



Inspectorate of Education
Ministry of Education, Culture and Science

INSPECTION FRAMEWORK 2021

for the supervision of preschool education and primary education

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Preface: changes in supervision

This is the 2021 Inspection Framework of the Inspectorate of Education, in the version effective from 1 August 2026. We update the inspection frameworks every year, among other things to ensure that they remain aligned with changes in legislation and regulations. Every few years we revise the frameworks in full; the next full revision is planned for 1 August 2027.

The changes in supervision are more extensive this year than is usual for an update. In response to continuing changes in education, expectations in society and legislation, we are also adapting our supervision. This includes the desired balance between supervision of school governing boards and schools/educational programmes and new legislation. In this preface, we inform you about the changes that have been made to supervision. These changes also anticipate the more extensive revision of the inspection framework planned for 1 August 2027.

In carrying out supervision at school governing board level, we place greater emphasis on risks. At school governing boards where we identify the greatest risks, we conduct a full inspection, which since last year we have called a school governing board inspection rather than a four-yearly inspection. In addition to the school governing board inspection, we have added a lighter form of supervision of school governing boards in publicly funded education: the school governing board visit. This visit is less extensive and is not concluded with a judgement but with a conclusion. This new form of supervision strengthens the proportionality of supervision. It enables us to align more closely with the quality assurance and quality promotion carried out by school governing boards themselves. This risk-based approach also creates scope for more frequent supervision of schools and educational programmes. We aim to carry out a school governing board visit or inspection at approximately a quarter of all school governing boards each year. In this way, we aim to have an up-to-date picture of all school governing boards every four years, or as close to this period as possible.

For schools, we have introduced unannounced school visits. This responds to the desire to gain greater insight at school level. We conduct these visits without prior announcement, focusing on important aspects of the teaching-learning process, such as teaching quality and (social) safety. The visits have a quality-promoting character; the emphasis is on identifying both general points and points requiring attention. We do not issue an overall judgement on the school following an unannounced school visit.

Both during school governing board visits and during unannounced school visits, we may issue one or more remedial action orders in the event of shortcomings. We may also decide to carry out a risk inspection after all if there is reason to do so.

These new forms of supervision, which supplement the forms mentioned in section 7.4, enable us to maintain a broad view of the quality of school governing boards and schools without immediately carrying out a burdensome and extensive inspection. They are appropriate in situations where we see no acute risks and where schools/educational programmes and school governing boards demonstrate that they themselves have insight into educational quality and actively steer on it.

All these developments are part of the renewed vision of supervision that we introduced in the inspection framework of 1 August 2025. Supervision is task-oriented and takes an integral approach to all levels: schools/educational programmes, school governing boards and the education system. Supervision is also more adaptive, enabling us to respond to current issues. The long-standing principles of proportionality and tailored supervision are thereby strengthened.

This is how we aim to keep supervision current and effective

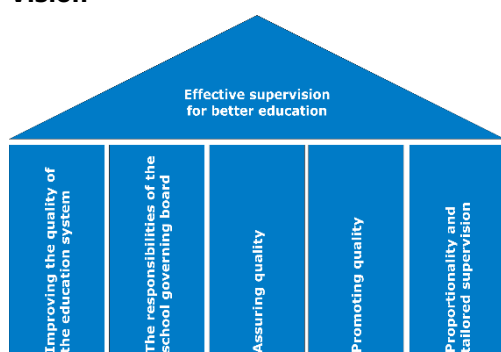
Summary

Introduction

Supervision needs 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.¹ The responsibility of school governing boards for the quality of their schools and educational programmes served as the starting point for the renewed supervision that was introduced then. That trend is 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, and describes the working method used to do this.

Vision



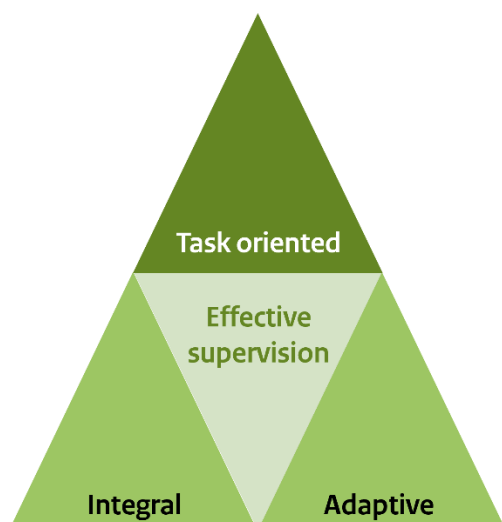
The interests of pupils and students are central to the supervision of education. The goal is to ensure that the education system functions in a way that provides pupils and students with the essentials, both now and during their future paths through the education system and through life. Everybody has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

The goal of our supervision is still guided by our mission: 'Effective supervision for better education'. Central to our vision are the societal challenges of education: we want to work **task oriented**. We organise our supervision based on these challenges and we use them to determine where we are needed. To do so, we adopt an **integral** view on education and ensure our supervision is **adaptive**. We want to be where we are needed the most, in an appropriate and effective way. In doing so, we base ourselves on our legislative duties and naturally take into account what is expected of us from a political and societal perspective.

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



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 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 system or specific groups of pupils. As supervisors, 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 or school, 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, 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 their schools

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 ambitions. Once every four years, the Inspectorate of Education carries out a 'Four-Yearly Inspection of School Governing Board and Schools' 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.

Given the importance of greater insight at the school level, the Inspectorate has created scope for more intensive school supervision. Therefore, it was not possible to fully implement the four-yearly inspection of school governing boards in 2024, nor is it possible to do so in 2025. For the time being, the Inspectorate aims to fully implement the four-yearly cycle starting in 2026, with risk inspections of school governing boards at risk and substantially lighter, proportional inspections of approximately a quarter of the governing boards annually. We are, however, taking into account the simultaneous demand to visit more schools with the available capacity and the (potential) resulting limitations for school governing board inspections. For these reasons, we will use the term "school governing board

inspection" for the time being when carrying out our supervision in practice, rather than the "Four-Yearly Inspection of School Governing Board and Educational Programmes" used in this inspection framework.

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 organisation and a quality culture. The assessment 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 and the school governing board, which we describe in advance in an inspection plan. We carry out verification activities to evaluate the extent to which the school governing board and its schools have an adequate picture of the quality of their education, financial administration and how the school 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, parents and school leaders and making classroom visits. We may also carry out a risk quality inspection or a sample quality inspection. The inspection involves a judgement or appraisal for each standard. Based on the Decree 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 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 individual schools

The school governing board is responsible for the quality of education in its schools, while school leaders are responsible for managing quality within their school. 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 such as the school plan. The supervision of individual schools is therefore additional to the supervision that the school governing board carries out itself, and which the school governing board reports on. In addition to carrying out verification activities in schools where we are inspecting aspects of quality, we may also evaluate (a selection of) standards or assign an assessment at the school level. We do this as part of inspections that focus on risks and inspections that evaluate quality at a sample school. When we identify risks, we carry out all or part of the inspection at the school (depending on the nature of the risks). This may take place either as part of or separate from the four-yearly inspection.

When conducting a risk quality inspection (inspections focusing on risks) or a sample quality inspection (inspections of an annual sample of schools), or considering awarding a 'Good' appraisal at the standard level, we apply standards from the assessment framework for schools. We evaluate standards within the quality areas of the Teaching-Learning Process, Secure Environment and Atmosphere; Learning Outcomes; and Management, Quality Assurance and Ambition.² A judgement or appraisal is assigned to each standard. In addition, on the basis of a decision criterion, a school may receive an overall assessment of 'very weak', 'unsatisfactory', 'satisfactory' (basic standard of quality). These overall assessments, which are often part of the report on the four-yearly inspection, are published on our website.

² In MBO, this also involves quality assurance and certification.

As with school governing boards, follow-up supervision of schools is also possible if there are shortcomings or if an assessment of 'unsatisfactory' or 'very weak' has been assigned. As indicated above, we may also carry out an interim risk quality inspection 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 school 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 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 with better education begins with the school itself. The school governing board can encourage the schools and assure that standards are met. The Inspectorate of Education monitors this process, intervenes when necessary and promotes further quality improvements.

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 schools have served as the starting point for supervision. The supervision of education in the Netherlands is all about pupils and students: does the system provide the essentials for our pupils and students, both now and for their future steps through the education system and through life?

The Inspectorate of Education has now had several years of experience working with the 2017 inspection framework. Following an evaluation, we have made changes to our supervision. We are doing this not only on the basis of lessons learned, 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.³

The 2021 Inspection Framework (hereafter: inspection framework) issued by the Inspectorate of Education (hereafter: the Inspectorate) describes how the inspection of primary education 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 provide insight into the working procedures of the Inspectorate 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 schools. We then describe how we reach judgements and appraisals (chapter 6), our working procedures (chapter 7) and our 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 (see also chapter 9). These different assessment frameworks can be found in the appendices.

1.2 What are we monitoring in our supervisory activities?

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

The inspection framework applies to all school governing boards and schools that provide education on the basis of legislation on education listed in the box below.⁴ 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. We call these our 'objects of supervision'.

³ We base this 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.

⁴ This includes: school governing boards and schools in primary education, schools for special primary education, facilities for education for newcomers, internationally oriented primary education, didactic support centres, the supervision of municipalities in the fields of childcare and preschool education, locations for preschool education and school governing boards and schools for education in the Caribbean Netherlands. Separate inspection frameworks have been drawn up for the non-publicly funded sector and providers of Dutch education abroad.

Legislative framework for the inspection of primary education

- 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 assessing⁵ and promoting the quality of education and the associated financial administration, as specified in the following legislation and regulations:
- The Primary Education Act (Wet op het primair onderwijs, WPO).
- The Primary Education Act, Caribbean Netherlands (Wet op het primair onderwijs BES, WPO BES).
- The 1969 School Attendance Act (Leerplichtwet, LPW 1969).
- The School Councils Act (Wet medezeggenschap op scholen, WMS).
- The Miscellaneous Education, Culture and Science Subsidies Act (Wet overige OCW-subsidies).
- The Educational Experimentation Act (Experimentenwet Onderwijs).

1.3 Terms and definitions

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

Supervision

By supervision we mean all activities that we undertake in our role as supervisor.

School governing boards

According to Article 1, section k of the Education Regulation Act (WOT) a school governing board is the competent authority as referred to in the Education Act.⁶

In addition, there are also governing boards of inter-institutional partnerships for inclusive education.

Statutory requirements

Statutory requirements are general, objectifiable quality standards, defined by law wherever possible, formulated in such a way that the freedom of education is guaranteed. They relate to the quality of education 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 school governing board and the school are legally required to do. Schools that fail to comply with these regulations do not provide 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 school, 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 school itself, and are described in the school plan.

Interventions

⁵ We refer here to the task of the Inspectorate as referred to in Article 3, section 1, paragraph a, subsection 1 of the Education Regulation Act (WOT).

⁶ In the case of The 1969 School Attendance Act or The School Attendance Act BES this is taken to be the head of the school or institution and in the case of the supervision on the performance of the inter-institutional partnership duties this is taken to be the board of the legal entity, as referred to in article 18a, section 4 of The Primary Education Act and article 2.47, section 5 of the Secondary Education Act 2020. For the sake of completeness it is noted that when the competent authority concerns a legal entity maintaining the institution, the inspection will regard (the executive part of) the school governing board as a point of contact.

All actions that we take on the basis of our role as supervisor are referred to as interventions. This includes interventions that involve the enforcement of the statutory requirements (assuring quality) and interventions that do not involve assessment or prescribing remedial actions (promoting quality). Interventions of a mandatory nature are based on non-compliance with the statutory requirements. These interventions are based on our duty to guarantee quality. Interventions that involve promoting quality aim to bring issues to the attention of society, specific groups in society, or school governing boards.

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 schools.

The level of the education system

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 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.⁷ The *State of Education* report is an example of this type of supervision.

We approach school governing boards and schools from the perspective of the educational system as a whole.

School governing boards

School governing boards are responsible for ensuring that the education provided in their schools is of satisfactory quality and that their financial administration meets requirements. With respect to supervision, this means that we verify whether school governing boards have an adequate insight into quality and whether they are providing adequate leadership with respect to quality. In doing so, school governing boards should be able to guarantee that their pupils receive education of satisfactory quality in the schools that they have responsibility for.

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

Schools

School leaders, together with their teams, shape education at their schools. Together with the school governing board, they strive to achieve quality goals and ambitions for the education of their pupils. The school plan describes how they do this. The school plan also describes their policies on education and staffing and the system of quality assurance. We conduct our inspections with this school-specific information in mind. The key questions regarding the quality of education are: are pupils learning enough? Are they receiving good teaching? And are they safe and secure?

⁷ 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 developments, opportunities, risks and threats inside and outside the field, which 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).

1.5 Effectiveness and evaluation

The present Inspection Framework took effect on 1 August 2026. It is published on the website of the Inspectorate of Education.

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 Title 4.3 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 due observance of Article 4:84 of the AWB. The minister also determines the way in which the law is interpreted. The statutory requirements describing the assessment framework are based on a reasonable interpretation of the law and the regulations based thereupon.⁸ Consultations have been held with the professional field on both the policy and the working procedure in accordance with Article 13, section 2 of the Education Regulation Act (WOT).

Ongoing agreements and supervisory interventions, including those made on the basis of the 2021 Inspection Framework from 1 August 2025, remain valid. (Remedial) school visits that take place after 1 August 2026 are based on the 1 August 2026 version of the 2021 Inspection Framework.

Articles of law that have not yet entered into force at the time of writing this framework have been placed in parentheses.

A new inspection framework is planned for 2027. The inspection framework remains subject to change at any time, either in whole or in part, on the basis of experience with its application and developments in society, the different sectors, or politics and policy.

The inspection framework is updated every year due to changes in legislation and regulations. The Inspectorate consults with the professional field periodically in order to gain insight into experiences and developments.

⁸ For example, the Annual Reporting Regulations for Education.

2 Vision and principles of supervision

2.1 Introduction

The Inspectorate supports better education for all pupils. 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 that education must achieve certain minimum requirements. The Inspectorate ensures that this basic standard of quality is being guaranteed by school governing boards: the boards guarantee the quality provided by the schools, 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 schools to pursue their own specific ambitions and to achieve improvements above and beyond the basic standard of quality that is required. The Inspectorate wishes to showcase what is going well in schools, in 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

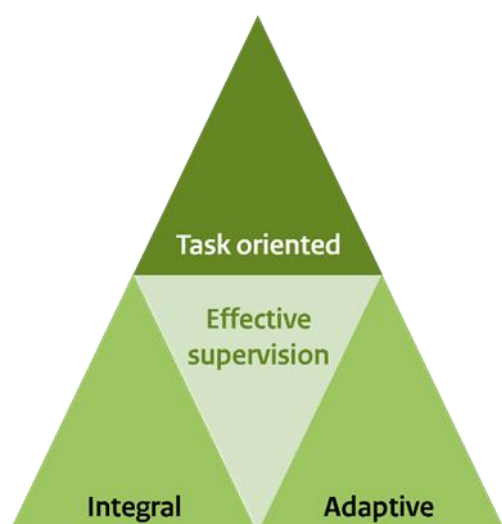
Education fulfils an important role in our society. It guides pupils towards higher forms of education or towards the workplace, as an employee or an entrepreneur. Education must also ensure that children learn how to become fully-fledged citizens and members of society. To enable every young person 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 pupils 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

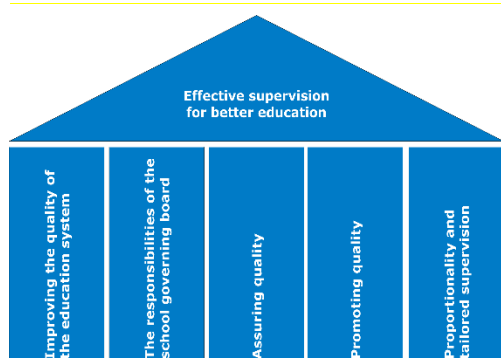
Everybody has the right to education that is of satisfactory quality. Every day, teachers, school governing boards and other professionals dedicate themselves to achieving this goal for their pupils and students. All those efforts contribute to the quality and proper functioning of the education system, so that all pupils receive qualitatively 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 (assuring and promoting quality). School governing boards assure the quality of their own schools and the education of the pupils 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 schools. All school governing boards and schools 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 reflective task of supervision, or system-level supervision.⁹ 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.

The goal of our supervision is still guided by our mission: 'Effective supervision for better education'. Central to our vision are the societal challenges of education: we want to work task oriented. We organise our supervision based on these challenges and we use them to determine where we are needed. To do so, we adopt an integral view on education and ensure our supervision is adaptive. We want to be where we are needed the most, in an appropriate and effective way. In doing so, we base ourselves on our legislative duties and naturally take into account what is expected of us from a political and societal perspective.

⁹ Scientific Council for Government Policy. (2013). *Toeziën op publieke belangen. Naar een verruimd perspectief op rijkstoezicht*. (No. 89). The Hague/Amsterdam: Amsterdam University Press.



2.3 The principles of supervision



Our mission – ‘effective supervision for better education’ – is based on five principles. These principles are interrelated and reinforce one another. With respect to each principle individually, and in particular in relation to the coherence between all five, the aim of supervision is 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 organisational characteristics and circumstances of that school 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

Schools 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 and schools, working with and alongside all the others, contribute to achieving the core functions of education for all pupils. 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 schools (promoting and assuring quality) are interlinked, and each has its own role in the system of supervision. School governing boards and schools are separate objects of supervision. From the perspective of promoting quality, system-level supervision focuses primarily on cohesiveness: the efforts made by school governing boards, schools and inter-institutional partnership 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 school, school governing board or system.

The functioning of the system therefore encompasses more than the sum of the results of the supervision of school governing boards and schools. 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. At schools, 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 schools. The competencies 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 schools, we refer to this as board-level supervision. School governing boards guarantee quality at their own schools and the quality of education for the pupils who attend them. School governing boards are responsible for ensuring that the education provided in their schools 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 pupils with specific educational needs. In this respect, school governing boards have a duty of care with respect to pupils who need extra support. All school governing boards are required to affiliate with one or more (regional) inter-institutional partnerships for inclusive education. We supervise the implementation of agreements within those partnerships by the school governing boards involved. We also supervise the governing board of the inter-institutional partnerships. This is explained in more detail in chapter 9.

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 is not being done adequately, we initiate stricter supervision over the school governing board and schools in question. This is part of our duty to guarantee quality. In addition to board-level supervision, we also visit and assess schools when a school governing board has failed to achieve basic quality requirements. School governing boards also identify ambitions 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, in principle, young people are subject to compulsory education up to the age of 16 and (if they have not yet obtained a starting qualification) are required to achieve a qualification under the age of 18. The benchmark for the basic standard of quality is that schools 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 schools and school governing boards (see chapters 4 and 5).

We hold school governing boards accountable for not achieving the basic quality requirements in their schools. If they fail to do this, we issue one or more remedial action orders. In such cases, we also focus on the individual schools involved. If one or more failures in relation to standards are detected, the schools may receive an overall assessment 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. 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. For example, school governing boards, municipalities and inter-institutional partnerships can play a role together in preschool education or youth care. We also bring our findings to the attention of schools and school governing boards, and discuss ways of helping to resolve system-level bottlenecks with them.

In addition to promoting improvements by highlighting where improvements could be made, we also do this by highlighting instances of good quality.

In such cases, we award a 'Good' appraisal at the standard level. We award this appraisal when a school or governing board not only meets the statutory requirements, but also achieves additional ambitions that go above and beyond these.

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 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

Schools 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 schools concerned. In this way, we arrive at an effective, reasoned assessment, and limit the burden that is associated with supervision.

Society expects schools 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 schools. 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 schools, 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 how they take action to comply with remedial action orders.

In cases where a school governing board is less successful in achieving the required level of quality, we intensify 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 schools 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 schools. 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 tailoring in more detail in chapter 7. That chapter deals with our working methods.

3. Supervision at the system level

3.1 Introduction

Supervising the quality of education also means focusing on the context in which schools and school governing boards 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 school levels in order to promote improvements. In this chapter, we provide a framework that defines what we mean by system-level quality.¹⁰ 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 organisation and functioning of the system of education services. As a society, we want pupils 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 pupils 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 system as a whole (Article 23 of the Constitution and Education Regulation Act (WOT), Article 3, section 1, subsections b, c and 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 schools, school governing boards 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 Supervision at the 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 system or

¹⁰ Because the statutory provisions for system-level supervision are of a different nature to those applied at the levels of school and school governing board, we refer to system-level supervision as a framework with descriptors of system-level quality rather than an assessment framework. However, just as at the other levels, this does include a description of the target level of quality.

specific groups of pupils. As a supervisor, we therefore need to know what is happening in the education sector and reflect on that; and if something goes wrong, 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 schools are facing. We raise these problems with schools 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 schools 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 promote 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); and 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 Organisation for Vocational Education and Industry, and in particular the quality thereof (Article 3, section 1, subsection d, 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).

In view of the history of legislation in this area, the Inspectorate's duty to promote quality involves the development and quality of the education system as a whole as well as that of individual institutions. There is therefore a link between these two levels.

Although system-level supervision is based on the relevant legislation, it is different from the supervision of schools and school governing boards. The supervision of schools and school governing boards involves supervising compliance with education legislation and regulations. This is how we arrive at our assessments and, where necessary, issue remedial actions to promote improvements by schools and school governing boards. In system-level supervision, by contrast, there are various ways in which we can point out issues and foster improvements¹¹, but we cannot prescribe remedial action. After all, system-level supervision does not involve supervising compliance, but is all about encouraging and promoting quality improvements.

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

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

¹¹ To describe the Inspectorate's duty to promote quality, the phrase 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.

level. The framework indicates the themes that pertain to the activities that we carry out in the field of observation, analysis, prioritizing and carrying out interventions designed to promote improvement. 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 pupils 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 the various actors to work together in addressing bottlenecks. Some examples of focus points: 'Digital literacy and numeracy skills for every pupil'; 'Equal opportunities to access a suitable curriculum for every pupil'; 'Pupils are equipped to contribute to society'; 'Pupils can succeed in secondary education and the labour market' and 'Pupils 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 at schools.

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 pupils with the knowledge, attitudes and skills that meet the needs of society and are appropriate to the abilities and talents of pupils.

Description

The educational achievements and the level achieved by all pupils collectively are of an optimum level, across various groups and subject areas. One aspect of this is that every pupil is literate and numerate with respect to his or her abilities. Educational achievement is consistent with the needs of society, meaning that every pupil 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 assessment and examinations leads to relevant and reliable statements at the system level regarding the level, educational achievement and reference levels of pupils. 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 pupils 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 values¹ 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.

Core function: Allocation, including selection and equal opportunities

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

Description

Education ensures that pupils pursue an educational career that is appropriate to them and gives them an equal opportunity to take part in the type of education that suits them best. Education ensures that pupils 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 school, the transition between schools and connections within (inclusive) education are effective and do not hinder pupils' advancement. In other words, education is equally accessible and available to all those pupils who belong there based on their abilities. There is stability or movement in the direction of the ambitions of society in relation to (previous) trends, both national and international.

Requirements for fulfilling the core functions

Education is resourced and organised in such a way that continuity can be ensured and it contributes to the three core functions outlined above.

Description

Education is organised 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 pupils. 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, organisational 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 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.

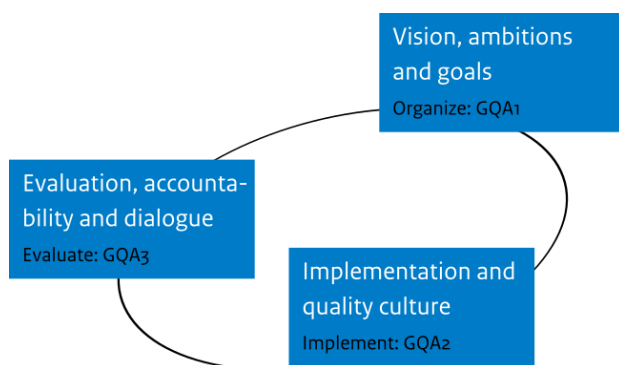
Our aim is to ascertain whether the school governing board is capable of guaranteeing the basic standard of quality in its schools, improving quality further, and ensuring proper financial administration and continuity with respect to the future. We assess the quality of governance based on the descriptions, legislation and regulations (hereafter: statutory requirements) in 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 assessment for this quality area indicates whether the school governing board is capable of guaranteeing and continuing to improve the quality of education in its schools 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 school level (MQA). These standards are included in the assessment framework for schools and we describe these in chapter 5. We differentiate between school governing boards and schools because the governance (of one or more schools) by a school governing board and the management of a school by the school leaders of that school are distinct from each other. This distinction enables us to match our supervision better with the responsibilities and working methods of school governing boards and schools. In reality, however, these levels are not at all separate from each other. The school governing board sets the parameters for quality and financial administration, within which school leaders are free to give shape to their responsibility for managing quality at school. Together, the school governing board and the schools ensure that the intended results are achieved with respect to the quality of education and financial quality.

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. In section 4.4, we explain the additional statutory requirements.

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 at its schools, ensuring smooth

organisation and a culture of quality. This ensures that pupils 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 organises 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 realize 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. That 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).¹² 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 at the standard level 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 realization 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, it has identified ambitions and goals in relation to that vision, and it seeks to achieve those.

Basic standard of quality

The school governing board has a vision of 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 assessment policy. The vision, ambitions and goals also address the implications of previous results of evaluation and the results of internal and external dialogue.

¹² We have paraphrased the statutory requirements. Please refer to the legal articles mentioned for the full legislative texts.

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

The school governing board works with the schools to ensure that the vision, ambitions, goals and policy lead to improvements in the education that pupils receive. The schools, in turn, formulate goals that match the needs of pupils 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, the atmosphere in the school and the results. To this end, the school governing board sets a multi-annual budget that covers several years which 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 schools has been agreed upon, based on the applicable legislation and regulations.

Additional ambitions

- Which aspects of the vision, ambitions and goals surpass basic quality requirements?
- To what extent have these been achieved and which effects does the school governing board observe in this regard?

Statutory requirements

- Article 8, section 1, Primary Education Act (WPO): Education is organised in such a way that pupils undergo an uninterrupted process of development; education is designed to achieve progress in the development of the pupils.
- Articles 10 and 12, section 4, WPO: The school governing board ensures quality at its schools using a system of quality assurance. This means, for instance, that verifiable goals have been formulated.
- Article 12, sections 1, 2 and 3, WPO: The school governing board ensures that all its schools have a school plan. In all cases, the school plan describes the policy on education, staffing policy and the system of quality assurance. The special needs support a school can provide is included in the description of policy on education. This includes a description of the facilities available for pupils who need additional support and care.
- Article 17c, section 1, subsection c, WPO: The internal supervisory board ensures that the school governing board spends and uses funds efficiently and lawfully.
- Article 29, section 7, WPO: Every year, the school governing board determines policy with regard to staffing across the different categories of staff at the schools.
- Article 31, WPO: Pursuant to the provisions of the management statute, information on the quality must be made available to the relevant persons.
- Article 148, WPO, Article 175, WPO [in conjunction with general administrative order] and Article 34a, WPO Funding Decree: The school governing board must use government funding efficiently and lawfully [and must avoid any evidently inefficient use of the (financial) resources available].
- Articles 167 and 167a, WPO: Making agreements at the municipal level about combating educational disadvantage and formulating the associated goals.
- Article 171, WPO and in conjunction with Article 4, section 4, Regulations on Annual Reporting (RJO): Every year, the school governing board prepares an annual report which includes the results of the financial policy and a section on financial continuity.
- RJO, in conjunction with article 171, WPO: The manner in which the school governing board reports on financial administration is consistent with the regulations set out in the RJO.

GQA2. Implementation and quality culture

The school governing board, together with the schools, 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 schools in an effective manner. There is an honest and transparent quality culture which contributes to the goals that have been set.

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

The school governing board promotes a quality culture that focuses on cooperation, learning and improvement, so that the goals and ambitions can be realized. The school governing board ensures that educational leadership is firmly anchored in the organisation across all levels. It ensures that staff is qualified, accredited, competent and in possession of a certificate of conduct. The school governing board also encourages school management 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, the agreements in the special needs support plan for the inter-institutional partnership for inclusive 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 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 prevents any evidently inefficient use of available (financial) resources. In addition, 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 school governing board. The school governing board ensures proper employee participation, it applies a code of good governance and accounts for deviations from this code in the annual report.. The school governing board fulfils its duty regarding the prompt obligation to consult and report and ensures that staff members may promptly notify the school governing board in the situation of a reasonable suspicion of a sexual offence. Finally, the school governing board ensures the effective processing of internal and external signals and complaints.

Additional ambitions

- Which aspects of implementation and quality culture surpass basic quality requirements?
- To what extent have these been achieved and which effects does the school governing board observe in this regard?

Statutory requirements

- Article 3, article 3a, article 12, sections 1 and 3, article 32, article 32b, article 34a and article 34b WPO: The school governing board provides qualified staff and enables them to maintain and expand their competences.
- Article 4a WPO: The school governing board adheres to the legal obligations concerning the notification of, consulting on and reporting of a possible sexual offense in the case of there being reasonable grounds for the suspicion of a possible sexual offense. In doing so, the school governing board immediately informs the confidential inspector.
- Articles 10 and 12, section 4, WPO: The school governing board and school management ensure legal compliance and, if necessary, improvement measures are taken with respect to quality. This includes that the school governing board and the school have an insight into the quality of education. The functioning of the quality cycle must play a central role here.
- Article 13, section 1, subsection f in conjunction with article 14, WPO: The school governing board explains the complaints procedure in the school prospectus(es).
- Article 14 WPO: The school governing board has a complaints procedure that provides for the proper handling of complaints in compliance to the specific requirements mentioned in this article.

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

- Article 17a, section 1, in conjunction with article 10 WPO: The school governing board is responsible for ensuring a well-managed school including separation between management and supervision and based on lawful arrangements for management and governance.
- Article 17b, section 2, WPO: The internal supervisory board (or its members) function independently of the school governing board.
- Article 17c, section 1, WPO: The internal supervisory board supervises the execution of the duties by the school governing board and the exercise of its powers, assists the school governing board by providing advice and has a certain number of tasks.
- Article 31a, sections 3 and 4, WPO: The school gives teachers independent responsibility for assessing pupils' educational achievements and give them an adequate opportunity to provide input when it comes to subject specific, didactic and pedagogical processes within the school. Ongoing agreements for this are recorded in a professional statute.
- Article 115 and article 169 WPO [in conjunction with AMvB] and article 26, section 1 through 4, Besluit bekostiging WPO2022: The school governing board must use the government funding lawfully and must prevent evident misuse of available (financial) resources.
- Article 115, section 5, WPO: The school governing board manages the resources of the school in such a way that the continued existence of the school is assured.
- Article 165, section 1, subsection a, WPO: The school governing board must apply a code of good governance, and provide an account of any deviations from this in the annual report.
- Article 165, section 1, subsection b, WPO: The school governing board approves the annual report with the annual accounts, which show that funding has been used lawfully and efficiently.
- Article 169, section 4, WPO: In the event of any obviously inefficient use of funds, financial consequences may be imposed, such as changes to funding and the restitution of funding that has been unduly provided.¹³
- Article 169, section 5, WPO [in conjunction with AMvB]: By or pursuant to the general administrative order, further rules will be established regarding the manner in which it is to be ascertained whether an obviously inefficient use of funding has occurred. Article 4, section 4, RJO: The school governing board includes a continuity section in the annual report.

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 pupils, and the financial situation. The school governing board actively collects external information and uses this information 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 schools.

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 schools. The information

¹³ The amendment (House of Representatives, 2019–2020 session, 35 102, no. 11) provides that a funding-related sanction can only be imposed on a school governing board once the term 'obviously inefficient spending' has been elaborated in more detail through a general administrative order (AMvB). Without such an order, the enforcement of 'obviously inefficient spending' is not possible. Until the date of entry into force of the order, however, the Inspectorate will focus on its promoting duties in this area and an 'Unsatisfactory' appraisal will only be given if a school governing board fails to comply with the elements currently included under the basic standard of quality.

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

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 assessment and financial administration. The reflection on the results of evaluation provides all levels of the organisation, 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 reporting. 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 pupils, 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. In this way, the school governing board complies with the agreements in the special needs support programme of the inter-institutional partnership for inclusive education and facilitates accountability in this regard.

Additional ambitions

- Which aspects of evaluation, accountability and dialogue surpass the basic standard of quality?
- To what extent have these been achieved and which effects does the school governing board observe in this regard?

Statutory requirements

- Article 1 and Article 3, subsection f, RJO, in conjunction with Article 171, WPO: The school governing board updates internal and external stakeholders every year regarding policy intentions, policy implementation and the results of the policy implemented.
- Article 3, section f2, RJO: The school governing board includes an explanation in the management report in the case of public equity exceeding the signalling value.
- Article 4, section 4, RJO, in conjunction with Article 171, WPO: The school governing board produces an annual report every year which includes the results of financial policy as well as a report on the future development of education.
- Article 8, School Councils Act (WMS): The (Joint) Participation Council is provided with all information from the school governing board in a timely manner in order to be able to fulfil its duties and is in all cases provided with the information that is prescribed by law.
- Article 10, WMS: In certain cases, the school governing board requires the prior consent of the (Joint) Participation Council (for example when amending the school's educational objectives).
- Articles 10 and 12, section 4, WPO: The school governing board ensures quality at its schools using a system of quality assurance. This means, for instance, that there are regular evaluations regarding whether these goals are being achieved.
- Article 17c, section 1, WPO: The internal supervisory board supervises the execution of the duties by the school governing board and the exercise of its powers, assists the school governing board by providing advice and has a number of tasks at the least. The internal supervisory board accounts for the execution of these duties and the exercise of powers in the annual report. Article 17c, section 1, subsection c and e, WPO: The internal supervisory board ensures that the school governing board spends and uses funding lawfully and efficiently. The internal supervisory board accounts for this in the annual report.
- Article 11, WMS: The school governing board must give the (Joint) Participation Council the opportunity to advise in advance on decisions regarding certain matters (such as confirming or amending the main points of the school's multi-annual financial policy).
- Article 12, WMS: The school governing board requires prior consent of the staff members of the (Joint) Participation Council with respect to decisions on certain matters (such as when approving or changing the composition of the staff).

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

- Article 13, WMS: The school governing board requires the prior consent of the parents section of the (Joint) Participation Council with respect to certain decisions (for example, when adopting the school prospectus).
- Articles 160 and 161, WPO: The school governing boards hold annual consultative meetings with one another, with childcare organisations and with the municipality, regarding the prevention of segregation, promoting integration and combating disadvantage.
- RJO, in conjunction with article 165, WPO: The manner in which the school governing board reports on its financial administration is consistent with the regulations set out in the RJO.
- Article 165, section 1, subsection a, WPO: The school governing board mentions the applied good governance code in the annual report and explains possible deviations in it.
- Article 165, sections 7 and 8, WPO, in conjunction with article 3, section b, RJO: 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.

4.4 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 does not alter the fact that the Inspectorate monitors compliance with (all) regulations issued by or pursuant to the education legislation (Article 3, section 1, subsection a, subsection 1 in conjunction with Article 1, subsection d, of the Education Supervision Act). The statutory requirements that are not linked to a standard in the inspection framework are summarised under the heading "additional statutory requirements." If we identify a shortcoming in compliance with an "additional statutory requirement", we can issue a remedial action.

In addition, we also refer to "additional statutory requirements" if, in a quality inspection or an inspection of a school governing board, we have examined and assessed a component of a standard without examining and assessing the entire standard. Our findings regarding the examined other statutory requirements are not included in the decision-making rules for the final judgement^[1], but remedial action can, of course, be issued.

5. Assessment framework for Schools

5.1 Introduction

In the previous chapter we described the framework for assessing the governance of the school governing board. In this chapter, we will describe the assessment framework used to assess quality at schools. These two frameworks are closely related. The school governing board sets the parameters for quality and financial administration, within which school leaders are free to give shape to their responsibility for managing quality at school. 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 school 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 school level.

We use the assessment framework for schools when we carry out inspections at the school level.

We describe the structure of the framework in section 5.2. Subsequently, the assessment framework for the school 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 school-level assessment framework, we differentiate four different areas of quality: Teaching-Learning process; Secure Environment and Atmosphere; Learning outcomes; and Management, Quality assurance and Ambition. The assessment framework provides answers to the three basic questions about education for pupils: do they receive adequate schooling? (Teaching-Learning Process); Do they feel safe? (Secure Environment and Atmosphere) and; Are they learning enough? (Learning outcomes). In addition, we look at management and quality improvement (management, quality assurance and ambition). These are important aspects for the quality and development of pupils' education. In assessing the quality of education, we assess the overall level of attainment of the school in these four areas. The inspectorate assesses the financial management at the level of the school governing board.

The assessment framework for primary education is structured as follows:¹⁴

QUALITY AREAS AND STANDARDS, PRIMARY EDUCATION, SCHOOL LEVEL

	TLP TEACHING-LEARNING PROCESS
TLP0	Basic Skills
TLP1	Curriculum
TLP2	Monitoring Pupils' Achievements and Support
TLP3	Teaching Strategies
TLP4	Planned teaching time
TLP6	Completion of Primary Education

	SE SECURE ENVIRONMENT AND ATMOSPHERE
SE1	Safety and Security
SE2	Atmosphere and School

	LO LEARNING OUTCOMES
LO1	Results
LO2	Social and Civic Skills

	MQA MANAGEMENT, QUALITY ASSURANCE AND AMBITION
MQA1	Vision, Ambitions and Goals
MQA2	Implementation and Quality Culture
MQA3	Evaluation, Accountability and Dialogue

5.3 Quality areas and standards

Each quality area in the school-level assessment framework for primary education comprises a number of standards, of which there are thirteen¹⁵ in total. With respect to each standard, we indicate what is meant by the basic standard of quality (which requirements *must* the school meet?).¹⁶ To substantiate the requirements for the basic standard of quality, we indicate the statutory requirements that apply for each standard.

In practice, schools have ambitions that involve the basic standard of quality. However, schools often go beyond this. As well as ambitions that relate to the basic standard of quality, schools may also have ambitions that go beyond that level, which they have formulated with the school governing board. The school plan forms the basis for these school-specific ambitions. We discuss all these ambitions with the schools. A 'Good' appraisal at the standard level 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, schools and their school governing boards contribute to the quality of the core functions of the education system.

¹⁴ 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.

¹⁵ The standard Basic Skills has been added to increase the visibility of basic skills (TLP0). The standard Curriculum (TLP1) relates to the offering of the other subjects/ areas. This means that we still rely on coherency across the curriculum.

¹⁶ We have paraphrased the statutory requirements. Please refer to the legal articles mentioned for the full legislative texts.

QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

OP0. Basic Skills

The education provided in basic skills prepares pupils for their subsequent education and for participation in society.

Basic Standard of Quality

The school has a purposeful and coherent curriculum for teaching the basic skills of Dutch language (oral language skills, reading, writing, glossary and language care), numeracy-mathematics (numbers, ratios, measuring and geometry, and relationships) and citizenship that is appropriate to the school's pupil population.

For Dutch language and numeracy-mathematics, the content of the curriculum at least covers the attainment targets and works towards the reference levels. The curriculum has a logically progressive structure of goals and prepares pupils for the following school years, subsequent education and society. The implementation of the curriculum is recognizable in educational practice.

Citizenship focuses at least on stimulating the fundamental values of a democratic state and the knowledge, attitudes and skills that are important in this regard. This applies equally to the social and civic competencies needed in a pluralistic democratic society, and the attainment targets related to them.

Additional ambitions

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

Statutory requirements

Article 2, WPO: The school prepares pupils for subsequent education.

Article 8, section 1, WPO: Education is designed to ensure that pupils develop and make progress, and are able to do this without interruptions.

Article 8, section 3, WPO: Education promotes active citizenship and social cohesion (knowledge of and respect for fundamental values and the development of social and civic skills).

Article 9, sections 1, 4, 12 and 14, WPO, in conjunction with the Decree on renewed attainment targets, WPO: Education in Dutch language and numeracy-mathematics is purposefully and coherently aimed at achieving the attainment targets and meets the reference levels.

Article 12, section 2 and 3, WPO: The school plan includes an elaboration of the school's policy concerning a pedagogical-didactic approach.

TLP1. Curriculum

The education provided prepares pupils for their subsequent education and for participation in society.

Basic standard of quality

The school prepares pupils for their subsequent education and participation in a democratic society. It provides a broad educational curriculum based on the attainment targets,¹⁷ in line with the reference standards for literacy and numeracy. By educational curriculum we mean the content of all lessons, including lessons provided digitally or online. The curriculum provided by the school is geared to the pupil population and is in line with the pupils' (linguistic) ability and educational needs. Where necessary, the school's curriculum deepens and broadens as pupils progress through their school career, enabling them to undergo an uninterrupted process of development. The curriculum is

¹⁷ Schools in Friesland teach Frisian, with due observance of the attainment targets, unless they have been exempted from this by the Provincial Executive.

QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

targeted, coherent and distinctive. Furthermore, the school has ensured that the curriculum is distributed evenly and coherently across the years.

The education curriculum helps to impart knowledge of and instil respect for the fundamental values of a democratic state and contributes to the development of the social and civic skills that enable pupils to be part of and make a contribution to society.

Additional ambitions

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

Statutory requirements

- Article 2, WPO: The school prepares pupils for subsequent education.
- Article 8, section 1, WPO: Education is designed to ensure that pupils develop and make progress, and are able to do this without interruptions.
- Article 8, section 2, WPO: The content of the curriculum focuses on emotional, sensory, intellectual, physical and creative development and on the acquisition of essential knowledge and necessary social, cultural and physical skills.
- Article 9, WPO, in conjunction with the Decree on renewed attainment targets, WPO: The education provided reflects the core objectives and is.
- Article 12, section 2, subsection a, WPO: The school plan includes an elaboration of the statutory tasks for the principles, objectives and content of the education.

TLP2. Monitoring Pupils' Achievements and Support

The school monitors the development of the pupils and offers appropriate guidance and extra support where necessary.

Basic standard of quality

From the moment pupils enter the school, information is collected systematically on the pupils' knowledge and skills in all areas that are relevant to education. The collection of (assessment) data is carried out systematically and carefully, using standardized tests for the subject areas of language and maths. The school uses a pupil system to collect and record (assessment) data. The school compares this information with the expected development of the pupil. This makes it possible for the school to tailor its teaching to the learning needs of both groups and individuals. It enables the school to ensure that pupils are developing and receive support. The school can therefore guarantee the uninterrupted progress and development of its pupils, while also promoting equal opportunities. The school informs parents about their child's development and progress regularly.

If individual pupils or groups of pupils do not appear to be benefiting adequately from their education, the school identifies the areas where their development is falling behind and the reason(s) why that might be the case. The school then decides how best to respond if pupils are falling behind in certain areas, or progressing more rapidly than expected. The school then provides support in a structured manner. Where necessary, the school involves the inter-institutional partnership, the municipality and the health authorities in supporting its pupils. This gives the pupils the support they need in order to complete their education as effectively as possible. The school has a clear and structural focus on preventing children from falling behind.

The school has identified in the school prospectus which facilities it can offer to pupils who need additional support. For those pupils who require additional support, the school has drawn up a development perspective plan (OPP) that sets out how education is tailored to pupils' needs; the school registers this development perspective plan in BRON. The school formulates OPPs that meet the legal requirements and contain concrete goals. The OPPs are guiding for a systematic and goal-oriented implementation of the extra support. The content and implementation of the OPP are

QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

evaluated with the parents and the pupil at least every school year. Based on this evaluation, the school adjusts the goals or approach of the extra support.

The school fulfils its duty of care with respect to inclusive education. If the school is unable to provide the required extra support for a pupil, together with the child's parents and, if necessary, the inter-institutional partnership, it looks for another suitable school or education centre.

Additional ambitions

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

Statutory requirements

- Article 8, section 1, WPO: Education is designed to ensure that pupils develop and make progress, and are able to do this without interruptions.
- Article 8, section 4, WPO: The school provides individual support that is tailored to the needs of those pupils who require additional support.
- Article 8, section 9, WPO: The school works to prevent pupils falling behind in a clear and structured manner.
- Article 11, WPO: The school reports to parents and guardians on their pupils' progress and development.
- Article 12, section 2, WPO: The school plan sets out how the additional support the school provides is incorporated into the school's overall policy on education.
- Article 12, section 4, subsection a, WPO: The school has described how it tailors its education to pupil development in the school plan.
- Article 13, first section, subsection c, WPO: The school prospectus contains information about the basic- and the additional support the school offers.
- Article 40, sections 4 and 11, WPO: The school fulfils its duty of care with respect to inclusive education.
- Article 40, section 3, WPO: The school assesses whether a pupil needs additional support.
- Article 40a, sections 1 and 3, WPO: After consulting with the parents, the school governing board draws up a development perspective plan for pupils who need extra support.
- Article 40a, section 2, WPO: The school governing board must reach agreement with the parents regarding the actions section of the development perspective plan.
- Article 40a, section 4, WPO: The school governing board evaluates the development perspective plan with the parents and the pupil at least once every school year.
- Article 40a, section 5, WPO: The school governing board can, after consulting the parents or with the agreement of the parents, amend the development perspective plan.
- Article 40a, section 6 and 7, WPO: The board adjusts or finalises the development perspective plan, after the pupil has had the opportunity to express his opinion on this matter, and explains to the pupil what impact his opinion has had on the adjustment or finalisation of the development perspective plan.
- Article 40a, section 8, WPO: The development perspective plan contains a description of a) the individual guidance, b) if applicable: the parts of the curriculum that are deviated from, c) the contribution of the student.
- Article 40a, section 9, WPO, jo. Article 3.1 Establishment decree WPO: The development perspective plan at least contains information about the type of secondary education or the destination profile of the special secondary education the pupil is expected to progress into, and both the hindering factors and any favourable factors affecting his education.
- Article 45b, sections 1 and 2, WPO: The school monitors the pupils' progress in knowledge and skills by means of a pupil system. For literacy and numeracy/mathematics, this is done in groups 3 to 8 in any case with recognised tests.
- Article 12 of the Register of Participants in Education Act, in conjunction with Article 8, section 1, Register of Participants in Education Decree: The school governing board records for which period a pupil's development perspective plan has been drawn up in the Basic Register of Education (BRON) and, where applicable, for which period the pupil has been placed in an orthopedagogic didactic centre.

QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

TLP3. Teaching (Strategies)

The teachers' pedagogical-didactic approach is designed to ensure that pupils develop and make progress, and are able to do this without interruptions.

Basic standard of quality

In their classes teachers create a pedagogically and didactically sound and stimulating learning environment which ensures that pupils feel safe and are actively involved. The teachers have high expectations of all pupils. They ensure orderly managed classes and an efficient use of teaching time. Teachers make sure the goal of the lesson is understood. During classes, they monitor if the pupils' progress towards the lesson goals is sufficient and adjust their teaching as needed. Teachers explain the subject matter in a clear manner and give pupils sufficient time to practice with the learning material. They adapt instructions, processing and planned teaching time to the learning needs of groups and individual pupils alike. The adaptation is supportive and/or challenging, depending on the pedagogical and didactic needs of pupils. Teachers provide their pupils with individual feedback on their completed work and on their learning process. They encourage pupils to reflect on their own development.

Additional ambitions

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

Statutory requirements

- Article 2, WPO: The school prepares pupils for subsequent education.
- Article 8, section 1, WPO: Education is designed to ensure that pupils develop and make progress, and are able to do this without interruptions. To achieve this 'unimpeded development', it is essential that the school's teaching strategies correspond with the pupil's current level of development.
- Article 8, section 3, WPO: Education promotes active citizenship and social cohesion (knowledge and respect for fundamental values and the development of social and civic skills).
- Article 12, sections 2 and 3, WPO: The school has formulated its teaching principles in the school plan. The school's teaching policy and approach are evident in the teachers' day-to-day actions.

TLP4. Planned teaching time

The pupils are given sufficient time to familiarize themselves with the curriculum provided.

Basic standard of quality

The school offers a programme of education that meets the requirements of statutory planned teaching time. The school determines which activities fall under planned teaching time. The school plans educational activities carefully over the school year, and these are carried out under the supervision of qualified teachers.

The school divides time between subjects in such a way that pupils are able to master the compulsory education programme. The school has a policy for preventing unauthorized absenteeism and pupils dropping out with the aim being to achieve the statutory planned teaching time at the level of every individual pupil.

Where necessary and in the interest of an individual pupil, and in accordance with statutory regulations, the school exercises the option of deviating from the compulsory planned teaching time and/or the option of allowing a specific pupil to spend part of the planned teaching time at another school.

Additional ambitions

QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

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

Statutory requirements

- Article 8, section 7, WPO: The school provides the legally required number of hours of education at minimum, and ensures that pupils can, in principle, complete school within eight consecutive school years.
- Article 8, section 10, WPO, in conjunction with the Policy Rule on agreeing to a deviation from WPO planned teaching time: In certain cases, the school governing board requests the approval of the Inspectorate before deviating from the planned teaching time.
- Article 13, section 1, subsection d, WPO: The manner in which compulsory planned teaching time is used must be described in the school prospectus.
- Article 13, section 1, subsection k, WPO: The school has included its policy on absenteeism in the school prospectus.
- Article 15, WPO in conjunction with 34.11 WPO Funding Decree: If a pupil receives part of his or her programme of education at a different school and the school governing board meets the conditions for this, then the time spent at that other school counts towards the minimum number of hours of education that the pupil must receive.
- Article 32, section 5, WPO: Education is provided by teachers who meet the requirements of Article 3, WPO.

TLP6. Completion of primary education at the school is concluded in a satisfactory manner.

Basic standard of quality

The school ensures that all pupils are prepared properly for the transition to subsequent education.

All pupils are given appropriate advice regarding subsequent education. The school follows a prudent and appropriate procedure in this respect, which demonstrates that it strives to ensure that all pupils have equal opportunities.

All pupils sit a progression test during Year 8 (unless exempted from doing so by law). The teachers administer the test in accordance with the relevant regulations.

If the result of the progression test suggests a higher recommendation for secondary education than the recommendation actually given, the school will reconsider that recommendation. If the result achieved in the test deviates from the recommendation given, the reason for this is communicated to the parents.

The school also informs parents about the pupil's progress and notifies them of which information about the pupil is given to their new school.

Additional ambitions

- Are there additional ambitions with the conclusion of education, and if so how are these achieved?

Statutory requirements

- Article 2, WPO: The school prepares pupils for subsequent education.
- Article 11, WPO: The school keeps parents informed about the pupils' progress.
- Article 45b and 45c WPO and the Policy Regulation regarding grounds for exemption from progression test: The law stipulates which tests are mandatory in primary education and in which cases the school governing board decides a pupil is exempted from taking a progression test.
- Assessment Decree in primary education, article 5: The progression test is administered in accordance with regulations.
- Article 42, section 1, WPO: The progression test serves to prevent recommendations that are too low at the end of primary education.

QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

- Article 42, section 2, WPO: Within the last three weeks of January, the school governing board provides a school recommendation for every pupil in the eighth school year regarding their continued secondary education or special secondary education. The school governing board communicates the school recommendation to the parents.
- Article 42, section 1, WPO: The school writes an educational report for the new school.

QUALITY AREA: SECURE ENVIRONMENT AND ATMOSPHERE (SEA)

SEA1. Safety and Security

The school provides a safe and secure learning environment for pupils.

Basic standard of quality

The school assures its pupils' social, psychological and physical safety at school throughout the school day. A school is safe when the social, physical and psychological safety of pupils is not undermined by the actions of others. This is evident from the pupils' own feelings of safety and well-being, for example, which are evaluated by the school at least once a year using a standardized instrument.

The school has drafted a policy on safety and security that is made up of a coherent set of measures. The policy is designed to prevent, manage, record and evaluate any incidents, and the school puts this policy into practice. Should the findings of its monitoring procedures so dictate, the school takes adequate measures to improve the situation. Wherever possible, the school prevents bullying, cyber-bullying, aggression and violence in any form, and acts quickly and appropriately if they occur. The same applies to forms of expression that conflict with the fundamental values of the democratic constitutional state, such as discrimination and intolerance. The school has appointed a contact person for parents and pupils in the event of bullying; he or she also coordinates the school's policy to prevent bullying.

The school applies the reporting code for domestic violence and child abuse. The school 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 4a, WPO: The school governing board adheres to its statutory obligations with regard to reporting and investigating possible cases of sexual misconduct, and for reporting these to the relevant authorities if there is a reasonable suspicion that a sex crime has been committed.
- Article 4b, WPO: The school governing board establishes a reporting code for staff that specifies how indications 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 4c, section 1, subsection a, WPO: The school governing board has a policy with regard to the safety and security of pupils and also implements that policy.
- Article 4c, section 1, subsection b, WPO: The school governing board monitors the safety and security of pupils using an instrument that provides a representative and up-to-date picture.
- Article 4c, section 4, WPO: The school governing board sends the findings of the monitor to the Inspectorate once these findings are available.
- Article 4c, section 1, subsection c, WPO: The school governing board has delegated the following tasks to one person:
 - coordination of the school's anti-bullying policy;
 - point of contact for matters relating to bullying.
- Article 4c, section 2, WPO: Safety and security comprise: the social, psychological and physical safety of pupils.

- Article 8, section 3, WPO: Education focuses on instilling respect for and knowledge of the basic values of the democratic constitutional state. This includes that the school takes action if there is insufficient evidence of a culture consistent with the basic values.

SEA2. Atmosphere at the school

The school has an atmosphere that is conducive to the development of social and civic skills.

Basic standard of quality

The school prepares pupils for life in society. To this end, it creates a place where pupils can receive support for and practise developing their social and civic skills. Pupils at the school gain experience in dealing with the fundamental values of a democratic state and a pluralistic society. The school ensures that there is an atmosphere that reflects the fundamental values of the democratic state and contributes to promoting those values.

The conduct of staff at the school provides an example that pupils can emulate: staff members visibly embody the fundamental values referred to. Verbal and other expressions by both pupils and staff are in line with the basic values of a democratic society.

The school tailors its approach and the curriculum provided to possible risks in the pupil population, current events or the social setting in which pupils are growing up. The school also identifies and corrects statements by pupils that conflict with 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 8, section 3, WPO: Education promotes active citizenship and social cohesion in a targeted and coherent manner, focusing on instilling respect for and knowledge of fundamental values (see below) and the development of social and civic skills, for instance.
- Article 8, section 3a, WPO: The school governing board ensures a school culture that reflects the fundamental values of the democratic state, and creates an environment in which those values can be practised and are actively promoted.

QUALITY AREA: LEARNING OUTCOMES (LO)

LO1. Results

The school achieves learning outcomes that are at least in line with the established criteria or higher.

Basic standard of quality

The school's cognitive learning outcomes correspond with those expected, given the characteristics of the pupil population that the school serves. Specifically, this means that its outcomes in the core subjects of literacy and numeracy comply with the relevant criteria.

Additional ambitions

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

Statutory requirements

- Article 10a, WPO, Articles 34.4 and 34.6, WPO Funding Decree and the Regulations for Learning Outcomes in Primary Education 2020: Schools must achieve satisfactory learning outcomes. This means that the outcomes achieved meet or exceed the benchmark established in the Regulations for Learning Outcomes in Primary Education (Regeling leerresultaten PO 2020), which is adjusted to take into account the composition of the pupil population.

LO2. Social and civic skills

QUALITY AREA: LEARNING OUTCOMES (LO)

Pupils acquire social and civic skills that meet or exceed the requirements and expectations of subsequent education and of society.

Basic standard of quality

The school has a good picture of the characteristics of its pupil population and has ambitious expectations regarding the level that pupils can achieve in the field of social and civic skills. The school takes the needs of subsequent education and participation in society as its starting point when it comes to pupils' competencies.

The school substantiates the results that it aims to achieve in this area. The school assesses the results achieved in a reliable and accessible manner. The school makes a visible effort to ensure that pupils leaving the school have achieved adequate results. In this way, the school demonstrates that it has achieved its objectives around those skills and competencies.

Additional ambitions

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

Statutory requirements

- Article 2, WPO: The school prepares pupils for subsequent education.
- Article 8, section 2, WPO: Education focuses identifiably on emotional, intellectual and creative development and on the acquisition of knowledge and social, cultural and physical skills.
- Article 8, section 3, WPO: Education focuses identifiably on the development of social and civic skills that enable pupils to be part of and contribute to the pluralistic, democratic society of the Netherlands.

QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION (MQA)

MQA1. Vision, ambitions and goals

The school's vision for good education has wide support, and the school 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 school has a broadly supported vision, ambitions and goals designed to achieve good education, ensuring that pupils can make unimpeded progress and development. School management translates the school's vision, ambitions and goals into policy on education and aims to achieve the intended results. School management describes how it ensures that the intended quality of education is realized, assured and improved, and how it achieves compliance with statutory requirements.

School management ensures that its vision, ambitions and goals reflect the priorities of the school governing board and the characteristics of the school's pupil population. One way in which the school does this is by indicating how it caters for pupils with particular needs, such as support with literacy, and how it meets its statutory duty to promote citizenship and provide for specific learning needs, thereby contributing to equal opportunities for all pupils. The results of previous evaluations, internal and external dialogue are reflected in the goals that relate to policy on education.

School management sets the requirements for achieving its educational goals and ambitions, including determining staffing policy and the way in which education is organised. There is a clear internal division of responsibilities in this respect.

Additional ambitions

QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION (MQA)

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

Statutory requirements

- Article 8, section 3, WPO: Education promotes active citizenship and social cohesion (knowledge of and respect for fundamental values and the development of social and civic skills).
- Article 8, section 9, WPO: Education is designed in such a way that it has a structural and clear focus on preventing pupils from falling behind, in particular when it comes to command of the Dutch language.
- Article 10, WPO: The school governing board must ensure the quality of education at a school. That responsibility means ensuring that the school complies with the statutory requirements and implements the system of quality assurance. It implies, for instance, that verifiable goals have been formulated.
- Article 12, section 1, WPO: The school plan describes the policy regarding the quality of education that is provided at the school, and must address policies on education and staffing policy and the system of quality assurance, at minimum.
- Article 12, section 2, WPO: The description of the policy on education includes, at minimum: the content of education, the school's own duties with respect to education, the pedagogical-didactic atmosphere and security. Reference is also made to the school's possible additional support.
- Article 12, section 4, WPO: Through its system of quality assurance, the school ensures that pupils' development is unimpeded and that its education is tailored to the pupils' progress and development. It must also determine where improvement measures are needed.
- Article 31, WPO: The allocation of responsibilities is described in the management statute.
- Articles 160 and 161a, WPO: Making agreements at the municipal level about combating educational disadvantage and formulating the associated goals.

MQA2. Implementation and Quality Culture

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

Basic standard of quality

The school realizes the vision, goals and ambitions for good education. To this end, school management ensures a safe and professional culture of learning and improvement at the school. Within this quality culture , the school management and (qualified) teaching staff implement the system of quality assurance jointly, so that the school as a whole works towards achieving the educational objectives. School management makes interim adjustments where necessary.

School management ensures that the professional development of the staff takes place within the objectives set. Teachers (working in teams) exercise their own responsibility in organising the education that they provide.

School management demonstrates educational leadership and ensures the targeted deployment of resources to achieve the objectives set. The school implements the additional support possibilities. It works together with other schools, the inter-institutional partnership and other organisations to ensure that no pupil is left behind.

Additional ambitions

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

Statutory requirements

- Article 3, article 31, article 32b, article 34a and article 34b, WPO: For each staff member subject to requirements relating to competencies and maintaining competencies, the school governing board maintains organised records.
- Article 8, section 4, WPO: If necessary, the school governing board consults with the municipality, youth healthcare services, a social support agency or a healthcare provider.

QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION (MQA)

- Article 18a, WPO: The school governing board is affiliated with an inter-institutional partnership.
- Article 10, WPO: The school governing board must ensure the quality of education at a school. That responsibility means ensuring that the school complies with the statutory requirements and implements the system of quality assurance. That means, for example, that the school governing board and the schools have an insight into the quality of education. The functioning of the quality cycle must play a central role in this.
- Article 12, section 3, WPO: The school plan includes a description of the staffing policy. Staffing policy covers the way in which the requirements relating to competencies and maintaining competencies are to be met, the contribution of the staff to the policy on education, the teaching strategies, and the proportional representation of women in the school management, as referred to in Article 30.
- Article 13, section 1, subsection c, WPO, jo. article 13a, section 2, WPO: The board approves the school prospectus in which the basic and additional support a school can give are described.
- Article 31a, sections 1 to 3, WPO: The school should give teachers independent responsibility for assessing pupils' educational achievements and give them an adequate opportunity to provide input when it comes to subject-specific, didactic and pedagogical processes within the school. Ongoing agreements for this are recorded in a professional statute.

MQA3. Evaluation, accountability and dialogue

The school analyses and systematically evaluates whether it is achieving the goals and reports on this. Where necessary, it adjusts school 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, school management 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 pupils and potential opportunities for and threats to the further development of education.

To ensure a good transfer to subsequent education and to keep track of the results achieved by its pupils after they leave, the school maintains contact with the schools/institutions which they go on to attend. School management ensures joint decision making. To this end, it actively engages in dialogue with parents, staff, the (Joint) Participation Council ((J)PC) and, where applicable, pupils, municipalities and/or (regional) employers.

The school updates stakeholders in an accessible manner at least once every year regarding its goals and working methods, and regarding the results it has achieved.

The school management 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 school uses the results of the evaluation to improve management. In doing so, it makes clear what effect the input of stakeholders is having on safeguarding and adjusting school policy.

Additional ambitions

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

Statutory requirements

- Article 8, section 1, WPO: Education is organised in such a way that pupils undergo an uninterrupted process of development.
- Article 8, School Councils Act (WMS): The (Joint) Participation Council is provided with all information by the school governing board in a timely manner so that it can fulfil its duties and is provided with the information that is prescribed by law, at minimum.

QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION (MQA)

- Articles 10 and 12, section 4, WPO: The school governing board ensures quality at its schools using a system of quality assurance. This means, for instance, that there are regular evaluations regarding whether these goals are being achieved.
- Article 10, WMS: In certain cases, the school governing board requires the prior consent of the (Joint) Participation Council (for example when amending the school's educational objectives).
- Article 11, WMS: The school governing board must give the (Joint) Participation Council the opportunity to advise in advance on decisions regarding certain matters (such as confirming or amending the main points of the school's multi-year financial policy).
- Article 11, section 1, subsection r, WMS: The school governing board enables the (Joint) Participation Council to advise on the adjustment or finalisation of the possible support the school can give, as determined in the school prospectus.
- Article 12, WMS: The school governing board requires the prior consent of the staff members in the (Joint) Participation Council with respect to decisions on certain matters (such as when confirming or changing the composition of the staff).
- Article 13, section 1, subsection a, WPO: In the school prospectus, the school clarifies what the goals of education are and which results are achieved through the teaching-learning process.
- Article 13, section 1, subsection o, WPO: The school prospectus must report on findings of the system of quality assurance and the measures taken as a result.
- Article 13b WPO: The school governing board describes in general in the school prospectus to what extent the pupils had an influence on the determination of the basic and additional support the school can offer.
- Article 14, WMS: The school governing board requires the prior consent of the parents and pupils section of the (Joint) Participation Council with respect to certain decisions (such as when approving the school prospectus).
- Articles 167 and 167a, WPO: The competent authorities of the schools hold annual consultative meetings regarding the prevention of segregation, the promotion of integration and combating disadvantage; these are also attended by childcare organisations and the municipality.

5.4 Additional statutory requirements

Not all the statutory requirements set out in the educational legislation and regulations are included in the inspection framework. This does not alter the fact that the Inspectorate monitors compliance with (all) regulations issued by or pursuant to the education legislation (Article 3, section 1, subsection a, subsection 1 in conjunction with Article 1, section d, of the Education Supervision Act). The statutory requirements that are not linked to a standard in the inspection framework are summarised under the heading "additional statutory requirements." If we identify a shortcoming in compliance with an "additional statutory requirement", we can issue a remedial action.

In addition, we also refer to "additional statutory requirements" if, in a quality inspection or an inspection of a school governing board, we have examined and assessed a component of a standard without examining and assessing the entire standard. Our findings regarding the examined other statutory requirements are not included in the decision-making rules for the overall judgement¹⁸, but remedial action can, of course, be issued. The school plan is an important accountability document for school policy, often in relation to additional statutory requirements too.

Our annual work plan, published on the Inspectorate's website, states which themes we will be looking at that particular year. Partly on the basis of the reports and signals we receive, we may ask schools 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 school level. However, the school or school governing board will be required to rectify the shortcoming by a deadline specified by the Inspectorate.

¹⁸ With the exception of the decision rule for the judgement 'Good' in MBO.

6. Judging and Appraising

6.1 Introduction

In this chapter, we describe how we make assessments and assign ratings (both judgements and appraisals). We do this as transparently as possible, based on the assessment framework for school governing boards and the assessment framework for schools, and using the evaluation descriptors included in this chapter. Our assessments always relate to the quality of management and governance achieved and the education that pupils 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 stimulating 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 schools (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 (judgement). We allocate the label of 'Good' when ambitions relating to basic quality requirements and/or which surpass them are achieved (appraisal). 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 schools 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 schools. 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, we can build up a better picture of schools and the way in which they address the core functions.

6.3 Judging and Appraising standards for school governing board and school

In order to assess and assign judgements and appraisals for the quality of school governing boards and schools, 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.

Benchmarking basic skills standard

From August 1, 2025, the standard TLP0 will be taken into account for the overall judgement on school, department or board level. An 'unsatisfactory' assessment of this standard does not directly lead to an 'unsatisfactory' judgement on school, department or board level. Therefore, a minimum of one other standard has to be unsatisfactory as well. The standard TLP0 will be assessed as 'Unsatisfactory' if two out of the three basic skills (literacy, numeracy/maths, civic skills) are insufficient. The Inspectorate makes no distinction between the basic skills. So, if only one of the basic skills gets an 'unsatisfactory' assessment, then standard TLP0 will get a 'satisfactory' assessment. In that case, the Inspectorate will issue a remedial action to address the shortcoming on the relevant basic skill.

Judgement/appraisal Standard	Benchmark for the standard
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Good	The board/school complies with all the statutory requirements and also achieves ambitions that go beyond these standards.
Satisfactory	The board/school complies with all the statutory requirements and achieves basic quality requirements.
Unsatisfactory	The board/school does not comply with the statutory requirements.

6.4 Judgements and appraisals at the board level

In order to assure basic quality in schools, we assume that the school governing board is able to implement the quality cycle, as described in the legal requirements of the three standards in the quality area of Management, Quality assurance and Ambition (see chapter 4). In cases where this is lacking, an 'Unsatisfactory' appraisal 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 appraise this quality area as 'good'. The way in which the board-level assessment or appraisal is established, is as follows:

Assessment/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 '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 judgements and appraisals of the relevant standard within the quality area of Governance, Quality Assurance and Ambition is adjusted depends on the severity of the shortcoming.

6.5 Assessments and appraisals at the school level

Our assessment or appraisal of the quality achieved by a school (overall assessment) is based on the following decision criteria:

Overall assessment/appraisals at school level	Benchmark
Satisfactory (basic standard of quality)	The standards Results, Monitoring Pupils' Achievements and Support, Teaching (Strategies) and Safety and Security are 'satisfactory', and no more than one other standard in the quality areas of Teaching-Learning Process or Secure Environment and Atmosphere is 'unsatisfactory'.
Unsatisfactory	The standard Results or Monitoring Pupils' Achievements and Support or Teaching (Strategies) or Safety and Security is 'unsatisfactory', or two or more other standards in the quality areas of Teaching-Learning Process or Secure Environment and Atmosphere are 'unsatisfactory'.

Very weak	The standard for Results is 'unsatisfactory' and one or more of the following standards Monitoring Pupils' Achievements and Support and/or Teaching (Strategies) and/or Safety and Security is/are 'unsatisfactory'.
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6.5.1 Statutory benchmark for 'very weak' education

The criteria for the judgement 'very weak' are defined by law. Section 10a of the Primary Education Act (WPO) states that a school's education is deemed 'very weak' if its results fall seriously below the required standard for a prolonged period, and if, in relation to these failings, there are also shortcomings in fulfilling one or more requirements specified in this act. Our interpretation of these statutory criteria for the assessment framework is given in the table above. An inspection report in which the Inspectorate concludes that the quality of the education is very poor is to be viewed as a Decree under the definition of the General Administrative Law Act (AWB), once it has been adopted. A school governing board can appeal against the judgement of 'very weak' and can also appeal against the relevant Decree (Section 20-6, WOT).

6.5.2 Benchmarking of results that cannot be assessed

The law (Article 10a, section 4, WPO) stipulates that if the school's learning outcomes cannot be assessed, the following applies:

The quality of education is deemed 'very weak' if the school fails to comply with two or more of the statutory criteria and, as a result thereof, either does not provide for a safe environment in the school as stipulated in Article 4c, or has not organised its provision in such a way that pupils enjoy both unimpeded development and an education that has been designed to suit their progress, as defined in Article 8, section 1.

In all cases where results cannot be assessed, we apply the following benchmark for 'very weak' based on the legislation cited above:

Benchmarking of results that cannot be assessed	
Unsatisfactory	The standard Monitoring Pupils' Achievements and Support or Teaching (Strategies) or Safety and Security or Ambitions and Goals is 'unsatisfactory', or two or more other standards in the quality areas of Teaching-Learning Process and/or Secure Environment and Atmosphere are 'unsatisfactory'.
Very weak	Two or more of the following standards are 'unsatisfactory': Monitoring Pupils' Achievements and Support, Teaching (Strategies) Safety and Security, and Vision, Ambitions and Goals.

6.5.3 Additional benchmarks for the closure of new schools

Often, representative final results are not yet available at new schools. As with schools where the final results cannot be assessed, these usually cannot play a role in the assessment. In these cases, like with other schools with non-assessable results, new schools are subject to the criteria under 'Benchmarks for final results that cannot be assessed' (section 6.5.2).

On top of that, article 157, section 3 of the WPO provides that a school which has received funding for less than two years and which achieves poor quality may be closed or that funding may be terminated. However, this is only possible if, in the first year the school does not meet – and after an improvement period of one year still does not meet – three or more important statutory requirements defined by or pursuant to the law (statutory requirements). That means that the school is not focusing on safety and security, education is not organised in such a way that pupils can undergo an uninterrupted process of development, or education is not geared to achieving progress in the pupils' development. As a result, the closure of a new school only occurs in exceptional circumstances, when the quality achieved at a school is well below par. In such cases, there must therefore be an additional shortcoming in the school's

compliance with the statutory requirements compared to the benchmark for 'very weak'. Closure or the termination of funding are then legal options in the interest of the pupils.

benchmarks for the closure of new schools	
Benchmark	Safety, Developmental Support and Supervision and Teaching Strategies are 'unsatisfactory'.

6.6 Making assessments

6.6.1 Compliance with statutory requirements

In reaching our judgements, we use the above benchmarks as guidelines. The key factor in our appraisal is, in particular, the extent to which the school's educational practice reflects the spirit and intent of the statutory requirements. For a 'satisfactory' assessment, 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 a school 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 at the school or for pupils, and as long as the shortcoming can be rectified relatively easily and quickly, a 'satisfactory' assessment 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 Appraising ambitions

Both school governing boards and schools 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 school governing board or by the school with respect to a specific standard. We examine whether the school governing board (in the case of a four-yearly inspection) or the school (in the case of a school-level inspection) is working towards and achieving its stated ambitions. The vision and plans at the level of the school governing board and their implementation at the school level by school management, as set out in the school plan, play an important role in this. A 'Good' appraisal at the school level is valid for four years.

6.6.3 Environment of school governing board and school

The environment and conditions in which the school governing board and the school 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 pupil population served, the availability of staff, recent mergers, school buildings and facilities, organisational development and the development of governance. We expect school governing boards and schools to respond to these factors in their vision, ambitions, goals and policy in order to achieve the core functions of education for all their pupils. Our assessments always relate to the quality of management and governance achieved and the education that pupils receive.

The environment and operating conditions mainly play a role in determining the details of the inspection and possibly in follow-up supervision.

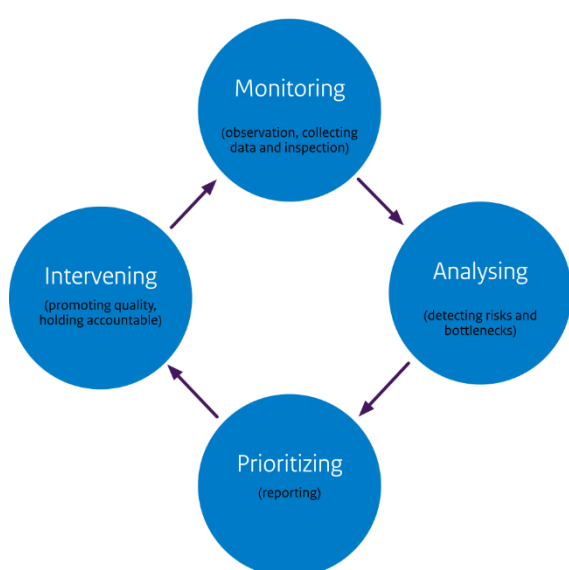
7. Supervisory procedure

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 schools address the core functions of the system. In addition, school governing boards guarantee the implementation and quality of education in the schools that they are responsible for. In section 7.3, we describe our method for supervising school governing boards and schools. 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 Supervision at the system level

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 issues. Looking at the system as a whole helps us to understand, for example, pupils' progress through the education system, bottlenecks around the transition between educational sectors and equality/inequality of opportunities.

This helps us to ensure that education continues to improve for pupils. 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 issues that may pose a risk to quality across the system as a whole.
- We ensure that the main risks and issues 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 stimulating improvements. We do this through system-level, board-level and school-level supervision, but also through other activities designed to promote quality in the field of education.

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

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

We use data gathered through the supervision of school governing boards and schools, 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 organisations 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 performance in a broader sense and look specifically at risks to the quality of education.

Thematic school visits

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 schools fulfil 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.

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

We use data gathered through the supervision of school governing boards and schools, 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 organisations 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 performance in a broader sense and look specifically at risks to the quality of education.

Thematic inspections

We monitor developments by inspecting school governing boards and schools or by working with others to collect data. We refer to this as thematic inspections, which can have various objectives, such as:

- To establish a picture with regard to developments in the quality of a particular aspect of the education system across school governing boards or schools.
- To get a deeper understanding and, if possible, provide explanations for risks or system-level issues, e.g. concerning a regional problem or a specific group.

We structure thematic inspections on the basis of current issues or system-level issues that have already been identified. We sometimes do this for a school governing board or a school, in which case we may combine the thematic inspection with the four-yearly review of the school governing board and the schools, as described in section 7.3. We may also conduct our inspection in a different way, such as using questionnaires, observing educational processes, conducting interviews with several school governing boards or schools at the same time or having meetings with academics and experts, for example.

The aim of thematic inspections is to explore the extent to which the education system is successfully achieving the core tasks of education outlined previously. We 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 tasks. We actively initiate a dialogue with stakeholders about this.

Our Annual Working Plan details the areas that we wish to inspect. In this plan, we describe multi-annual inspection programmes and one-off thematic inspections that are aimed at exploring the core tasks or system-level issues that have been identified. Themes that require urgent research can lead to changes in our inspection agenda.

In primary education, periodic assessments are also carried out under the name *Peil.onderwijs*. You can find more information on this on our website (<https://english.onderwijsinspectie.nl/>).

7.2.3 Prioritizing and Intervening

We distinguish four types of activities when it comes to prioritizing and intervening on the basis of system-level supervision. These are described below. Setting the agenda 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 WOT.

National Report on Municipal Supervision of Childcare

System-level supervision of municipal duties in the area of childcare takes the form of the annual 'National Report on Municipal Supervision of Childcare' and thematic school visits. Through these reports, we provide an insight into the system and add current themes to the agenda or explore them in greater depth.

Thematic reports

We bring the results of thematic school visits to the attention of the school governing boards, schools 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 schools

When supervising school governing boards and schools, 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 schools 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 to promote improvements, 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 issue 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 pupils.

7.3 Supervision of school governing boards and schools

Our supervision of school governing boards and schools 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 schools. 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 schools

The school governing boards are ultimately responsible for the quality of education at their schools. When supervising school governing boards and schools, 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:** The quality of the school governing board is the starting point for the intensity of our supervision at both the board itself and at their schools..
- **Tailored supervision:** Because school governing boards and schools vary greatly in terms of size, regional and local circumstances and development, the structure and design of every inspection is tailored. We engage in various inspection and verification activities.
- **Transparency and accountability:** At the start of the inspection, we enter into a dialogue with the school governing board and substantiate the design that has been chosen. During the inspection, we inform the board of any changes made to this design. After the inspection, we substantiate the results presented in the report and the adversarial procedure begins. We base our assessments on at least three different sources, wherever possible. This principle, referred to as triangulation, assures the quality of our inspection activities.

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 schools 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 are 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 schools (see section 7.3.3). We analyse trends and changes in the data over time and relate these 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 schools, 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 signals.

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 schools? For smaller school governing boards and single-school boards, we take into account the way in which school management interconnects with the school governing board level. 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 schools 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 at schools, pupils' 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 in relation to school governing boards and schools

The supervision of school governing boards and schools 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 schools' (or hereafter: four-yearly inspection, Article 11, section 8, WOT). 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 schools, because it is at the school 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 in more detail in section 7.4.1.

Given the importance of greater insight at the school level, the Inspectorate has created scope for more intensive school supervision. Therefore, it was not possible to fully implement the four-yearly inspection of school governing boards in 2024, nor is it possible to do so in 2025. For the time being, the Inspectorate aims to fully implement the four-yearly cycle starting in 2026, with risk inspections of school governing boards at risk and substantially lighter, proportional inspections of approximately a quarter of the governing boards annually. We are, however, taking into account the simultaneous demand to visit more schools with the available capacity and the (potential) resulting limitations for school governing board inspections. For these reasons, we will use the term "school governing board inspection" for the time being when carrying out our supervision in practice, rather than the "Four-Yearly Inspection of School Governing Board and Educational Programmes" used in this inspection framework.

We also carry out interim inspections at schools. We do this if risks have been identified, and during the thematic school visits and sample quality inspections that are part of system-level supervision. School visits and inspections may be announced or unannounced. We describe school-level inspections in section 7.4.2.

Sample quality inspections

The Inspectorate of Education conducts sample quality inspections at schools in addition to risk quality inspections. These inspections, which we carry out as part of the system level review, aim to periodically provide a representative picture of the quality of education in Dutch schools. The inspections have the same content and structure as risk quality inspections and the school governing board is also the point of contact in this type of inspection.

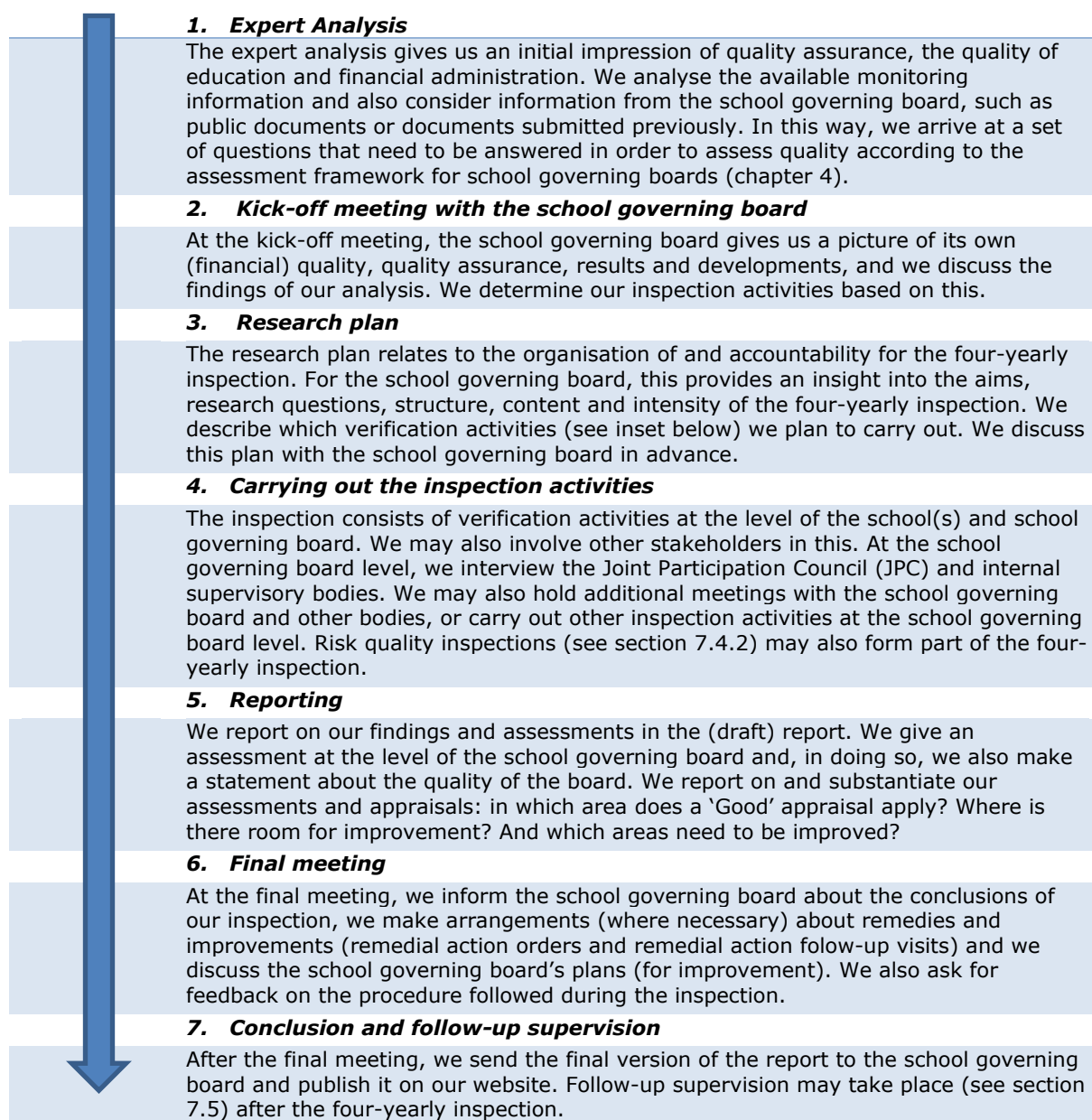
The supervisory activities described here have been supplemented with two new supervisory activities. See the preface for more information.

7.4.1 Four-yearly inspection of the school governing board and schools

In the four-yearly inspection we seek to find out whether the governance and management on the quality provided by the school governing board 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 schools tailored supervision).

Figure 7.4.1a Steps in the four-yearly inspection of school governing boards and schools



An important part of our working method for the four-yearly inspection is verification. Verification activities involve speaking with those involved in the school, the school governing board 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 schools 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 inspection plan. For example, we verify the picture of quality provided by observing classes and by speaking to pupils, parents or school leaders. School-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 risk quality inspections and sample quality inspections, in verification activities we make no assessment of the level of the standards or the school. The verification contributes to the assessment at the board level. We do share our findings with the school regarding the extent to which quality of governance is evident at the school. If we identify risks at a school, we will discuss these with the school governing board. Where necessary, we will conduct a risk quality inspection.

7.4.2 School-level inspections

At the school level, we apply various types of inspection, both as part of the four-yearly inspection (see section 7.4.1) and beyond. When a school-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.

Risk quality inspection

Risk quality inspections are carried out as part of the four-yearly inspection, but they can also take place separate from it, based on the annual performance analysis or on 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 schools, we carry out (part of) the risk quality 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 school level (see chapter 5) and make arrangements about reporting and accountability regarding the findings.

Thematic school visits

More information on thematic 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 schools 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. During thematic visits, we provide judgments in a thematic report at the system level (not at an institutional level). This does not involve judgments and remedial actions regarding individual boards. In specific cases, however, judgments and remedial actions can be issued to individual boards. In those cases, this is done in a report at the institutional level. The school governing board is informed of this when the inspection is announced.

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 an 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 give reason 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 is 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 stakeholders¹⁹. 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 indications of the possible unlawful acquisition or use of funds, we will conduct an investigation 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

Inspections at new schools

At new schools that have started from Aug. 1, 2023 after they have submitted an application as referred to in the 'Meer Ruimte voor Nieuwe scholen' Act on which the Minister has decided to fund the school, we conduct a risk quality inspection within their first year of operations. How we arrange this inspection depends on the (nature of the) information that is available about the school and the advisory procedure²⁰ prior to the establishment of the new school. It also depends on whether the school falls under an existing school governing board (and thus on the quality of that board), or whether a new school governing board has also been established.

Targeted inspection

If the Inspectorate receives serious signals or other information, this may lead to a targeted inspection of a school governing board or school with respect to 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 targeted 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 action orders and follow-up visits, see section 7.5). The designated inspector also speaks to the school governing board regarding risks, signals received and incidents. The 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 concern relevant developments inside or outside the educational institution, including bottlenecks 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.

¹⁹ Such as the Ministry of Education, Culture and Science (OCW), the Education Executive Agency (DUO), educational umbrella organisations, the Royal Netherlands Institute of Chartered Accountants (NBA) and accountants firms.

²⁰ For more information about this advisory procedure, see <https://english.onderwijsinspectie.nl/>.

7.5 Follow-up supervision, intensification and sanctions

Follow-up supervision is necessary when shortcomings are discovered in the school governing board or at the schools 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 the school.

No shortcomings

If an inspection shows that the school governing board is assuring the basic quality requirements and therefore meets the statutory requirements and financial requirements applicable to the school governing board and the school, no follow-up supervision is required. The school governing board and the schools then fall under regular supervision, which means that we monitor performance 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 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 report on this process to the Inspectorate and we will verify whether the shortcoming has indeed been rectified. The intensity with which we do this is determined in proportion to the quality standards achieved by the school governing board.

Shortcomings at schools

In the event of shortcomings in the basic standard of quality at a school, 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 the judgement of 'Very weak' assessment, we will draw up a supervision plan to monitor progress in relation to the remedial action order and conduct a follow-up inspection. In the case of a minor shortcoming and if the governance of the school governing board is satisfactory, the school governing board 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 customization 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 school 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 at a school. 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 ask the school governing board to report on how the school 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 its schools, 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

Results of inspection	Structure of follow-up supervision
Meets or surpasses basic quality requirements	No follow-up supervision; regular supervision
Shortcomings at the level of school governing board	Progress monitored by Inspectorate <i>and/or</i> School governing board responsible for remedial action <i>and:</i> Follow-up inspection by the Inspectorate
Shortcomings at the school level	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 interventions encouraging school governing boards to implement the improvements we deem necessary. Escalation is a gradual process in which we constantly observe which instruments are required in order to ensure improvements actually occur. If a school governing board or school is unable to successfully take required measures, we will intensify our supervision. This may entail further and more detailed inspection, such as a specific investigation into administrative conduct. In extreme cases, when we see no improvement, we may apply various sanctions or take measures.

If there is no improvement and an increased risk of deterioration for an extended period, 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. Interventions that the minister can implement include: suspending and withholding (part of) the funding, imposing certain administrative fines, issuing an instruction (in the case of mismanagement) or an urgent instruction (in the case of substantial suspicion of mismanagement), suspending the authority to conduct examinations and depriving rights (the last two mainly concern the secondary vocational education). The Minister has mandated the Inspectorate to take some of these decisions on his behalf. The scope of this mandate is laid down in article 7 of the OCW Organisation and Mandate Decree 2008. For example, the minister has the power to immediately withhold all (or part) of the funding in the event of a failure to comply with a statutory requirement, and has mandated the Inspectorate to take this decision up to a maximum percentage. This decision can only be taken after the school governing board has been given a reasonable period of time to remedy the shortcoming. An escalation process is different in each supervisory situation. The sequence of intervention and escalation steps is determined for each situation.

Intervention may range from remedial action orders to address shortcomings at the school level to much more drastic measures involving school funding and action at the level of the school governing board. Naturally, in all cases we evaluate the severity and duration of the associated risks and whether the school governing 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 judgements concerning the quality of governance and education. For this reason, we actively ensure that the results of our inspections and assessments are accessible in various ways. As such, we contribute to the information that is available on schools, school governing boards and the education system as a whole. In addition to the information provided by the Inspectorate, school governing boards, schools and others also contribute to the information that is available about schools and education, each based on their respective role and public responsibilities.

In addition to communication via the Inspectorate's helpline and information point, the website and The State of Education, reports on thematic inspections and inspections of school governing boards and schools are also available. In principle, all our reports are in the public domain.²¹ This means that we are transparent in our methodology, judgements and assessments. 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, such as infographics or animations. Social media, contributions to relevant conferences, giving lectures and organising conferences or round table discussions also form 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 and information point, parents, school governing boards and schools can, for example, ask questions about education or our supervision in general, or about specific schools. They can also express their concerns regarding education. Confidential matters can be reported to our confidential inspectors.

Signals that we receive regarding education play a whistle-blowing role for us, and we consider them 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 schools. We generally publish our reports on school governing boards and schools three weeks after they have been approved (article 21, first paragraph, WOT).²²

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*, which is published 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 and

²¹ Section 15 of the Educational Inspectorate Act (WOT) requires that reports on a specific inspection are published unless the nature or scope of the inspection dictates otherwise.

²² Article 15 of the Education Regulation Act specifies that reports regarding a specific inspection are to be published unless the nature or scope of the inspection make this impossible.

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 both 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 assessments at the level of governance and the inspection activities that have taken place at the schools as part of this. We also report briefly on our verification activities and – where applicable – risk quality inspections and/or inspections relating to financial risks. We provide no judgements or appraisals with respect to school-level verification activities, and reporting on these is therefore brief.

In the report, we differentiate between assessments that relate to compliance with statutory requirements on the one hand (whether the schools 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 that is required and any follow-up inspections that relate to addressing non-compliance with statutory requirements.

The deadlines for rectifying shortcomings are also specified, where applicable (see paragraph 7.5).

Assessments 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 assessment 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 School level

We often report our findings from the inspection of schools 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 school cannot be recognized as such in the report. The report on the four-yearly inspection of school governing boards and schools includes sections on inspection and verification activities that took place in schools as part of the inspection of the school governing board. We report separately on inspections that we conduct in schools 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.

Risk quality inspection and sample quality inspection

In cases where we conducted a risk quality inspection or a sample quality inspection, 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 issued for parents. As well as a description of our findings, our judgements for each standard are also provided, and the overall assessment is also presented. We publish the school report on our website.

In case of a risk quality inspection, if the school governing board itself carries out a (follow-up) inspection on behalf of the Inspectorate, the results should in principle be reported 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.

Targeted inspections

As with school governing boards, we can also carry out a specific inspection at the school 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 drafted regarding 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.²³ Once we have invited the school governing board to prepare their 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 final 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 (<https://english.onderwijsinspectie.nl/>) for the complaints procedure.

²³ Article 15 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 relate to inter-institutional partnerships for inclusive education, and certain types of education or educational facilities that are subject to specific legislation and regulations, which means that certain changes to the assessment framework or the working methods are required.

There are 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 these. The supervisory procedures that are applied to these types of education can be found on our website.²⁴

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 and is based on the applicable legislation and regulations with respect to those routes.

In this chapter, we describe our supervisory activities in relation to: the governing boards of inter-institutional partnerships and didactic support centres (section 9.2), special primary education (section 9.3), education for newcomers (section 9.4), internationally oriented primary education (section 9.5), early childhood education (section 9.6) and education in the Caribbean Netherlands (section 9.7).

The sections below provide an overview of the standards in the assessment framework (chapter 4 and/or 5) that do and do not apply to the educational facilities mentioned above, in some cases subject to specific amendments. The additional statutory requirements (section 4.4 and section 5.4) also apply to all 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 can be found in the appendices.

9.2 Governing boards of inter-institutional partnerships for inclusive education

9.2.1 Introduction

All school governing boards are required to affiliate with one or more inter-institutional partnerships for inclusive education. The governing board of the inter-institutional partnership and the affiliated school governing boards are both jointly responsible for the provision of inclusive education. The inter-institutional partnership has its own statutory duties and these are designed to ensure a comprehensive network of facilities, so that affiliated school governing boards can fulfil their duty of care with respect to inclusive education. The inter-institutional partnership must make agreements regarding how the best possible inclusive education is provided for all pupils. The inter-institutional partnership keeps a record of these agreements in the special needs support plan. Where these agreements involve the policy of school governing boards and schools, the school governing boards are responsible for their implementation.

The law leaves plenty of scope for inter-institutional partnerships and school governing boards to provide for inclusive education according to the characteristics of the region and of their own vision. This freedom is intended in part to allow scope for more customization and for choices that suit the additional learning needs of pupils in the relevant region. This requires good coordination with municipal partners, with the aim being to ensure the optimum fit between education and the youth policy of the relevant municipality, including youth welfare support. The inter-institutional partnership will also reach agreements on this in

²⁴ See <https://english.onderwijsinspectie.nl/>

its special needs support plan, and will consult the municipality and other partnerships in the region about this.

Another important responsibility of the inter-institutional partnership is to provide advice on additional support and pathways to special schools and facilities. The inter-institutional partnership thus plays a central role in the allocation of additional support.

Supervision should provide an insight into the extent to which inter-institutional partnerships are successfully fulfilling their duties.

Orthopedagogic-didactic support centres

An inter-institutional partnership may choose to include an orthopedagogic-didactic support centre in the partnership in order to ensure that a comprehensive network of facilities is provided. An orthopedagogic-didactic support centre is an educational facility for pupils who require a specific pedagogical and didactic approach. This means that they are temporarily unable to take part in education at a regular school, even with extra support. The facility thus provides school governing boards with the opportunity to fulfil their duty of care to specific pupils. Because the pupils concerned remain registered at their regular school and the school governing board therefore remains responsible for the pupils' progress, the school governing board also benefits when facilities of adequate quality are being provided.

The quality of education at an orthopedagogic-didactic support centre is the responsibility of the governing board of the inter-institutional partnership that the centre is part of. The support plan states the position and function of the orthopedagogic-didactic support centre within the comprehensive facilities network of the inter-institutional partnership, as well as which pupils may be eligible to receive (part of) their education at an orthopedagogic-didactic support centre.

Supervision focuses on assessing the quality of education provided by the orthopedagogic-didactic support centre and the extent to which the governing board of the inter-institutional partnership has sufficient oversight on quality and is able to achieve improvements. It is important for school governing boards that the education provided is of adequate quality because they are responsible for their pupils' progress. After all, those pupils remain enrolled at their regular schools.

9.2.2 Amendments to the assessment framework and decision criteria

Assessment framework and decision criteria for governing boards of inter-institutional partnerships

The assessment framework for the governing boards of inter-institutional partnerships for inclusive education consists of two quality areas, each of which is subdivided into three standards.

The quality area of Governance, Quality Assurance and Ambition (GQA) is subdivided into three standards that include direction, implementation and evaluation. These standards are interrelated and they focus on the system of quality assurance and governance. That means that we consider these standards in conjunction with one another. If an inter-institutional partnership has partnered with an orthopedagogic-didactic support centre, when assessing these standards we also consider whether the school governing board is fulfilling its duty of care for the quality of education at that centre.

The quality area of Realization of Inclusive Education (RIE) focuses on the statutory tasks relating to inclusive education that are specifically reserved for the inter-institutional partnerships and that are related to fulfilling the societal duty of providing education that is inclusive. These statutory tasks are encapsulated in the three standards in the quality area of Realization of Inclusive Education.

Judging the standards in these two quality areas indicates whether the school governing board is capable of achieving, safeguarding and continuing to improve the basic standard of quality in the inter-institutional partnership through its governance activities. Using this information on results and quality of governance, we are able to make decisions regarding (follow-up) supervision in a manner that is proportionate (see chapter 7).

The figure below shows this assessment and the decision criteria concerned.

Assessment at the school governing board level	Decision Criteria
Good	Two standards from the quality area of Governance, Quality Assurance and Ambition are 'good' and the third is 'satisfactory' or higher <i>and</i> two standards from the quality area of Realization of Inclusive Education, including the standard for Comprehensive network, 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 <i>and</i> in the quality area of Realization of Inclusive Education, at least the standard for Comprehensive network and one other standard are 'satisfactory'.
Unsatisfactory	One (or more) standard(s) from the quality area of Governance, Quality Assurance and Ambition is 'unsatisfactory'. Or the standard for Comprehensive network from the quality area of Realization of Inclusive Education is 'unsatisfactory'.

Assessment framework and decision criteria for orthopedagogic-didactic support centres

To assess the quality of education provided by the orthopedagogic-didactic support centre, we apply the assessment frameworks for primary education (for centres that provide primary education) or secondary education (for centres that provide secondary education), as described in chapter 5 of the relevant frameworks. Because the pupils at the centre continue to be registered at a regular school, the results that they achieve count towards those schools. This means we do not judge the standard LO1 Results at the centre. For this reason, the decision criteria for schools where the results cannot be assessed apply for the assessment of the quality of an orthopedagogic-didactic support centre, (see section 6.5.2 of the relevant frameworks).

9.2.3 Procedure

Working methods for the supervision of governing boards of inter-institutional partnerships for inclusive education

The working method for supervising the boards of inter-institutional partnerships largely corresponds to that for school governing boards. The difference is that during the expert analysis (section 7.4.1, part 1. Analysis), we consult stakeholders in the inter-institutional partnership when supervising an inter-institutional partnership. We do this by means of round table meetings. These meetings help to determine how the inspection activities are designed.

During an inspection, we may also consult regional partners, such as the municipality, youth welfare support and school attendance officers.

When supervising an inter-institutional partnership, we also consider whether the affiliated schools are implementing the partnership's policy in practice. This policy is described in the support plan of the inter-institutional partnership. We also assess the implementation of the inter-institutional partnership's policy and the results achieved by schools by means of verification activities.

Such activities are part of our review of the effectiveness of quality assurance within the inter-institutional partnership. We verify whether schools are complying with the agreements in the support plan. We expect the school governing board of the inter-institutional partnership to have information on the implementation of those agreements in practice, and to respond accordingly. In addition, this gives us an insight into certain aspects of inclusive education at the schools visited. The results of the verification activities do not lead to an assessment concerning the schools, but provide an indication of whether they are complying with the agreements in the support plan and regarding the implementation of the policy of the inter-institutional partnership.

Working method for supervision of orthopedagogic-didactic support centres

The working method described in chapter 7 also applies to the supervision of the quality of education at orthopedagogic-didactic support centres.

9.3 Special primary education

9.3.1 Introduction

Special primary education is subject to the Primary Education Act (WPO). However, the target group of pupils is different from that of a regular primary school. All pupils in special primary education have special educational needs and have been admitted to special primary education on the basis of an admissibility statement (obtained from the inter-institutional partnership for inclusive education). For each pupil, a development perspective plan describes which (final) objective is being pursued and how their education is being tailored to achieving this goal. In order to be able to meet the specific learning needs of pupils, teachers work on the basis of a tailored educational plan and tailored ortho-pedagogical principles. Compared to regular primary education, additional support is also available for teachers and pupils.

9.3.2 Amendments to the assessment framework and decision criteria

Amendments to the assessment framework relate to the standards Basic Skills, Curriculum, Monitoring Pupils' Achievements and Support, Teaching Strategies and Results.

- The standard Basic Skills has been changed, because in special primary education deviations from the to be achieved attainment targets and/or reference levels are possible for individual pupils. This will be included in the pupils' development perspective plan.
- The standard Provision Curriculum has been adapted to the requirements of providing special primary education.
- The standard Monitoring Pupils' Achievements and Support has been amended because all pupils in special primary education have a progress and development plan.
- In the standard Teaching Strategies, the term 'tailored' has been added to make it clear that this concerns specific action for the target group.
- The standard Results has been amended because no decision criteria have been specified for the results of pupils in special primary education. Learning outcomes are therefore looked at on the basis of the goals or decision criteria set by the school itself. The findings are not taken into account in assessing the standard. This is always categorized as 'not to be assessed'.

Decision criteria

In special primary education, the same decision criteria apply to the overall assessment as in primary schools where the results cannot be assessed (section 6.5.2.).

Appendix 1 includes the complete assessment framework for special primary education.

9.3.3 Procedure

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

9.4 Education for newcomers

9.4.1 Introduction

Education for newcomers is intended for pupils who speak little or no Dutch. They may be taught in separate educational facilities or classes, but they usually move into regular education after twelve to eighteen months. In addition, there are educational facilities where children of asylum seekers can attend school for longer periods while they await the residence status or deportation.

In primary education, there are four types of educational facility for newcomers. This classification is based on the organisation of education and we also use it to organise our supervision.

- Type 1: schools affiliated with asylum seeker centres and emergency shelter locations (AZC schools).
- Type 2: schools that provide education exclusively to newcomers and primary schools with three or more newcomer classes.
- Type 3: primary schools with one or two classes for newcomers.
- Type 4: primary schools where newcomers are integrated into regular classes.

For types 1 and 2, the amendments to the assessment framework described below are applicable. For types 3 and 4, we apply the regular assessment framework.

9.4.2 Amendments to the assessment framework and decision criteria

The nature of newcomer education means that some standards from the assessment framework need to be interpreted in a specific way. For types 1 and 2, the following amendments have been made to the assessment framework:

- The standard Basic Skills has been amended, because it concerns a more specific type of Dutch language provision (e.g. literacy skills) for newcomers that is aimed to facilitate integration into regular education.
- The standard of Monitoring Pupils' Achievements and Support has been amended because all newcomers have different development goals and fulfilling learning needs is approached differently to regular primary education.
- The standard of Teaching Strategies has been amended, because in this case it involves a specific and customized approach for newcomers.
- The standard of Completion of the Primary School Period has been amended, because education for newcomers very frequently involves the conclusion of part of the primary school career. In addition, the requirement to take a progression test does not usually apply, because pupils are often exempted from this.
- The standard ~~for~~ Results has been amended because no decision criteria have been specified for the results of pupils in education for newcomers. Learning outcomes are therefore looked at on the basis of the goals or decision criteria set by the school itself. The findings are not taken into account when assessing the standard for Results. This is always categorized as 'not to be assessed'.
- The standard ~~of~~ Evaluation, Accountability and Dialogue has been adapted so that it is applicable to the specific situation of newcomer education.

In addition, there are certain amendments to the additional statutory requirements. These are the requirements that relate to the school plan, the school prospectus and the participation council. These requirements are viewed from the perspective of the parent school and do not apply to the newcomer facility itself.

Decision Criteria

In education for newcomers, the same decision criteria apply to the overall assessment as in 'primary schools where the results cannot be assessed' (section 6.5.2.).

Appendix 2 contains the assessment framework for education for newcomers and the decision criteria. In all cases, the word 'school' can also be read as 'facilities'.

9.4.3 Procedure

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

9.5 Internationally oriented primary education

9.5.1 Introduction

According to Article 40, section 10 of the Primary Education Act, internationally oriented primary education is intended for pupils who:

- do not hold Dutch nationality and have at least one parent who is working temporarily in the Netherlands or in a border area of the Netherlands;
- hold Dutch nationality and have been educated abroad in the education system of another country for at least two years, due to the fact that at least one of their parents, guardians or carers has been working abroad for a certain period of time;
- hold Dutch nationality and have at least one parent, according to a written statement from the employer, who will be working abroad for at least two years within two years of the pupil's date of admission, and who will be moving abroad too.

Although this form of education always involves a department or location of a regular (Dutch-language) primary school, the law requires that we monitor these separately.

9.5.2 Amendments to the assessment framework and decision criteria

In principle, we apply the regular assessment framework for primary education when reviewing internationally oriented primary education. In view of the specific situation and nature of international education departments, some amendments to the standards below are necessary:

- The standard of Curriculum has been amended because these schools follow a different curriculum.
- The standard of Monitoring Pupils' Achievements and Support has been amended because the specific situation of the school requires some adjustments.
- Some amendments are also made for the standard of Completion of the Primary School Period because this is approached differently.
- The standard Results has been amended. No decision criteria have been specified for pupils in internationally oriented education. However, we do look at the learning outcomes achieved when the school administers tests, such as Key Stage II and SATs, in relation to the school's own decision criteria. But this is not associated with any assessment of that standard.

In addition, there are certain amendments to the additional statutory requirements. The most important of these is the parental contribution. The international department of the school may request a contribution from parents, the amount of which is determined by the school governing board. This is a monetary contribution for extra activities that go beyond regular government-funded education, which means that this is difficult to view as a voluntary contribution. If parents do not agree to this, the pupil can be registered with the regular Dutch-language department at which a voluntary parental contribution applies.

Decision Criteria

For the overall assessment, the decision criteria are applied for schools where we cannot assess the results, as described in section 6.5.2.

Appendix 4 includes the complete assessment framework for special primary education.

9.5.3 Procedure

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

9.6 Childcare and early childhood education

9.6.1 Introduction

The Inspectorate of Education supervises the duties of municipalities pursuant to legislation and regulations regarding childcare and educational disadvantage policy, including preschool and early childhood education (vve). The supervision of the tasks of municipalities falls under intergovernmental supervision and is structured differently from board and institutional supervision for education. Since Jan. 1, 2023, intergovernmental supervision tasks have been placed under a separate inspection framework.

In addition to the intergovernmental supervision of municipalities, the Inspectorate also supervises the quality of preschool and early childhood education. In addition to the statutory framework for supervision referred to in chapter 1, the Childcare Act (WKO), the Municipalities Act and the associated regulations are also relevant.

For the method of intergovernmental supervision we refer to the Intergovernmental Supervision Framework 2023. We describe the method of supervision of preschool and early childhood education in section 9.6.2.

9.6.2 Supervision of preschool and early childhood education

Introduction

Preschool and early childhood education is intended for toddlers and preschool-age children whose development (e.g. linguistic development) is impeded. Preschool and early childhood education focuses not only on linguistic skills, but also on the children's socio-emotional development, cognitive development and motor skills. . Through intergovernmental supervision, the Inspectorate checks whether agreements have been made within the municipality regarding vve and educational disadvantages. You can read more about this in the aforementioned Intergovernmental Supervision Framework 2023.

In addition, the Inspectorate assesses the quality of vve at day care centres (pre-school) and preschool class and second grade of elementary school (early childhood education).

The difference in legislation between preschool and early childhood education has implications for supervision. We address preschool locations in the next section. Early childhood education is examined in the regular inspections at elementary schools, using the regular assessment framework po (chapter 5) and according to the methodology for thematic inspections or inspections at the school level (chapter 7).

9.6.2.1 Preschool education at preschool locations

Municipalities fund preschool education at childcare locations. These are known as preschool centres. We supervise the quality of preschool education in a signal-driven manner at locations that provide publicly funded preschool education in all municipalities that receive funding to combat educational disadvantage. The assessment framework for preschool education can be found in Appendix 5. Signals received may lead to an inspection or to a meeting with the manager of a preschool facility, for example.

Both the Municipal Health Service (GGD) and the Inspectorate of Education are responsible for the supervision of preschool education. Annual supervision of the basic requirements for preschool education, as set out in the Decree on the Basic Quality Requirements for Preschool Education (hereinafter: the Decree), is carried out by the GGD. The Inspectorate of Education is also authorized to monitor these requirements, but only does so in exceptional cases. The basic requirements are shown in the inset below.

Requirements included in the Decree on the Basic Quality Requirements for Preschool Education (01/08/2020):

- -Amount (article 2). This article relates to allocating sufficient time for preschool and early childhood education.
- Number of professionals and group size (Article 3). This article relates to the staff-child ratio.
- Language level (Article 3a). This article concerns the level (Dutch language and maths) that staff need to have.
- Quality of professionals (Article 4). This article relates to the education completed by staff and their training in preschool and early childhood education.
- Use of a preschool education programme (Article 5). This article concerns the preschool curriculum in the various areas of development.
- Quality of the location (Article 6). This article indicates that preschool education should take place in a childcare centre.
- Training Plan (article 4, section 4). This article is about the requirement for managers to draw up an annual preschool education training plan.
- The content of the pedagogical policy plan with regard to preschool education (article 4a). This article is about the requirement for managers to describe, evaluate and update the policy on preschool education in the preschool education training plan.

Role of GGD

The GGD assesses whether locations meet the regulatory requirements. In some municipalities, the GGD also looks at the quality of education. The field instrument for the observation of pedagogical practice that the GGD uses can be found on the website of the national government.

Role of the Inspectorate

The Education Regulation Act (WOT) (Article 15i) states that the Inspectorate can conduct inspections at locations that provide publicly funded preschool education with respect to:

- the basic requirements for preschool education;

- informing parents and parent involvement;
- the quality of education;
- the development, care and supervision of the children;
- quality assurance;
- continuity between early childhood education and preschool education.

An inspection at the location level results in a report which, once both sides have had their say, is published on the basis of the Education Regulation Act (WOT) (see chapter 8). We send a copy of the report to the municipality concerned.

-Decision Criteria for preschool facilities

The standards for preschool education have no legal basis and an assessment on the basis of these standards can therefore not lead to a facility being assessed as 'unsatisfactory'. If the practical situation encountered does not correspond (or barely corresponds) with the relevant standards, the label 'could do better' is given.

Assessment	Decision Criteria for standards
Good	The preschool facility convincingly fulfils its own self-defined quality factors.
Satisfactory	The preschool facility fulfils its own self-defined quality factors.
Could do better	The preschool facility fails to fulfil its self-identified quality factors or has not defined them.

No overall assessment

Given that the assessment framework only concerns the educational aspects of the location and not the location as a whole, we do not assign an overall assessment to preschool facilities.

9.7 Education in the Caribbean Netherlands

9.7.1 Introduction

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

9.7.2 Amendments to the assessment framework and *Decision Criteria*

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, decision criteria 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. There are also no schools for special education or inter-institutional partnerships for inclusive education in the Caribbean Netherlands.

Assessment framework

The assessment framework for the Caribbean Netherlands is based on the Primary Education Act for the Caribbean Netherlands (WPO BES), the Secondary Education Act 2020 (WVO 2020) and the Adult and Vocational Education Act for the Caribbean Netherlands (WEB BES). This legislation differs from the sector-specific laws that apply in the European Netherlands. In addition, some sections of the law have been incorporated into law but have not yet come into effect. Finally, additional regulations for secondary and vocational education are in force on St. Eustatius and Saba with respect to English-language education on these islands. 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.

Decision criteria

We wish to apply the same standards in the assessment framework for the Caribbean Netherlands as in the European Netherlands as soon as this is possible. However, we cannot yet form an opinion 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 decision criteria have been established. After reviewing the sector-specific 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 decision criteria 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 assessment at the school level. For the time being, we limit ourselves to the overall assessments of 'satisfactory' or 'unsatisfactory'. This assessment 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 assessment of 'very weak' in the Caribbean Netherlands at present. We therefore refrain from this assessment. As soon as that legal basis is in place, we will be able to assign the judgement 'very weak'. We do, however, assign an appraisal 'Good' within this assessment framework, under the same conditions as in the European Netherlands. Shortcomings with respect to statutory requirements may lead to an 'unsatisfactory' assessment with respect to standards and possibly in the overall assessment regarding the school/ course. An 'unsatisfactory' assessment for a standard leads to an order for remedial action, in accordance with supervision in the European Netherlands (section 7.5).

Because of the inability to assess learning outcomes, the overall judgement Very Weak has not yet been legally established in the Dutch Caribbean. Therefore we have not yet issued such a judgement. As soon as the assessment is laid down in law, we will also be able to issue the judgment Very Weak.

9.7.3 Procedure

Governance-oriented supervision in the Caribbean Netherlands deviates somewhat from the approach usually taken. At this stage, we use a two-year cycle for quality assessments at the level of schools or courses. In principle, a progress meeting/board meeting is held with each school governing board and the relevant school leaders one year and a quality assessment is carried out the other year. During these inspections at the school or course level, we therefore carry out an assessment regarding the standards that are necessary for the assessment of basic quality requirements. The inspection relating to these standards can be carried out proportionally.

Moreover, in the long term we strive to carry out an assessment for quality assurance at the level of the school governing board once every four years. The latter corresponds with our approach in the European Netherlands.

Appendix: framework Caribbean Netherlands for primary education

This appendix shows the assessment framework for primary education in the Caribbean Netherlands.

The explanation can be found in paragraph 9.7.

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

GQA1. Vision, ambitions and goals

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

Basic standard of quality

The school governing board has a vision of 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 assessment policy. The vision, ambitions and goals also address the implications of previous results of evaluation and the results of internal and external dialogue.

The school governing board works with the schools to ensure that the vision, ambitions, goals and policy lead to improvements in the education that pupils receive. The schools, in turn, formulate goals that match the needs of pupils 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, the atmosphere in the school and the results. To this end, the school governing board sets a multi-annual budget that covers several years which 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 schools has been agreed upon, based on the applicable legislation and regulations.

Additional ambitions

- Which aspects of the vision, ambitions and goals surpass basic quality requirements?
 - To what extent have these been achieved and which effects does the school governing board observe in this regard?
-
- Article 3, section 8, RJO BES: The school governing board includes a continuity section in the annual report.
 - Article 10, section 1, WPO BES: Education is organised in such a way that pupils can undergo an uninterrupted process of development; education is geared to achieving progress in the development of the pupils.
 - Article 13, WPO BES, in conjunction with Article 15, WPO BES: The school governing board ensures quality at its schools using a system of quality assurance.
 - Article 15, sections 1, 2 and 3, WPO BES: The school governing board ensures that all its schools have a school plan. In all cases, the school plan describes the policy on education, staffing policy and the system of quality assurance. The school support profile is included in the description of policy on education. This includes a description of the facilities available for pupils who need additional support.
 - Article 25, section 1, subsection c, WPO BES: The internal supervisory board ensures that the school governing board acquires its funds lawfully and spends and uses its funds efficiently and lawfully.

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

- Article 31, section 8, WPO BES: Every year, the school governing board determines policy with regard to staffing across the different categories of staff at the schools.
- Article 33, WPO BES: Pursuant to the provisions of the management statute, information on quality must be made available to the relevant persons.
- Articles 99 and 129, WPO BES [in conjunction with AMvB] and Article 19, WPO BES 2022 Funding decision: The school governing board must use government funding efficiently and lawfully [and must avoid any evidently inefficient use of the (financial) resources available].
- Article 125, section 1, WPO BES and article 3, section 8, RJO BES and Article 2 WPO BES Decision on provision of information: Every year, the school governing board prepares an annual report which includes the results of financial policy.
- RJO BES, in conjunction with article 125, WPO BES: The manner in which the school governing board reports on financial administration is consistent with the regulations set out in the RJO BES.

GQA2. Implementation and quality culture

The school governing board, together with the schools, 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 schools 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 realized. The school governing board ensures that educational leadership is firmly anchored in the organisation across all levels. The school governing board also encourages school management 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, the agreements in the special needs support plan for the inter-institutional partnership for inclusive 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 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 prevents any evidently inefficient use of available (financial) resources. In addition, 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 also performs its duties independently and correctly and is facilitated in this by the school governing board. The school governing board ensures proper employee participation and operates in accordance with a Code of Good Governance, explaining any deviation from this in the annual report²⁵. Finally, the school governing board ensures the effective processing of internal and external signals and complaints.

Additional ambitions

- Which aspects of implementation and quality culture surpass basic quality requirements?
- To what extent have these been achieved and which effects does the school governing board observe in this regard?

²⁵ 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 3, section 8, RJO BES: The school governing board includes a continuity section in the annual report.
- Article 3, article 15, sections 1 and 3 and article 36 WPO BES: The school governing board provides qualified staff and enables them to maintain and expand their competences.
- Article 6 Primary Education Act for the Caribbean Netherlands (WPO BES): The school governing board adheres to the legal obligations concerning the notification of, consulting on and reporting of a possible sexual offense in the case of there being reasonable grounds for the suspicion of a possible sexual offense. In doing so, the school governing board immediately informs the confidential inspector.
- Articles 13 and 15, section 4, WPO BES: The school governing board and school management ensure legal compliance and that, if necessary, improvement measures are taken with respect to quality. That means, for example, that the school governing board and the schools have an insight into the quality of education. The functioning of the quality cycle must play a central role in this.
- Article 16, section 1, subsection f, in conjunction with Article 17, WPO BES: The school governing board communicates on this in the school prospectus(es).
- Article 17, WPO BES: The school governing board has a complaints procedure that provides for the proper handling of complaints.
- Article 23, WPO BES: The school governing board is responsible for ensuring a well-managed school, including separation between management and supervision, and based on lawful arrangements for management and governance.
- Article 24, section 2, WPO BES: The internal supervisory board (or its members) functions independently of the school governing board.
- Article 25, section 1, and Article 125, section 1, WPO BES: The internal supervisory board supervises the execution of the duties by the school governing board and the exercise of its powers, assists the school governing board by providing advice and has a number of tasks at the least.
- Article 99, article 129 WPO BES: The school governing board ensures efficient and lawful use of government funding.
- Article 99, section 5, Primary Education Act for the Caribbean Netherlands (WPO BES): The school governing board manages the resources of the school in such a way that the continued existence of the school is assured.
- Article 125, section 1, Primary Education Act for the Caribbean Netherlands (WPO BES): The school governing board must apply a Code of Good Governance, providing an account of any deviations from this in the annual report.
- Article 129, section 4, Primary Education Act for the Caribbean Netherlands (WPO BES): In the event of any obviously inefficient use of funds, financial consequences may be imposed, such as changes to funding and the restitution of funding that has been unduly provided²⁶.
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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 pupils, and the financial situation. The school governing board actively collects external information and uses this

²⁶ ²⁶ The amendment (House of Representatives, 2019–2020 session, 35 102, no. 11) provides that a funding-related sanction can only be imposed on a school governing board once the term 'obviously inefficient spending' has been elaborated in more detail through a general administrative order (AMvB). Without such an order, the enforcement of 'obviously inefficient spending' is not possible. Until the date of entry into force of the order, however, the Inspectorate will focus on its promoting duties in this area and an 'Unsatisfactory' appraisal will only be given if a school governing board fails to comply with the elements currently included under the basic standard of quality.

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

information 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 schools.

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 schools. 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 assessment and financial administration. The reflection on the results of evaluation provides all levels of the organisation, 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 reporting. 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 pupils, 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. In this way, the school governing board complies with the agreements in the special needs support program of the inter-institutional partnership for inclusive education and facilitates accountability in this regard.

The school governing board is also accountable for at least the educational curriculum, the teaching-learning process, the way in which assessment is conducted and financial administration, including the basic skills of language, numeracy and citizenship. Reflection on the results of evaluation gives all levels of the organisation, internal supervision and participation bodies sufficient insight into the effectiveness of governance and implementation. The school governing board analyses and assesses the results of evaluation and accountability and, where necessary, uses these to adjust ambitions, (improvement) goals and policy or to formulate new ambitions, so that the outcome of dialogue contributes to the development and improvement of education and the governance thereof. The school governing board also organises dialogue with internal and external stakeholders, including pupils, staff and the internal supervisor. It also actively works with other parties on goals that go beyond the interests of governance and concern the core functions. In this way, it complies with the agreements in the island-level support plan for inclusive education and reports on this.

Additional ambitions

- Which aspects of evaluation, accountability and dialogue surpass the basic standard of quality?
- To what extent have these been achieved and which effects does the school governing board observe in this regard?

Statutory requirements

- Article 3, section 8, RJO BES, in conjunction with article 131, WVO BES: The school governing board produces an annual report every year which includes the results of financial policy as well as a report on the future development of education.
- Articles 13 and 15, section 4, WPO BES: The school governing board ensures quality at its schools using a system of quality assurance. This means, for instance, that there are regular evaluations regarding whether these goals are being achieved.
- Articles 18 and 19, WPO BES: The school has a (joint) participation council. At least twice a year, the school governing board will grant the participation council the opportunity to discuss general matters in the school with it. They will also meet if a substantiated request to do so is submitted

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

by the school governing board, parent representatives, pupil representatives or staff representatives.

- Article 125, section 1, WPO BES: The school governing board must apply a code of good governance, providing an account of any deviations from this in the annual report.
- Article 125, WPO BES and article 2, WPO BES Decision on provision of information, and article 1, RJO BES: The school governing board updates internal and external stakeholders every year regarding policy intentions, policy implementation and the results of the policy implemented.
- RJO BES, in conjunction with article 125, WPO BES: The manner in which the school governing board reports on financial administration is consistent with the regulations set out in the RJO BES.
- Article 125, sections 7 and 8, WPO BES: 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.

QUALITY AREAS AND STANDARDS, PRIMARY EDUCATION, SCHOOL LEVEL

	TLP TEACHING-LEARNING PROCESS
TLP0	Basic Skills
TLP1	Curriculum
TLP2	Monitoring Pupils' Achievements and Support
TLP3	Teaching Strategies
TLP4	Planned teaching time
TLP6	Completion of Primary Education

	SE SECURE ENVIRONMENT AND ATMOSPHERE
SE1	Safety and Security
SE2	Atmosphere and School

	LO LEARNING OUTCOMES
LO1	Results
LO2	Social and Civic Skills

	MQA MANAGEMENT, QUALITY ASSURANCE AND AMBITION
MQA1	Vision, Ambitions and Goals
MQA2	Implementation and Quality Culture
MQA3	Evaluation, Accountability and Dialogue

QUALITY AREA: TEACHING-LEARNING PROCESS (TLP)

TLP1. Curriculum

The education provided prepares pupils for their subsequent education and for participation in society.

Basic standard of quality

The school prepares pupils for their subsequent education and participation in a democratic society. It provides a broad educational curriculum based on the attainment targets, in line with the reference standards for literacy and numeracy. By educational curriculum we mean the content of all lessons, including lessons provided digitally or online. The curriculum provided by the school is geared to the pupil population and is in line with the pupils' (linguistic) ability and educational needs. Where necessary, the school's curriculum deepens and broadens as pupils progress through their school career, enabling them to undergo an uninterrupted process of development. The curriculum is targeted, coherent and distinctive. The school provides an early childhood education programme in groups 1 and 2 as a continuation of preschool education. Furthermore, the school has ensured that the curriculum is distributed evenly and coherently across the years.

The education curriculum helps to impart knowledge of and instill respect for the fundamental values of a democratic state and contributes to the development of the social and civic skills that enable pupils to be part of and make a contribution to society.

Additional ambitions

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

Statutory requirements

- Article 2, WPO BES: The school prepares pupils for subsequent education.

- Article 10, section 1, WPO BES: Education is designed to ensure that pupils develop and make progress, and are able to do this without interruptions.
- Article 10, sections 2 and 3, WPO BES: The contents of the curriculum focus on emotional, sensory, intellectual, physical and creative development and on the acquisition of essential knowledge and necessary social, cultural and physical skills.
- Article 10, section 3, WPO BES: Education is aimed at the broad development of students, including growing up in a pluralistic society, promoting active citizenship and social integration, being aware of and becoming acquainted with the different backgrounds and cultures of others in the same age group.
- Article 11, WPO BES, in conjunction with WPO BES Decision on Core Objectives: The education provided reflects the core objectives and is, where possible, organised in a coherent manner.
- Article 15, section 2, subsection a, WPO BES: The school plan includes an elaboration of the statutory tasks for the principles, objectives and content of the education.

TLP2. Monitoring Pupils' Achievements and Support

The school monitors the development of the pupils and offers appropriate guidance and extra support where necessary.

Basic standard of quality

The school works with children from the moment they enter the school to systematically collect information about pupils' knowledge and skills in all areas relevant to education. The collection of (assessment) information is systematic and careful. The school uses a pupil and education monitoring system to collect and record (assessment) information, showing pupils' progress in knowledge and skills at pupil, group and school level. On Bonaire, schools use tests for at least Papiamentu, Dutch language and numeracy-mathematics. On St Eustatius and Saba, schools use tests for at least English, Dutch language and numeracy-mathematics. The tests are recognised by the Board of Tests and Examinations, except for the first two school years.

The school compares the information with the expected development of the pupil. This makes it possible to tailor education to the educational needs of both groups and individual pupils. It enables the school to provide for pupils' development and support. The school has high expectations of pupils. In this way, the school safeguards pupils' uninterrupted development and progress and promotes equal opportunities. The school regularly informs parents about their child's development and progress.

When individual pupils or groups of pupils do not appear to benefit sufficiently from education, the school analyses, where necessary with support from the Expertise Centre for Special Needs Care, where development is stagnating and what possible explanations there are. It then determines what is needed to respond to any delays or advances in pupils' development. The school subsequently provides the support in a structured manner. Pupils thereby receive the support they need to progress through the educational programme more effectively. For pupils with specific educational needs, supported by the Expertise Centre for Special Needs Care, the school draws up an action plan for each school year. This is done in agreement with the parents and after the pupil has been given an opportunity to express their opinion. The school evaluates this action plan with the parents and the pupil at least once a year.

The school pays systematic and recognisable attention to combating (language) delays, including through early childhood education.

For pupils who need additional support, the school records in an individual action plan how it adapts education to the pupil's needs. If the school cannot provide the additional support, it seeks, in cooperation with the parents and, where necessary, the Expertise Centre for Special Needs Care, appropriate additional support and, where necessary, a more suitable educational placement.

Additional ambitions

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

- **Statutory requirements**

Article 10, section 1, WPO BES: Education is organised in such a way that pupils can undergo an uninterrupted process of development. It is adapted to the progress of pupils' development.

Article 10, section 3, WPO BES: Education promotes active citizenship and social cohesion in a purposeful and coherent manner. This includes, among other things, regularly monitoring the development of civic competences in order to adapt education to pupils' current learning needs.

Article 51a WPO BES: The competent authority uses a pupil and education monitoring system showing pupils' progress in knowledge and skills at pupil, group and school level.

Article 10, section 4, WPO BES: The school provides individual support tailored to the needs of pupils with specific educational needs.

Article 10, section 7, WPO BES: Education is organised in such a way that systematic and recognisable attention is paid to combating disadvantage, particularly language disadvantage, including through early childhood education.

Article 15, section 2, WPO BES: The description of educational policy includes at least the content of education, the school's own duties with respect to education, the pedagogical-didactic climate, safety and the early childhood education programme.

Article 15, section 4, subsection a, WPO BES: The school describes in the school plan how education is adapted to pupils' progress in development.

Article 45, section 1, WPO BES: The school governing board draws up an action plan for pupils with specific educational needs for each school year, in agreement with the parents.

Article 45, sections 2 and 4, WPO BES: The school governing board establishes or adjusts the action plan after giving the pupil an opportunity to express an opinion and explains to the pupil how their opinion influenced the action plan.

Article 45, section 3, WPO BES: The action plan states what the pupil's contribution was and what influence it had on the action plan.

Article 45, section 5, WPO BES: The school governing board evaluates the action plan with the parents and the pupil at least once every school year.

Article 12 of the Register of Education Participants Act, in conjunction with Article 8, section 1, of the Register of Education Participants Decree: An Expertise Centre for Special Needs Care has been designated that provides educational support activities and ambulatory support, among other things. The school governing board remains responsible for the pupil during their stay at the Expertise Centre for Special Needs Care.

Article 65b WPO BES: The competent authority cooperates in organising a transition meeting as referred to in Article 2.15 of the Childcare Act BES.

TLP3. Teaching (Strategies)

The teachers' pedagogical-didactic approach is designed to ensure that pupils develop and make progress, and are able to do this without interruptions.

Basic standard of quality

In their classes teachers create a pedagogically and didactically sound and stimulating learning environment which ensures that pupils feel safe and are actively involved. The teachers have high expectations of all pupils. They ensure orderly managed classes and an efficient use of teaching time. Teachers make sure the goal of the lesson is understood. During classes, they monitor if the pupils' progress towards the lesson goals is sufficient and adjust their teaching as needed. Teachers explain the subject matter in a clear manner and give pupils sufficient time to practice with the learning material. They adapt instructions, processing and planned teaching time to the learning needs of groups and individual pupils alike. The adaptation is supportive and/or challenging, depending on the pedagogical and didactic needs of pupils. Teachers provide their pupils with individual feedback on their completed work and on their learning process. They encourage pupils to reflect on their own development.

Additional ambitions

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

Statutory requirements

- Article 10, section 1, WPO BES: Education is organised in such a way that pupils undergo an uninterrupted process of development. To achieve this 'unimpeded development', it is essential that the school's didactic approach corresponds with the pupil's current level of development.
- Article 10, section 3, WPO BES: Education promotes active citizenship and social cohesion (knowledge of and respect for fundamental values and the development of social and civic skills).
- Article 15, sections 1 and 3, WPO BES: The school has formulated its pedagogical-didactic approach in the school plan. The school's pedagogical-didactic policy and approach are evident in the teachers' day-to-day actions.

TLP4. Planned teaching time

The pupils are given sufficient time to familiarize themselves with the curriculum provided.

Basic standard of quality

The school offers a programme of education that meets the requirements of statutory planned teaching time. The school determines which activities fall under planned teaching time. The school plans educational activities carefully over the school year, and these are carried out under the supervision of qualified teachers.

The school divides time between subjects in such a way that pupils are able to master the compulsory education programme. The school has a policy for preventing unauthorized absenteeism and pupils dropping out with the aim being to achieve the statutory planned teaching time at the level of every individual pupil.

Where necessary and in the interest of an individual pupil, and in accordance with statutory regulations, the school exercises the option of deviating from the compulsory planned teaching time and/or the option of allowing a specific pupil to spend part of the planned teaching time at another school.

Additional ambitions

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

Statutory requirements

- Article 10, section 6, WPO BES: The school provides the legally required number of hours of education at minimum, and ensures that pupils can, in principle, complete school within eight consecutive school years.
- Article 16, section 1, subsection k, WPO BES: The school has included its policy on absenteeism in the school prospectus.
- Article 34, section 5, WPO BES, in conjunction with article 3, WPO BES: Education is provided by teachers who meet the statutory requirements.

TLP6. Completion of primary education at the school is concluded in a satisfactory manner.**Basic standard of quality**

The school ensures that all pupils are properly prepared for the transition to subsequent education.

Schools on Bonaire administer the transition test recognised by the Board of Tests and Examinations for Papiamentu, Dutch language and numeracy-mathematics. The transition test provides an objective second piece of information for determining the pupil's level for subsequent secondary education. Before the transition test, schools draw up a school recommendation for each pupil and communicate it to the parents. If the result of the transition test shows that a pupil has more knowledge and skills than the school recommendation is based on, the school adjusts the recommendation in accordance with the result of the transition test. The school may deviate from this where this is in the pupil's best interests.

All pupils receive an appropriate recommendation for subsequent education. The school follows a careful procedure in this respect, demonstrating that it seeks to provide pupils with equal opportunities.

The teachers administer the test in accordance with the relevant regulations.

The school also informs parents about the information concerning the pupil that is provided to the receiving school.

Additional ambitions

- Are there additional ambitions with the conclusion of education, and if so how are these achieved?

Statutory requirements

Article 14 WPO BES: The school keeps parents informed about pupils' progress.

Article 48 WPO BES: For every pupil who leaves the school, the school prepares an educational report for the new school.

Article 51b WPO BES: In the public body of Bonaire, the competent authority administers a transition test recognised by the Board of Tests and Examinations to a pupil in the final year of primary education.

Article 51c WPO BES: In the public body of Bonaire, the competent authority administers the transition test again within three weeks after the regular administration date, unless this is medically impossible for the pupil.

Article 51d WPO BES: The competent authority draws up a school recommendation for the pupil. The school recommendation must be adjusted if the test recommendation is higher.

QUALITY AREA: SECURE ENVIRONMENT AND ATMOSPHERE (SEA)

SEA1. Safety and Security

The school provides a safe and secure learning environment for pupils.

Basic standard of quality

The school assures its pupils' social, psychological and physical safety at school throughout the school day. A school is safe when the social, physical and psychological safety of pupils is not undermined by the actions of others. This is evident from the pupils' own feelings of safety and well-being, for example, which are evaluated by the school at least once a year using a standardized instrument.

The school has drafted a policy on safety and security that is made up of a coherent set of measures. The policy is designed to prevent, manage, record and evaluate any incidents, and the school puts this policy into practice. Should the findings of its monitoring procedures so dictate, the school takes adequate measures to improve the situation. Wherever possible, the school prevents bullying, cyber-bullying, aggression and violence in any form, and acts quickly and appropriately if they occur. The same applies to forms of expression that conflict with the fundamental values of the democratic constitutional state, such as discrimination and intolerance. The school has appointed a contact person for parents and pupils in the event of bullying; he or she also coordinates the school's policy to prevent bullying.

The school applies the reporting code for domestic violence and child abuse. The school 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?

QUALITY AREA: SECURE ENVIRONMENT AND ATMOSPHERE (SEA)

Statutory requirements

- Article 6, WPO BES: 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.
- Article 6a, section 1, subsection a, WPO BES: The school governing board has a policy with regard to the safety and security of pupils and also implements that policy.
- Article 6a, section 1, subsection b, WPO BES: The school governing board monitors the safety and security of pupils using an instrument that provides a representative and up-to-date picture.
- Article 6a, section 1, subsection c, WPO BES: The school governing board has delegated the following tasks to one person:
 - coordination of the school's anti-bullying policy;
 - point of contact for matters relating to bullying.
- Article 6a, section 2, WPO BES: Safety and security are understood to mean: the social, psychological and physical safety of pupils.

SEA2. Atmosphere at the school

The school has an atmosphere that is conducive to the development of social and civic skills.

Basic standard of quality

The school prepares pupils for life in society. To this end, it creates a place where pupils can receive support for and practise developing their social and civic skills. Pupils at the school gain experience in dealing with the fundamental values of a democratic state and a pluralistic society. The school ensures that there is an atmosphere that reflects the fundamental values of the democratic state and contributes to promoting those values.

The conduct of staff at the school provides an example that pupils can emulate: staff members visibly embody the fundamental values referred to. Verbal and other expressions by both pupils and staff are in line with the basic values of a democratic society.

The school tailors its approach and the curriculum provided to possible risks in the pupil population, current events or the social setting in which pupils are growing up. The school also identifies and corrects statements by pupils that conflict with 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 10, section 3, WPO BES: Education promotes active citizenship and social cohesion in a targeted and coherent manner, focusing on instilling respect for and knowledge of fundamental values (see below) and the development of social and civic skills, for instance.
- Article 10, section 3a, WPO BES: The school governing board ensures a school culture that reflects the fundamental values of the democratic state, and creates an environment in which those values can be practised and are actively promoted.

QUALITY AREA: LEARNING OUTCOMES (LO)

LO1. Results

The school achieves learning outcomes that are at least in line with the established criteria or higher.

Basic standard of quality

The school's cognitive learning outcomes correspond with those expected, given the characteristics of the pupil population that the school serves. Specifically, this means that its outcomes in the core subjects of literacy and numeracy comply with the relevant criteria.

Additional ambitions

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

Related legislation and regulations

- Article 2, WPO BES: The school prepares pupils for subsequent education.
- Article 10, section 1, WPO BES: Education is organised in such a way that pupils undergo an uninterrupted process of development. To achieve this 'unimpeded development', it is essential that the school's didactic approach corresponds with the pupil's current level of development.
- The current WPO BES provides no statutory basis yet for an assessment of the learning outcomes to be achieved. This is expected to be included in the amended WPO BES (expected to enter into force in 2022).

LO2. Social and civic skills

Pupils acquire social and civic skills that meet or exceed the requirements and expectations of subsequent education and of society.

Basic standard of quality

The school has a good picture of the characteristics of its pupil population and has ambitious expectations regarding the level that pupils can achieve in the field of social and civic skills. The school takes the needs of subsequent education and participation in society as its starting point when it comes to pupils' competencies.

The school substantiates the results that it aims to achieve in this area. The school assesses the results achieved in a reliable and accessible manner. The school makes a visible effort to ensure that pupils leaving the school have achieved adequate results. In this way, the school demonstrates that it has achieved its objectives around those skills and competencies.

Additional ambitions

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

Statutory requirements

- Article 2, WPO BES: The school prepares pupils for subsequent education.
- Article 10, section 2, WPO BES: The contents of the curriculum focus on, among other things, the acquisition of essential knowledge in the field of social and cultural skills.
- Article 10, section 3, WPO BES: Education promotes active citizenship and social cohesion in a targeted and coherent manner, focusing on instilling respect for and knowledge of fundamental values (see below) and the development of social and civic skills, for instance.
- Article 10, section 3a, WPO BES: The school governing board ensures a school culture that reflects the fundamental values of the democratic state, and creates an environment in which those values can be practised and are actively promoted.
- Articles 11 and 12, section 2, WPO BES: With regard to the knowledge areas, special attention will be paid to societal relations.

QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION (MQA)**MQA1. Vision, ambitions and goals**

The school's vision for good education has wide support, and the school 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 school has a broadly supported vision, ambitions and goals designed to achieve good education, ensuring that pupils can make unimpeded progress and development. School management translates the school's vision, ambitions and goals into policy on

QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION (MQA)

education and aims to achieve the intended results. School management describes how it ensures that the intended quality of education is realized, assured and improved, and how it achieves compliance with statutory requirements.

School management ensures that its vision, ambitions and goals reflect the priorities of the school governing board and the characteristics of the school's pupil population. One way in which the school does this is by indicating how it caters for pupils with particular needs, such as support with literacy, and how it meets its statutory duty to promote citizenship and provide for specific learning needs, thereby contributing to equal opportunities for all pupils. The results of previous evaluations, internal and external dialogue are reflected in the goals that relate to policy on education.

School management sets the requirements for achieving its educational goals and ambitions, including determining staffing policy and the way in which education is organised. 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?
- Article 10, section 7, WPO BES: Education is organised in such a way that systematic and recognisable attention is paid to combating disadvantage, particularly language disadvantage, including through early childhood education.
Articles 13 and 15, section 4, WPO BES: The school governing board must ensure the quality of education at a school. That responsibility means ensuring that the school complies with the statutory requirements and implements the system of quality assurance. It implies, for instance, that verifiable goals have been formulated.
Article 15, section 1, WPO BES: The school plan describes the policy regarding the quality of education that is provided at the school, and must address policies on education and staffing policy and the system of quality assurance, at minimum.
Article 15, section 2, WPO BES: The description of educational policy includes at least the content of education, the school's own duties with respect to education, the pedagogical-didactic climate, safety and the early childhood education programme.
Article 15, section 4, WPO BES: Through its system of quality assurance, the school must ensure that pupils' development is unimpeded and that its education is tailored to the pupils' progress and development. It must also determine where improvement measures are needed.
Article 27, WPO BES: The school governing board is responsible for adopting the island care plan.
Article 33, WPO BES: The allocation of responsibilities is described in the management statute.

MQA2. Implementation and Quality Culture

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

Basic standard of quality

The school realizes the vision, goals and ambitions for good education. To this end, school management ensures a safe and professional culture of learning and improvement at the school. Within this quality culture, the school management and (qualified) teaching staff implement the system of quality assurance jointly, so that the school as a whole works towards achieving the educational objectives. School management makes interim adjustments where necessary.

School management ensures that the professional development of the staff takes place within the objectives set. Teachers (working in teams) exercise their own responsibility in organising the education that they provide.

School management demonstrates educational leadership and ensures the targeted deployment of resources to achieve the objectives set. The school implements the special needs support programme. It works together with other schools, the inter-institutional partnership and other organisations to ensure that no pupil is left behind.

QUALITY AREA: MANAGEMENT, QUALITY ASSURANCE AND AMBITION (MQA)

Additional ambitions

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

Statutory requirements

- Articles 13 and 15, section 4, WPO BES: The school governing board must ensure the quality of education at a school. That responsibility means ensuring that the school complies with the statutory requirements and implements the system of quality assurance. That means, for example, that the school governing board and the schools have an insight into the quality of education. The functioning of the quality cycle must play a central role in this.
- Article 15, section 3, WPO BES: The school plan includes a description of the staffing policy. Staffing policy covers the way in which the requirements relating to competencies and maintaining competencies are to be met, the contribution of the staff to the policy on education, and the pedagogical-didactic approach.
- Article 28, WPO BES, in conjunction with Article 1, WPO BES: An expertise centre for special needs care has been designated, which provides educational support activities and ambulatory supervision, among other things. The school governing board remains responsible for the pupil during his or her time within the expertise centre for special needs care.
- Articles 26 and 28, WPO BES: The school governing board is affiliated with an inter-institutional partnership for each of its schools. This affiliation may consist of an expertise centre for special needs care which provides expert support for pupils with specific learning needs.
- Article 36, WPO BES: For staff members who require particular qualifications or competencies, the school governing board ensures that adequate information is available regarding their skills and how these are maintained.

MQA3. Evaluation, accountability and dialogue

The school analyses and systematically evaluates whether it is achieving the goals and reports on this. Where necessary, it adjusts school 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, school management 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 pupils and potential opportunities for and threats to the further development of education.

To ensure a good transfer to subsequent education and to keep track of the results achieved by its pupils after they leave, the school maintains contact with the schools/institutions which they go on to attend. School management ensures joint decision making. To this end, it actively engages in dialogue with parents, staff, the (Joint) Participation Council ((J)PC) and, where applicable, pupils, municipalities and/or (regional) employers.

The school updates stakeholders in an accessible manner at least once every year regarding its goals and working methods, and regarding the results it has achieved.

The school management 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 school uses the results of the evaluation to improve management. In doing so, it makes clear what effect the input of stakeholders is having on safeguarding and adjusting school policy.

Additional ambitions

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

Statutory requirements

- Article 10, section 1, WPO BES: Education is organised in such a way that pupils undergo an uninterrupted process of development.
 - Articles 13 and 15, section 4, WPO BES: The school governing board ensures quality at its schools using a system of quality assurance. This means, for instance, that there are regular evaluations regarding whether these goals are being achieved.
 - Article 16, section 1, subsections a and e, WPO BES: In the school prospectus, the school clarifies what the goals of education are and which results are achieved through the didactic process, including the context. The school also clarifies its findings relating to the system of quality assurance and the measures taken as a result of those findings in the prospectus.
 - Articles 18 and 19, WPO BES: The school has a (joint) participation council. At least twice a year, the school governing board will grant the participation council the opportunity to discuss general matters in the school with it. They will also meet if a substantiated request to do so is submitted by the school governing board, parent representatives, pupil representatives or staff representatives.
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