Satisfactory' or 'Unsatisfactory' judgement at the standard level.

No benchmark is set for the three other indicators. The results of these indicators serve to provide a picture of the institution's performance in relation to its own goals and ambitions and in relation to the national average. The results relate to the primary teaching-learning process and therefore form a basis for discussions with the teaching teams and the institution.

*Academic Success levels 2, 3 and 4: indicators, definitions, standard and benchmark<sup>33</sup>*

Indicator	Definition	Level	Satisfactory Benchmark	High Benchmark
Annual result	The number of graduates in a particular year (those leaving the institution with a qualification plus those progressing to a different type of education within the institution), as a percentage of the same number of graduates plus those leaving the institution without a qualification in the same year.	2	67	82
		3	68	85
		4	68	85
Diploma Result	The number of those graduating from the institution in a year as a percentage of all those leaving the institution in the same year.	2	61	79
		3	70	89
		4	70	89
Starters Result	The proportion of those joining the institution in a particular year who graduated within the first year or who are still studying at the institution the following year.	2	79	79
		3	82	82
		4	82	82

<sup>33</sup> Every year, the Inspectorate provides the institutions and the field with technical notes pertaining to the calculation method and results in the Internet School File.

Indicator	Definition	Benchmark <sup>34</sup>
Appropriate placement	The extent to which the institution places new entrants at a reasonable level of education based on their previous education.	National average
Appropriate Diploma	The proportion of students graduating with a diploma at or above a level of education that matches their previous education as a percentage of the total number of students leaving.	National average
Progress to a Higher Level	The proportion of students enrolled in a particular year at levels 2 and 3 who enrol at a higher level at their own institution in the following year, as a percentage of all students progressing in that year.	National average

## 2. Subsequent success in publicly funded education

The standard of Subsequent Success focuses on the continuation of senior secondary vocational education. It requires the institutions to provide data on the subsequent progress of students who leave the educational programme prematurely or who graduate, and to compare this data to their own objectives or ambitions in that regard, where possible.

In future years, we wish to review, with the field, to what extent this information can contribute to the quality of education and to management by the governing board. This indicator is not part of the assessment in the current four-year cycle. At the end of this cycle, it will be decided whether, and to what extent, this will be the case. In the first instance, we will begin with the information provided by DUO; DUO combines data from Statistics Netherlands (CBS) with its own files. However, the goal is to rely increasingly on data that institutions collect themselves.

### *Subsequent Success levels 2, 3 and 4*

Indicator <sup>35</sup>	Definition
Progression to HBO	The evolution (over a three-year period) of the proportion of students progressing to HBO of those who graduate from MBO in the same year.
Progression to MBO	The evolution over three years of the proportion of students who progress to another MBO educational programme, of those who graduate from MBO in the same year.
Entry into the labour market	The evolution over three years of the proportion of students who enter the labour market of those who graduate from MBO in the same year.
Destination unknown	The evolution (over a three-year period) of the proportion of students whose destination is unknown and are not part of any of the three groups above, of those who graduate from MBO in the same year.

## 3. Entrance programmes

We evaluate Academic Success and Subsequent Success in entrance programmes using three indicators: Learning Outcomes, Entry into Employment and Binding Study Advice. No benchmark will be set for the coming four years for Learning Outcomes and Entry into Employment. The results of these indicators

<sup>34</sup> Relates to the benchmark of the national average for the relevant domain, the specific subgroup or the specific educational programme. The professional context can play a role in placements in vocational support track (BBL) programmes.

<sup>35</sup> The indicators for Subsequent Success are calculated for all students who have obtained an MBO diploma. This group is henceforth referred to as 'the population'. The percentages for the four indicators add up to 100.

serve to provide a picture of the institution's performance in relation to its own goals and ambitions and provide a comparison with the national average. The proportion of students with a negative binding study advice will be discussed and interpreted qualitatively in relation to the other indicators. Together with the institutions and the field, the Inspectorate wants to use this to acquire further knowledge regarding the learning outcomes of entrance programmes in the years to come, in order to arrive at a good and fair description of the level of the learning outcomes of entrance programmes.

*Academic and Subsequent Success in entrance programme: indicators, definitions and benchmark*

Indicator	Definition	Benchmark
Learning Outcomes	The number of students enrolled in year T who graduated or continued their education one year later, as a percentage of the total number of students enrolled in year T.	National average
Entry into Employment	The proportion of students enrolled in year T who left for work without a diploma a year later.	National average <sup>36</sup>

#### 4. Academic Success: arriving at a judgement and procedure

Learning Outcomes are based on three-year averages wherever possible, or at least on the most recent year's results and those of one other year. If there is too little information available to calculate indicators, it is possible that no judgement can be made.

All indicators are calculated at different levels of aggregation (e.g. industry or domain). Based on this information, we will speak with the institution regarding the learning outcomes being achieved and the trend. The Inspectorate makes its judgement based on the level of aggregation of 'educational programme' (i.e. BC code x programme level), based on the three standardized indicators. This leads to one of the following judgements and appraisals:

*Assessment of standard of Academic Success, levels 2, 3 and 4*

Academic Success	Benchmark
Good	The educational programme meets the benchmark for all three indicators and the level of the annual result or diploma result is high.
Satisfactory	The educational programme meets the benchmark if at least two of the three indicators are met.
Unsatisfactory	The educational programme does not meet the benchmark if fewer than two of the three indicators are met.

In the description of the learning outcomes, we include the other indicators of Appropriate Placement, Appropriate Diploma and Progress to a Higher Level.

#### 5. Description of results for non-benchmarked indicators

Together, the results on the non-benchmarked indicators can provide a picture of the efforts being made by the educational programme and the institution. This can serve as input for the discussion about the goals and ambitions of the educational programme and institution.

#### 6. Academic Success in non-publicly funded institutions

The standard of Academic Success for non-publicly funded institutions is calculated using the Cohort Success Rate indicator. We use a classification for each target group for the Cohort Success Rate indicator:

- Educational programmes in which most students are aged 22 years or younger.
- Educational programmes in which most students are aged 23 years and older.
- Educational programmes in the third learning pathway (other education, pre-vocational education).

<sup>36</sup> Institutions will have to keep a record of information on entry into employment for entrance programmes.

The level of the benchmarked indicator has been established for a period of two years following consultation with the education sector.<sup>37</sup> The benchmark must be fair. The benchmark will be evaluative for educational programmes in which most students are aged younger than 23 years. For the other groups, the benchmark will only be used descriptively.

#### *Academic Success indicator*

Indicator	Definition	Benchmark
Cohort Success Rate (programme level)	The proportion of students graduating successfully in starting year Y of the total number of students who started in starting year Y.	Percentile 30

#### *The benchmark for the three different target groups*

	<23 years	>23 years	Third learning pathway
Applicable benchmark (percentile 30)	63%	No assessment of success rate	No assessment of success rate
Benchmark (Percentile 30)	No benchmark	47%	11%

In order to assess learning outcomes at the institutional level, we determine the annual success rate for each year at the institutional level. We will discuss the evolution of this success rate with the institutions during the four-yearly inspection.

#### *Academic Success: arriving at a judgement and procedure*

We calculate the Cohort Success Rate as follows: the proportion of students graduating successfully in starting year Y of the total number of students who started in starting year Y. This must meet or surpass the benchmark. This benchmark concerns registered students who are not yet 23 years old in the starting year.

#### *Assessment of Academic Success for educational programmes in which most students are aged younger than 23 years.*

Academic Success	Benchmark
Satisfactory	The educational programme meets the benchmark if the cohort success rate is at or above the standard.
Unsatisfactory	The educational programme does not meet the standard if the cohort success rate is below the benchmark.

## **7. VAVO and B2 schools**

Indicator <sup>38</sup>	Definition	Benchmark
Difference CE-SE result	The average difference between the central examination result and the school examination result for all students and subjects may not be too great. The average school examination grade may not be too high compared to the central examination grade.	Maximum difference of 0.5 marks

<sup>37</sup> The benchmarks that will be set are based on the most recently known learning outcomes on 1 August 2020. Official consultations are planned with the Dutch Council for Training and Education (NRT0) to evaluate the benchmark and adjust it if necessary.

<sup>38</sup> The indicators consist of an average over three years.

Indicator <sup>38</sup>	Definition	Benchmark
Percentage of satisfactory subjects	The percentage of satisfactory subjects is equal to or higher than the benchmark.	65%