

Mapping quality approaches and monitoring systems in the Netherlands

Improving the quality and monitoring of basic skills education for adults in the Netherlands



In cooperation with the Ministry of Education,
Culture and Science of The Netherlands

1 Executive Summary

Quality approaches in the Netherlands

The inventory looked at the existing quality frameworks and how municipalities and providers deal with quality. The inventory found that:

- There are a number of quality frameworks that more or less cover the different types of provision. A framework specifically for type 1 WEB funded non-formal adult education does not exist. Existing frameworks (such as Blik op Werk, with the KET-KIT) could be adapted to this type of provision, carefully assessing what is needed to assure the quality of adult education.
- Municipalities hardly have advanced quality assurance procedures and rely on the quality assurance procedures of the providers.
- In the tendering and subsidy arrangements quality criteria are imposed on the contractors. Municipalities generally lack the resources to follow-up on the quality criteria imposed.
- A future quality approach will have to be distinct per type of non-formal adult education:
 - Type 1 non-formal adult education:
 - Develop guideline on how municipalities can deal with quality and suggest a set of quality criteria. A first suggestion could be to look at:
 - Outreach/partnerships
 - Intake/screening/registration
 - Learning resources
 - Teachers
 - Monitoring progress
 - Adapt existing quality framework / labels to assure that the providers have the organisational quality in place to offer the provision; and to assure that there is an external quality check on the learning process; the satisfaction of learners and the satisfaction of clients (funders, i.e. municipality).
 - Type 2 non-formal adult education:
 - Develop guideline on how municipalities can deal with quality in subsidy arrangement and suggest a set of quality criteria. A first suggestion could be to look at:
 - Volunteer support
 - Learning resources
 - Registration and progress monitoring
 - Cooperation with other providers and stakeholders
 - Support to develop a quality culture in providers. This could include setting up peer-learning exercises between providers and support an external assessment based on the self-evaluations. Participation in activities to develop a quality culture could be set as a prerequisite for funding.

Monitoring systems in the Netherlands

The inventory looked at the existing monitoring systems (both registration and effect monitoring) both at national level and municipality and provider level. The inventory found that:

- That municipalities acknowledge that they do not have sufficient control on the provision and rely for participation data on the reports from providers. Providers (especially in the formal and type 1 adult education) have well-functioning registration systems. Municipality-broad overviews on individuals however are scarce.
- There is general appreciation for the Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer): AEM-SIT as a system to keep track of individual learners in a region/municipality and gather information on their learning progression (on basic skills and social inclusion).
- The preferred future 'monitoring system' consists of a list of items on which municipalities report to the national government on participation and results of basic skills training. It could be considered to separate information that has to be collected for each participant and information that can be gathered for a (random) sample and periodically.
- It remains the responsibility of the municipality to collect the data and to assure the quality. The municipality can use existing systems or could use a system that is developed by the national government to be used at municipality level.

2 Introduction

Background and objective of the study

The problem statement underlying this project is that at national level there is a lack of insight in the quality, reach and results of WEB-funded adult education. This statement is evidenced by the evaluation of the WEB (the Adult Education and Vocational Education Act) as well the evaluation of the programme 'Tel mee met Taal' (Count on Skills), pointing on¹:

- Limited outreach of individuals who have low basic skills (taking into account the scope of the number of Dutch individuals that possess only low basic skills (i.e. literacy, numeracy and digital skills)).
- Big differences between - and within – regions on how non-formal education has been developed since 2015, opening up government funding to a wider variety of providers of non-formal adult learning (beyond VET colleges (Regional Education Centres: ROCs)).
- Lack of systematic data collection on participation in non-formal learning (outreach), learning outcomes and impact of learning, as well as their impact on social inclusion and career development of participants.
- Municipalities facing difficulties defining and monitoring the quality of the, rapidly expanding, non-formal basic skills provision. There is no central supervision or a proper quality assurance framework in place of non-formal education, resulting in different approaches to quality by municipalities / labour market regions.

Both evaluations and policy responses (see also the letter of the Dutch government to the Dutch Parliament on the follow-up of the low literacy plan, 2020-2025) emphasize the importance of improving the:

- Monitoring of participation in non-formal learning, including the number of learners, successful participations, learning outcomes, and wider benefits of learning.
- Quality of non-formal education and increase the transparency and comparability of quality of non-formal education providers.

In this context, the Ministry of Education, Culture and Science has requested technical assistance to the European Commission's Structural Reform Support Service (SRSS) and the OECD to help them implement the New Approach to Low Literacy through a systematic collection of data on the number of people reached by basic skills training and the training's quality and impact on social inclusion and career development. More specifically, the project will develop:

- A **monitoring instrument** to measure participation in basic skills courses and their impact on participants' social inclusion and career development.

¹ See also the challenges identified in: Regioplan (2017) Evaluatie wijziging WEB; Ecorys (2018). Eindevaluatie Tel mee met Taal.

- A **quality assurance framework** for non-formal training in basic skills.

Concepts and demarcation for studying quality and monitoring approaches

In order to study quality assurance approaches and monitoring systems, first some concepts will have to be explained and clarified. This also concerns the demarcation of what types of adult education the study will focus on and for what types it will develop which conclusions and recommendations. In this section the key terms and their explanation are provided.

Adult Education (as defined in Vocational Education Act (WEB))

Education is aimed at promoting the self-sufficiency (zelfredzaamheid) of adults and, where possible, is in line with the entry level of vocational education. Education includes activities at the level of primary and secondary education (Article 1.2.1).

Formal, non-formal and informal adult education²

In the Vocational Education Act (WEB), **formal education** is described as education that is concluded with a diploma that is recognised and based on the standards and final attainment levels of adult education. This concerns educational provision for which participants receive a diploma or certificate that is recognised by the Ministry of Education, Culture and Science. This can be, for example, a diploma for a Dutch language or numeracy course, aimed at the entrance level of vocational education 2F. For this type of offer, the provider must have a diploma recognition for language and numeracy courses as referred to in the WEB. These courses are supervised by certified teachers. Formal education is supervised by the Education Inspectorate. It is up to the language provider to determine whether or not to apply for this diploma recognition.

Non-formal education is education in which the pathways are not concluded with a diploma that is recognised by the Ministry of Education, Culture and Science. The provider of non-formal education can still issue a diploma and / or certificate to complete the process. Instead of the education inspection, the municipality monitors the quality of this type of education offer.

As indicated in the WEB evaluation³, many municipalities also use the term 'formal education' for the programmes that they purchase from VET institutions (ROCs) that have not applied for diploma recognition.

Informal education is about unintentional (non-intentional) learning.

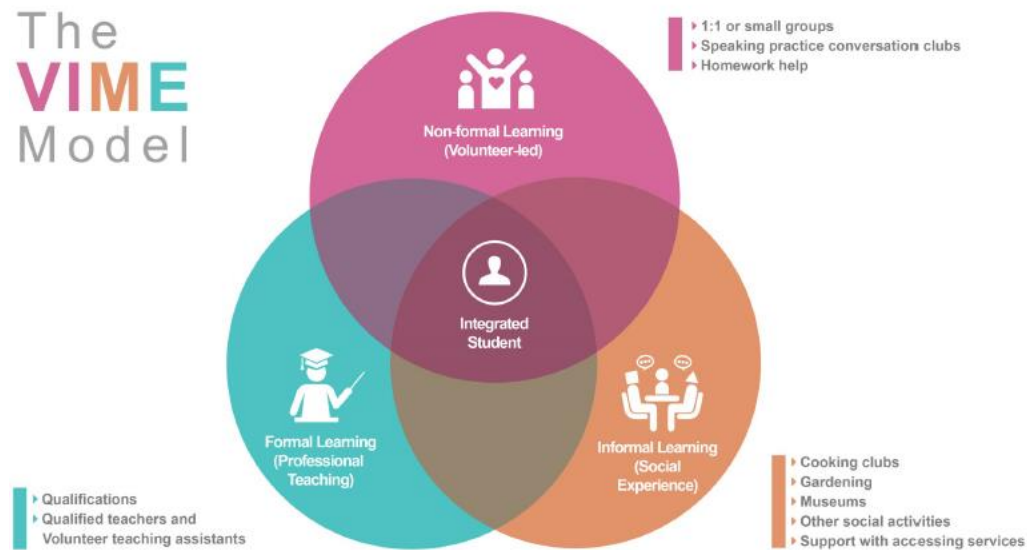
Effective approaches in language learning (NT1 and NT2) often combine types of learning and learning environments. While professional teachers are needed to educate language learners, volunteers can support in practicing and maintaining language proficiency that was obtained in professional courses. This approach is well developed within the Erasmus+ VIME (Volunteers in Migrant Education) project.⁴

² Explanation taken from: <https://www.hetbegintmettaal.nl/>; see as well: CINOP (2008), Palet van de non-formele educatie in Nederland, p. 20.

³ Regioplan (2017), Evaluatie wijziging WEB, p. 36.

⁴ See: VIME (2018), Guide for policy makers regarding volunteers in migrant language education.

Figure. VIME model on different forms of adult learning



Source: VIME (2018), Guide for policy makers regarding volunteers in migrant language education

Non-formal adult education type 1 and type 2

Within the non-formal offer, there is a further distinction in municipal practice between:

Type 1 non-formal: classroom offer led by a professional teacher (whether or not supported by volunteers) and;

Type 2 non-formal: offer provided by volunteers (whether or not trained or supported by a professional)

WEB-financed and non-WEB-financed adult education

The **Vocational Education Act (WEB)** leaves open how municipalities⁵ spend the WEB funding on formal and non-formal adult education. As indicated in the WEB evaluation, municipalities choose for investing in non-formal volunteer-based adult education to offer education opportunities for a larger share of people and with low thresholds.⁶ On the other hand, the WEB does indicate that the adult education funded by the WEB should aim at self-sufficiency (zelfredzaamheid) and should be aligned with VET entry levels. In other words, non-formal education that does not lead to a noticeable increase of proficiency level should not be funded through the WEB.

Besides the WEB, municipalities have other funding available to invest in the leaning of adults. This funding often relates to other social welfare areas. A main source is the Participatiewet (Law on integration)⁷. Through this law, municipalities are responsible to stimulate labour market integration for those at distance of the labour market.

Focus of the study on quality approaches and monitoring systems

⁵ The contact municipality performs coordinating tasks with a view to offering educational courses. The contact municipality of the labour market region is responsible for receiving, spending and justifying education benefits.

⁶ Regioplan (2017), Evaluatie wijziging WEB, p. 37.

⁷ Participatiewet: <https://wetten.overheid.nl/BWBR0015703/2019-07-01>; see as well: <https://www.rijksoverheid.nl/onderwerpen/participatiewet>

Given the above use of concepts, the study on quality approaches and monitoring practices is primarily focused on adult education that is funded by the WEB and that is professionally organised (formal and non-formal type 1). However, as argued in reference to the VIME model, these types of adult education are closely linked with type 2 and informal adult learning. For this reason, the study also looks at the non-formal type 2 adult education.

Methodological approach

The methodological approach consisted in the following research activities:

- **Desk research** on existing theories, concepts, models, frameworks, and instruments on monitoring participation and (wider) benefits of basic skills courses for participants; identifying relevant indicators; and quality approaches (see Annex 2).
- **Participation in two national level workshops on quality and monitoring.** These workshops took place 26 September (monitoring) and 3 October (quality). The minutes of these workshops are already shared with OECD, European Commission, the Ministry of Education, Culture and Science and participants.
- **Participation in two working group meetings on quality and monitoring with a selected number of municipalities.** These workshops took place 8 October and 5 November. In total nine participants participated. The minutes of these workshops are already shared with OECD, European Commission, the Ministry of Education, Culture and Science and participants.
- **Interviews with: 1) municipalities** in labour market regions on their practice registering and reporting on the progress of participants and feasibility of different options to improve monitoring of learning outcomes and wider benefits of learning and on their quality assurance practice; **2) education providers of basic skills training** (which have a wide reach) to assess the costs and benefits of monitoring approaches and to assess the feasibility of quality approaches; and **3) experts** in the field of monitoring the wider benefits of non-formal learning and quality assurance. In total around 30 interviewees were consulted during the study. In total 9 municipalities; 10 providers; and 6 supporting organisations / experts were interviewed (see Annex 1).
- **Integrated analysis feeding a draft report** describing existing instruments to monitor learning outcomes of basic skills trainings in The Netherlands and quality assurance practices, including recommendations and ingredients of a learning outcomes monitoring tool and proposals for a quality assurance system and implementation guidelines.

3 Quality approaches in the Netherlands

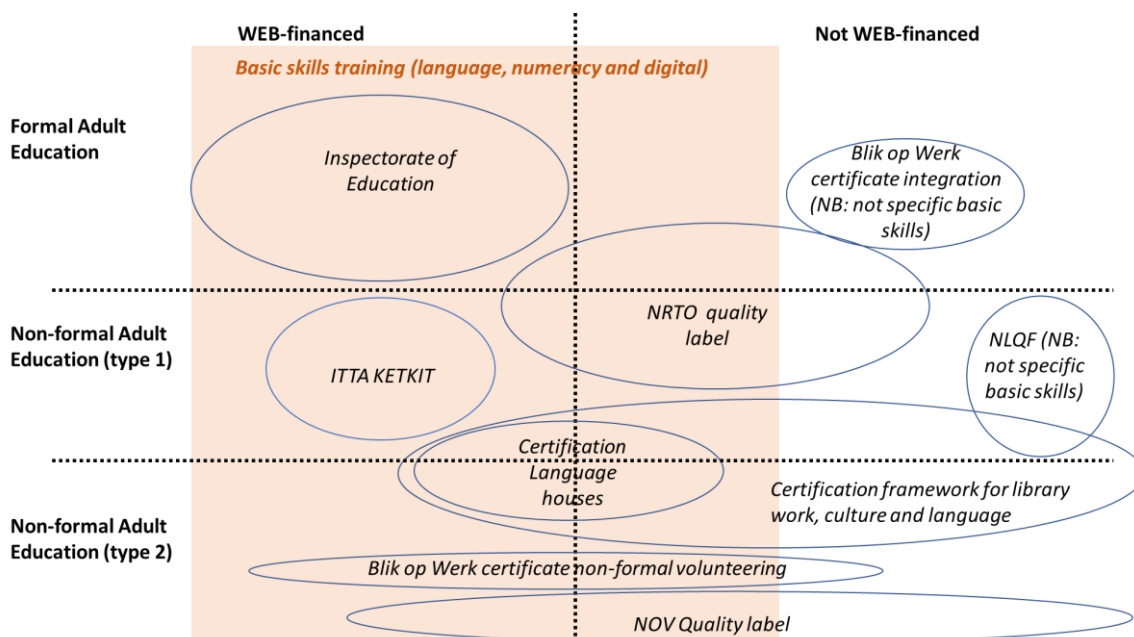
The introduction of the WEB (the Adult Education and Vocational Education Act) had consequences on the quality assurance of education, by decentralising the responsibilities for non-formal learning to municipalities. While formal education is supervised by the Inspection of education (only a few Regional Education Centres have formally requested a recognition of their diplomas), there is limited control over the non-formal provision of training.

In this chapter we provide a comparative overview of national (related) quality approaches (Section 2.1); discuss current approaches to assuring quality at local level (Section 2.2); and, finally, present some conclusions and their consequences for a future quality approach (Section 2.3).

Comparative overview of national (related) quality approaches

There are several existing quality frameworks that are relevant for the WEB funded formal and non-formal adult education offer. In total, eight initiatives were identified and are described in this section. The following figure provides an overview of what types of adult education are covered by the different frameworks.

Figure. Overview of coverage of quality approaches of adult education



Source: Authors

Inspectorate of Education

From 1 August 2017, the inspectorate supervises education for people 18 years and older who have difficulty with the Dutch language and math. This includes training for people with a Dutch-speaking background (NT1) and a foreign-language background (NT2). Each municipality determines the range of courses and where the courses can be followed. This can be a VET institution (ROC) or another institution that has diploma recognition from the minister for those programmes. The supervision of this type of formal adult education is part of the regular working method of the inspectorate.

The supervision of formal adult education includes the educational process, examinations and quality assurance. A limited evaluation framework therefore applies to these programmes.⁸ The table below provides an overview of the quality areas the inspectorate looks at (Annex 4 of the research framework).

Table. Quality areas and standards inspectorate of education (annex 4)

Quality aspect (title)	Basic quality
EDUCATION PROCESS	
<u>Education programme</u> : The programme prepares the students for further education and society.	The programme offers an educational program that is tailored to the target group. The programme is geared to the attainment targets, has a clear structure and coherence, is appropriate to the duration of the training, and there are sufficient supervised teaching hours. The programme offers possibilities for customisation and it is known in time, before the start.
<u>Development and guidance</u> : The training follows the development of its students with the aim of giving education to them and offering appropriate guidance and extra support.	Students are appropriately placed and supervised after registration. The progress supervision (voortgangsbegeleiding) is structured and meticulous and is tailored to the needs of the student and the intended goal. The training enables the student to complete the training at the desired level and if possible, within the envisaged timeframe. Teachers regularly check to what extent the students benefit from the education offered and how their development is progressing. They analyse the causes of deviating performance. There is a support offer for trainees with extra support needs and the trainees are fully informed in time about the possibilities for extra support.
<u>Didactics</u> : The didactic actions of the teacher team enable the students to learn and develop.	The didactic approach of the teacher team is appropriate for the level of the study programme. The team ensures effective learning situations; learning objectives and structured learning activities are aimed at the development of the students. Teachers tailor their approach to the needs of groups and individual students so that they are active and involved.
EXAMINATION AND CERTIFICATION	
<u>Quality assurance examination and certification</u> : The Examination Board guarantees proper examination and certification.	The Examination Board determines objectively whether the diploma has been issued on the correct grounds. The Examination Board makes sure that the examination file is complete and thorough. The Examination Board controls, monitors and analyses the quality of the examination instruments, the administration and assessment and the certification, and supervises the implementation of improvement measures where appropriate. The examination board guarantees the expertise of the persons involved in all phases of the examination. The institution takes account of the findings of the examination board about the quality of the examination in its accountability about the quality of the exams in a public, annual report. The independent and functioning of the examination committee is sufficiently guaranteed by the institution.
<u>Assessment instruments</u> : The exam instruments are in line with	The examination instruments cover the learning outcomes. The set of instruments makes balanced valuation possible. The pass mark is at the

⁸ See: Inspectorate of Education (2019), Onderzoekskader 2017 middelbaar beroepsonderwijs, versie per 1 augustus 2019, p. 56.

the exit requirements and meet the test technical requirements.	level at which the student meets the learning outcomes. The assessment requirement makes objective assessment possible.
QUALITY CARE AND AMBITION	
Quality assurance: The board and the training have set up a system of quality assurance and improve education on that basis.	The board and the training have a quality assurance system. This system of quality assurance relates to the quality of education and at least pays attention to the <u>education process, the examination and certification, the educational outcomes and the maintenance of the competence of the staff</u> . The board and the training regularly assess the quality of education and involve independent experts and stakeholders. Testable goals have been set and there is a regular evaluation of whether these goals are being achieved. The results are available in an accessible manner. The causes of any inadequate quality of education are analysed and improvements are made where necessary.
Accountability and dialogue: The board and the training are internally and externally accessible and reliably accountable for goals and results and actively conduct a dialogue about them.	The board and the training involve internal and external experts and stakeholders, especially industry, in the development of policy and in assessing the quality of education and are open to their suggestions. The board regularly reports on the goals and results it achieves. The board accounts to the government and stakeholders in an accessible manner.

Source: Inspectorate of Education (2019), Onderzoekskader 2017 middelbaar beroepsonderwijs, versie per 1 augustus 2019, annex 4.

The Netherlands Qualifications Framework (NLQF)

The Netherlands qualifications framework (NLQF) is a framework for the classification of all possible qualifications in the Netherlands in one framework consisting of eight qualifications levels (in line with the European Qualifications Framework (EQF)). As explained on the website⁹, qualifications regulated by the government are generically classified into the NLQF. Owners of a non-governmentally regulated qualification can apply to the NCP NLQF (National Coordination Point NLQF) for classification of the qualification at a level of the NLQF. This classification involves two steps:

- the organisation (owner of the qualification) is assessed in terms of eligibility for a classification request by means of a **validity assessment**.
- the classification of the qualification into a level of the NLQF is assessed (**classification assessment**).

The validity assessment looks at 1) legal personality of the organisation; 2) ownership of the qualification; 3) continuity of the organisation; and, 4) examination. The NCP NLQF only applies a limited validity assessment (i.e. without an institutional audit) when the organisation already has a quality assurance system in place.¹⁰ For many organisations, the criteria for examination are the most challenging to comply with (see box below).

Box. NLQF quality criteria on examination as included in the validity assessment

1. How are the qualifying tests / exams externally guaranteed and by whom?
2. Do the students have insight into the exam regulations? How is this made possible?
3. Is there an independent examination committee?
4. How is the separation between conducting training and administering exams arranged?

⁹ <https://www.nlqf.nl/inschaling/validiteit>

¹⁰ The following quality assurance systems are listed: Accreditation by the Dutch-Flemish Accreditation Organization (NVAO); Supervision by the Education Inspectorate; ISO 9001: 2015; INK model (with external audit); Supervision of examinations by Stichting Examenkamer; SNRO quality mark (Stichting Nederlands Register voor Opleidingen in het particulier onderwijs).

5. How is the separation between preparing, determining, administering and assessing exams arranged?
6. Is the method of examination and the examination program clear to the participant and in what way?
7. How are the learning outcomes made public and known to the student?

Source: NLQF (2019), Aanvraagformulier validiteit – februari 2019

The price for the limited validity test is 1,000 Euro excluding VAT, while the price for the comprehensive validity test is 7,500 Euro excluding VAT.¹¹

Quality instrument language education (Kwaliteitsinstrument Taalonderwijs van de Kwaliteitsgroep Educatie Taal: KET-KIT)

In the Quality group language education (Kwaliteitsgroep Educatie Taal: KET¹²) three (academic) organisations cooperate (ITTA, Radboud in'to Languages and VU NT2). This groups developed the quality instrument language education (Kwaliteitsinstrument Taalonderwijs van de Kwaliteitsgroep Educatie Taal: KET-KIT¹³) that contains a digital instrument for self-evaluation and an audit to answer two key questions:

- What is the quality of language training offer as measured in relation to a number of quality areas and quality aspects?
- How is quality assurance arranged in the organisation?

The KET-KIT can be used with a wide variety of language courses (NT2 and NT1, both teacher-driven courses and e-learning and combinations thereof, with literacy courses but also with highly educated people).

The KET-KIT distinguishes five quality areas and within that a number of quality aspects and specified criteria. These criteria have been worked out in the instrument into as many visible (behavioural) indicators as possible. These indicators can be used to substantiate the self-evaluation and are points of attention during the inspection that takes place during the first year of the two-year cycle. The following table provides an overview of the quality aspects and provides examples of criteria per aspect.

Table. Quality aspects and criteria KET-KIT

Quality area	Quality aspects, Criteria (examples) and indicators (examples)
A. Didactics	<p>A1 Targeting of language education</p> <ul style="list-style-type: none"> ○ Lesson goal in relation to learning trajectory ○ Use of materials ○ Practical learning in class ○ Practice-oriented learning outside of class <p>A2 Pedagogical competences</p> <ul style="list-style-type: none"> ○ Activation of students (A2a) ○ Working climate ○ Intercultural climate <p><i>EXAMPLE: A2a: the teachers knows how to stimulate and motivate the students. The teacher shows this by:</i></p>

¹¹ NB: There is also a third price (2,000 Euro ex VAT) for organisations that are member of NRTO (council provide providers) and/or NIAZ (institute in health care sector): <https://www.nlqf.nl/inschaling/validiteit>

¹² <https://www.kwaliteitsgroep.nl/>

¹³ <https://www.kwaliteitsgroep.nl/ket-kit-2.html>

	<p>a) <i>Praising and encouraging students</i> b) <i>Responding to student questions</i> c) <i>Involving all students in the lesson</i> d) <i>Responding positively to student statements</i> e) <i>Regularly returning frequently asked questions to the lesson group, instead of answering them as teacher</i> f) <i>Letting students speak more often than the teacher</i> g) <i>Showing that he has high expectations of the students</i> h) <i>Encouraging students to take risks when interpreting and producing language</i></p>
	<p>A3 General didactic competences</p> <ul style="list-style-type: none"> ○ Structure ○ Time management ○ Instruction ○ Teaching methods ○ Control ○ Customization and differentiation (A3f) ○ Feedback <p><i>EXAMPLE A3f: The teacher shows that he is aware of differences in capacity, level, learning needs, learning pace and learning style of students. The teacher shows this by:</i></p> <ol style="list-style-type: none"> 1. <i>Adapting his language use to the level of the students</i> 2. <i>Aligning teaching material with the level of individual students</i> 3. <i>Varying in degree and type of instruction with assignments</i> 4. <i>Varying in purpose of and support with assignments</i> 5. <i>Ensuing a balance between working independently, collaborative learning and learning with the teacher in plenary</i> 6. <i>Where desired and possible: making functional use of support languages in the group and making conscious choices therein.</i>
	<p>A4 Subject-specific didactic competences</p> <ul style="list-style-type: none"> ○ Working on reading skills ○ Working on listening skills ○ Working on speaking skills ○ Working on writing skills ○ Increasing vocabulary ○ Working on pronunciation ○ Working on grammar and form
B. Student guidance	<p>B1 Intake</p> <ul style="list-style-type: none"> ○ Procedure ○ Intake (content and method of) ○ Types of provision in relation to students ○ Information for students
	<p>B2 Guidance</p> <ul style="list-style-type: none"> ○ Mentors / counsellors / tutors etc. ○ Progress monitoring ○ Exam preparation and planning
C. Facilities	<p>C1 Classrooms</p> <p>C2 Coffee / tea, toilet</p> <p>C3 Extra computer facilities</p>
D. Management	<p>D1 Qualification teachers</p> <p>D2 Organisation courses: group layout</p>
E. Quality assurance	<p>E1 Plan: making plans and setting goals</p> <p>E2 Do: implement and control implementation</p> <p>E3 Check: evaluating the results (including conducting a customer satisfaction survey)</p> <p>E4 Act: adjusting (improving and renewing)</p>

Source: KET-KIT

In case the self-evaluation and the inspection provide evidence of sufficient quality, the organisation will be given a certificate. The standard price for the KET-KIT for two years is 5,600 Euro including VAT per organisation¹⁴.

A slimmed-down form of the KET-KIT is now used nationally at view on work (Blik op Werk: BOW) as the BOW-KIT and a condition for the Blik op Werk quality certificate (see later).

Quality in the picture. Certification framework for library work, culture and language (Kwaliteit in Beeld. Certificeringskader bibliotheekwerk, cultuur en taal)

in 2018, a broad group of stakeholders in the library sector developed a certification framework for libraries. As an independent organisation, the Certification Organization for Library Work, Culture and Language (Certificeringsorganisatie Bibliotheekwerk, Cultuur en Taal: CBCT)¹⁵ assesses the quality of library and cultural organisations and of programmes and services for literacy. The audit looks at the following areas:¹⁶

- Mission & vision, Policy & strategy and Commissioning
- Resources
- People
- Collaboration
- Products
- Results & accountability

For libraries and organisations active in education, the audit looks specifically at:

- Educational policy, strategy and cooperation
- Collection and reading environment
- Professionalization of people
- Products and services
- Results

Pilot quality assessment Language houses (taalhuizen)

In the context of the CBCT quality in the picture framework, in 2018-2019, a pilot was initiated to test the framework for basic skills training in language houses. In September 2019 a report was published describing the results of the pilot.¹⁷

A (digital) language house is usually (part of) a partnership. It is a place where employees of other organisations that come in contact with people having low language proficiency levels to refer those people to and where all partners and language providers can get information about the local offer of

¹⁴ For very small language providers, with a maximum of three teachers and a small number of students, a different price applies: 3,950 Euro per two years, including VAT: <https://www.kwaliteitsgroep.nl/prijs-en-aanmelden-313.html>

¹⁵ <https://certificeringsorganisatie.nl/>

¹⁶ CBCT (2018), Kwaliteit in Beeld. Certificeringskader bibliotheekwerk, cultuur en taal (vastgesteld door ledenvergaderingen en besturen deelnemende organisaties/eigenaren, december 2017-januari 2018).

¹⁷ Stuurgroep Pilot Kwaliteitstoetsing taalhuizen (2019), Kwaliteitstoetsing van taalhuizen: Resultaten van de pilot en een voorstel voor een Certificeringskader Taalhuizen

basic skills training. This means that the goal of a (digital) language house is to quickly guide low-literate people to the best-suitable offer. The language house is often also a provider of non-formal training¹⁸.

The certification framework looks at seven standards:¹⁹

- **Policy & finance.** This certification standard is about the ambitions of the language house and the way in which these are realised financially. The ambitions have been formulated in concrete terms and offer insight into the desired result and social impact of the language house. The language house has also described how it is organised and how own and joint responsibilities are arranged and recorded.
- **Organisation area A: Resources.** With resources the question is how the language house provides a physically recognisable place and how target groups can go be supported outside opening hours. In addition, it is about the quality and speed of referring low-literate people to suitable offerings.
- **Organisation area B: People.** For people, the question is how the language house has arranged professional expertise through competent professionals and volunteers. In particular, the question is to what extent the language house provides relevant training, education and guidance for professionals and volunteers.
- **Organisation area C: Collaboration.** This is about the question how the partners within the language house visibly contribute to and steer towards the policy ambitions of the language house. In addition, it is about the way in which subsidies for low literacy are legitimately and efficiently used with (core) partners.
- **Organisation area D: Products and services.** Here the question is how relevant products, services and activities are used to contribute to the policy ambitions of the language house, even if the language house only has a referring or administrative function. In particular, this concerns the availability of a basic collection of materials and an up-to-date and total overview of products and services from or via the language house.
- **Result and social impact.** This certification standard is about the question how the language house demonstrates that it achieves its desired result and social impact. Additionally, it is about how the language house learns from its daily practice and how it develops or continues to develop professionally.
- **Acting in accordance with (privacy) legislation.** This certification standard deals with the question of how the language house acts in accordance with the requirements imposed on it by virtue of legislation and regulations, and in particular privacy legislation.

For each standard, criteria and judgement aspects are formulated. The language house can answer each question (criterion) with yes or no and the judgements are provided on a four-point scale (0: not; 1: limited; 2: to a large extent; 3: complete). In the box, examples for two standards are provided.

Box. Criteria linked to standards of the language houses certification framework

Standard 1 Policy & finance:	
Indicators	Judgements
<ul style="list-style-type: none"> • The language house's ambitions with regard to the development of language and (digital) basic skills are, whether or not based on the assignment of the municipality, set and described in a (multi-year) 	<ul style="list-style-type: none"> • The ambitions are in line with the national, provincial and / or municipal ambitions.

¹⁸ See Stuurgroep Pilot Kwaliteitstoetsing taalhuizen (2019), Kwaliteitstoetsing van taalhuizen: Resultaten van de pilot en een voorstel voor een Certificeringskader Taalhuizen, p. 7.

¹⁹ Stuurgroep Pilot Kwaliteitstoetsing taalhuizen (2019), Kwaliteitstoetsing van taalhuizen: Resultaten van de pilot en een voorstel voor een Certificeringskader Taalhuizen, p. 11-12.

<p>policy plan or equivalent.</p> <ul style="list-style-type: none"> • The (multi-year) policy plan is coordinated and established with (core) partners within the language house. • The ambitions are aligned with the requirements and expectations of external stakeholders, whether or not within its local environment. • The language house works on the basis of a (multi-year) budget, in which it is clear how the financing (including subsidies) is arranged in the short and long term. • The language house works additionally on the basis of project plans with a financial section. 	<ul style="list-style-type: none"> • The ambitions (incl. Social effects) are formulated in concrete terms (SMART). • The realisation of the ambitions is visible in daily practice. • Based on evaluation and reflection, there is demonstrable learning and development.
<p>Standard 2 Indicators with regard to Resources:</p>	
<p>Indicators</p> <ul style="list-style-type: none"> • For its activities, the language house provides a physical place that is recognizable, accessible and well-equipped. • The language house has an easily accessible facility for people who have questions about their physical location outside opening hours. • The language house encourages cooperation from referring sites for low literacy to the referral of the target group. • The language house has an approach to actively approach and reach its target group. • The language house has an approach to refer its target group effectively and independently, using relevant resources. 	<p>Judgements</p> <ul style="list-style-type: none"> • The way in which this standard is implemented contributes to the realization of the ambitions. • The implementation of the standard is visible in daily practice. • Based on evaluation and reflection, there is demonstrable learning and development.

Source: Stuurgroep Pilot Kwaliteitstoetsing taalhuizen (2019), Kwaliteitstoetsing van taalhuizen: Resultaten van de pilot en een voorstel voor een Certificeringskader Taalhuizen, p. 15-17.

The certification process includes an intake, self-evaluation, external audit, reporting, certification and evaluation phase. Upon a successful application, the organisation receives a certificate.

The evaluation of the pilot concluded that there is a need for quality approaches and certification of language houses. It provides an instrument for libraries, but municipalities as well, to improve the quality of the houses and the services provided. Furthermore, the quality assessment needs to contribute to a continuous quality improvement. The self-evaluation contributes to this developmental perspective and provides a low threshold for external quality assurance. Finally, while the standards cover the whole spectrum of interest, on specific aspects they are too abstract. This will be taken on board in the further refinement of the standards, indicators and judgements.²⁰

View on work quality certificate and quality certificate non-formal education (civic integration)

The aim of 'View on work' (Blik op werk: BOW) is to stimulate and assure the quality of the range of support and training services on offer in the field of sustainable labour participation and civic integration. To assure the quality, a quality label (kwaliteitskeurmerk) is developed and currently offered to 419 providers.²¹ Only those that have the quality label are allowed to provide training towards the formal (but non-WEB funded) civic integration exam. These providers are also eligible to receive course fees²² for which migrants can take up a loan at DUO²³.

²⁰ Stuurgroep Pilot Kwaliteitstoetsing taalhuizen (2019), Kwaliteitstoetsing van taalhuizen: Resultaten van de pilot en een voorstel voor een Certificeringskader Taalhuizen, p. 31.

²¹ See: <https://www.blikopwerk.nl/zoeken?type=keurmerk>

²² <https://www.ikwilinburgeren.nl/nederlands/scholen>

²³ <https://www.inburgeren.nl/en/index.jsp>

The quality label is awarded to organisations that prove to provide quality with their services and that prove to promote sustainable labour participation and integration. Those who are awarded the quality label have their quality independently controlled. The website of 'Blik op werk' provides an overview of the holders of the quality label and includes a rating (1-5 stars) and an 'satisfaction mark' (between 0-10). The box below provides an overview of the criteria.

Box. Criteria of the BOW civic integration quality label

<p>Standard 1 Organization (general indicators)</p> <ul style="list-style-type: none"> • Quality of the organisation • Privacy guarantees • Managing complaints • Guaranteeing the quality of staff 	<p>Example of a standard: privacy guarantees:</p> <p>1.2.1 Your organisation demonstrably meets all requirements arising from privacy legislation.</p> <p>1.2.2 There is a privacy regulation in accordance with the applicable legislation.</p> <p>1.2.3 The privacy regulations state:</p> <ol style="list-style-type: none"> a. To which data processing the regulations apply. This must not be contrary to legislation. b. What the purpose of processing personal data is. c. How long data is stored. d. How the provision of personal data to third parties is dealt with. e. Who have access to the personal data. f. How personal data is protected. g. What are the rights of customers with regard to access to and processing of the data. h. The regulations must otherwise comply with the privacy legislation <p>1.2.4 Persons within the organisation who have to deal with the processing of personal data are familiar with the privacy regulations.</p> <p>1.2.5 Persons to whom the privacy policy applies are informed about the policy.</p> <p>1.2.6 Your organization works in accordance with the privacy regulations.</p>
<p>Standard 2 Satisfaction</p> <ul style="list-style-type: none"> • Customer satisfaction • Customer experiences (client audit) • Client satisfaction 	<p>Example of a standard: Customer satisfaction</p> <p>Customers give on average at least the mark 6.5 or higher for the quality of service;</p> <p>Customers give at least 5.5 on individual services.</p>
<p>Standard 3 Results of completed and terminated courses, courses or contracts</p> <ul style="list-style-type: none"> • Pathways with a performance agreement or effort agreements • The number of processes that have been successfully completed • Success rates • Course contract content 	<p>Example of a standard: Success rate</p> <p>The standard is derived from the long-term national average. For each learning profile (illiterate, low, intermediate and highly educated), the success rate achieved by your organization must be at least equal to the national average minus 5 percentage points.</p>

Source: Blik op Werk (2019), Handleiding Blik op Werk keurmerk Inburgeren.

BOW is used in larger municipalities in their procurement procedures. They have BOW as requirement and add more specific demands in their tender specifications.

The BOW is an audit system which contains three parts: 1) a financial audit and check; 2) a client satisfaction survey (both learners and funders (i.e. municipalities)²⁴; 3) and a classroom quality check (conducted by ITTA). The audit cycle consists of four years whereby every year a different part is in

²⁴ <https://bow.onderzoek.nl/> conducted by Panteia.

focus. The costs for BOW vary by size of the organisation. It ranges from annually 2,000 Euro for smaller organisations to 7,000 Euro for larger organisations.

Besides the Blik op werk quality label, the organisation, together with the Reading and Writing Foundation developed a quality label for non-formal adult education (kwaliteitscertificaat non-formeel leren). This quality label was specifically developed for volunteering organisations to provide a quality educational offer to those having low language proficiency levels. The main difference with the formal BOW quality label is that the requirements for professional teachers are lowered to enable volunteers to play a larger role. The quality label was piloted in 2017 but the pilot was never finalised.

The certification process was intended to be not bureaucratic and aimed at stimulating a learning culture. The certification consists of three parts that give an indication of the quality:²⁵

- Organisational check: this shows whether protective preconditions within an organisation, such as privacy and a complaints procedure, are properly arranged. The assessment looks at the following criteria:
 - General information on non-formal learning
 - Privacy Policy
 - Complaints procedure
 - Those involved in offering non-formal learning
 - Paid employees: job requirements have been drawn up.
 - Hired staff / third parties: purchasing requirements have been formulated.
 - Volunteers: job requirements have been drawn up.
- Satisfaction surveys: this gives a picture of the satisfaction of the participants and volunteers who are active in the organisation.
- Monitor progress of participants: this provides insight into whether the organisation is monitoring the progress of their participants through progress assessments concerning social inclusion. The assessment looks at:
 - whether through the intake an insight is gained into the level and the learning objectives of the participant;
 - whether the progress of the participant is being monitored;
 - whether the offer for the participant is reconsidered based on the results of the monitoring.

Currently, there are only a few organisations that obtained the non-formal quality label. At the moment (as the label is not fully implemented), there are hardly any costs involved for the organisations.

The interviews provide a rather negative picture on BOW for civic integration. The municipalities feel that they lack insufficient tools to steer on the quality of providers once the providers have a BOW certificate; the providers find the audits too burdensome and lengthy.

NRTO Quality label

The Dutch Council for Education and Training (Nederlandse Raad voor Training en Opleiding: NRTO) is the umbrella trade association of private training and education providers in the Netherlands. In total the NRTO has 300 members and represents a small amount of the total 16,000 private providers (as measured in 2014). Most of the larger providers are members of the NRTO. Members can request the NRTO quality label. The basis of the NRTO quality label consists of eight quality requirements that are

²⁵ See: <https://www.taalvoorhetleven.nl/nieuws/nieuw-certificaat-stimuleert-kwaliteit-vrijwilligersorganisaties> and Blik op Werk (2019), Kwaliteitscertificaat non-formeel leren: handleiding.

important for every private provider, from classroom trainers to providers of (online) training courses and exam and validation institutes. An NRTO member:²⁶

- Is transparent about his product or service;
- Is clear about the learning outcomes of education and training;
- Measures customer satisfaction;
- Fulfils agreements made;
- Uses knowledgeable teachers, trainers and advisors;
- Invests in the expertise of its staff;
- Has its processes in order;
- Strives for continuous improvement.

The quality label is based on an organisational self-evaluation that is validated by an external auditor. The external audit is conducted by one of the three selected organisations (Kiwa Nederland, CPION, CIIO) and costs around 900 Euro. A checklist and reporting format is provided.²⁷ In the box below an example of an indicator is provided.

Box. Example indicator 4 on measuring satisfaction as included in the checklist of the NRTO quality label (yes/ no/ not applicable)

- The NRTO member measures, records and analyses customer satisfaction with the client (s).
- The NRTO member measures, records and analyses customer satisfaction with the participant (s).
- The NRTO member decides for himself and determines how the measurement and analysis are carried out. (NB: The measurement, registration and analysis are appropriate to the nature and size of the NRTO member and the product or service).
- The measurement, registration and analysis contain at least questions about:
 - To what extent the contracting party or the participant believes that the intended learning outcomes have been achieved.
 - How the client, or the participant, the staff members, (both own staff and hired), assess.
 - To what extent the client, or the participant, is satisfied with the execution of the assignment.
- The NRTO member takes corrective and preventive measures in a demonstrable way, if the measurements and evaluations give cause for this.

Source: NRTO (2017), Checklist NRTO Keurmerk.

NOV Quality label working with volunteers ‘Well Regulated’ (NOV-Keurmerk Vrijwillige Inzet Goed Geregeld)

The association of Dutch Volunteering Organisations (Vereniging Nederlandse Organisaties Vrijwilligerswerk: NOV) is the umbrella organisations for volunteering organisations. More than 360 (umbrella) organisations are member.²⁸ These are organisations that work with or for volunteers. The

²⁶ https://www.nrto.nl/partnerorganisaties/kwaliteitslabels_en_keurmerken/keurmerk/kwaliteitseisen-nrto-keurmerk/

²⁷ NRTO (2017), Checklist NRTO Keurmerk.

²⁸ <https://nov.nl/koers+mee/over+nov/default.aspx>

member organisations cover the entire social spectrum, for instance sports, care, green, safety, youth, art, culture, churches, politics.

The association developed a quality label in order that organisations can evidence that volunteers are well taken care of. For obtaining the quality label, the organisation will have to complete a self-evaluation together with an external NOV advisor. The self-evaluation consists of four parts (see box below).²⁹

Box. NOV quality label parts and questions.

Part A "Targeting" is about vision and policy

1. We have a current volunteer policy
2. We have (financial) resources to make volunteering possible
3. We have (if applicable) a vision on the distinction between paid and unpaid work

Part B "Organizing" is about the way in which organisations will implement their plans.

1. With us it is clear who is responsible for coordinating volunteer work
2. We have the following conditions and documents with regard to working with volunteers in order (a. Volunteer agreement; b. Task and / or job descriptions; c. Agreements about expense and / or volunteer reimbursement; d. Influence, participation & participation; e. Intervision & training; f. Insurances; g. Privacy declaration)
3. We have taken measures for the safety of volunteers and participants (a. Social security; b. Safe working conditions)
4. With us it is (if applicable) clear which tasks and responsibilities the professional has and which the volunteer
5. We actively focus on a diverse volunteer base
6. With us it is clear how we recruit and select volunteers

Part C "Performing" is about the practice and whether everything goes as planned.

1. When volunteers are active with us:
 - a. Is their motivation and availability known
 - b. Are their knowledge and skills known
 - c. Is there a fixed point of contact who takes care of them, introduces them and regularly guides them
 - d. They receive relevant information about the organisation
 - e. They are informed about the agreements that are made about (social) safety and, when necessary, addressed about undesirable behaviour
 - f. They are valued and rewarded in an appropriate manner
 - g. They do have a say in the interpretation of their duties and working conditions
 - h. They get the chance to further develop their knowledge and skills
 - i. Is it known what their satisfaction and wishes are and are we responding to that
2. With us, volunteer coordinators / supervisors have up-to-date and focused knowledge and skills to guide and support volunteers

Part D "Reorganising" is about evaluation and learning.

²⁹ <https://vrijwilligeinzetgoedgeregeld.nl/formulier>

1. We ask volunteers who leave for feedback and learn from it
2. To learn from it, we structurally examine satisfaction. We adjust our policy and method accordingly.
 - a. Satisfaction of volunteers
 - b. Satisfaction of professionals about the collaboration with volunteers
 - c. Satisfaction of other (groups of) people who deal with volunteers
3. We structurally evaluate the volunteer policy and volunteer management

Source: NOV (2018), Vrijwillige inzet goed geregeld: zelfevaluatie.

The costs for obtaining the quality label is at least 250 Euro for smaller organisations (less than 100 volunteers and two professional staff members) and 450 Euro for larger organisations.

Current approaches to assuring quality at local level

Guide for municipalities on the transition of education to the social domain (2014)

Before presenting in detail the current approaches assuring quality at local level it is important to mention that in 2014 the VNG (the Association of the Netherlands Municipalities) produced a guide for municipalities on the transition of education to the social domain.³⁰ The aim of this guide was to support municipalities in their steps developing their regional educational programme, in the context of the changes made in the WEB law in 2015. This guide is organised along different building blocks, of which one is referring to quality, providing clear suggestions for strengthening the quality of the education offer and monitoring.

The guide focuses on three areas on which municipalities can steer:

1. Quality of the education pathways and learning sources;
2. Quality of teachers and volunteers;
3. Quality of the providers

Quality of the education pathway (and learning sources used)

The guide identifies a number of quality aspects for education pathways, namely:

- Low skilled adults learn best when basic skills training is linked to their daily context; provide possibilities to learn outside the school (learning in practice) to bring in practice what have been learned (transfer possibilities).
- Learning offer should be based on individual learning needs of participants (customisation of learning, as well as self-management).
- Quality of teachers and volunteers (balanced mix between professional teachers and volunteers is important).
- Quality of the intake (identifying learning needs; learning competence; starting level and learning goals).

³⁰ VNG (2014). De transitie van educatie naar het sociaal domein. Een handreiking voor gemeenten.

- Quality of learning process and sources (guidance; motivation; quality of learning sources; group size).

Box. How to steer on the quality of the education pathways while purchasing or granting education provision

- Identify which of the above-mentioned quality aspects are important in terms of reference / subsidy regulation;
- Require applicants to describe how they comply with these quality requirements;
- Set requirements on the roles and task of volunteers and how they are supported by a professional teacher (differs per type of pathway);
- Require applicants to describe the offer in terms of duration; intensity and learning objectives and relationship with legal framework (standards and learning outcomes of the framework of NT2);
- Require applicants to describe the methods and learning sources they will use.

Steering on quality of teacher and volunteers

Quality of teachers and volunteers is crucial for quality education. In the Netherlands there are requirements for competences and ability of **teachers** (see the law called 'De Wet op de beroepen in het onderwijs, wet BIO'). In principle, everyone that teaches NT1 and NT2 needs to have a completed training for becoming a teacher in Dutch language. However, this is no indication that teachers have sufficient knowledge about the target groups, and their specific learning characteristics, as well as how to teach adults. As a result, based on seven competences, as defined in the Wet BIO, competence profiles are developed for the field of adult education for teacher in NT1 and NT2. These profiles do not have an official status, but they are generally applied in the sector. The WET BIO requires that education providers offering formal education, have a competence dossier per teacher, in which it is indicated how knowledge and skills are developed. Furthermore, the inspectorate of education monitor this during their inspections.

For developing the **quality of volunteers**, it is important to know for which task and roles volunteers are used and which competences are needed; how to link volunteers with professionals; the requirements for volunteers; and quality requirement of organisations to make use of volunteers.

Box. How to steer on the quality of teachers while purchasing or granting education provision

- Require proof that providers work with legally authorised teachers;
- For NT2 teachers require additional specific qualifications / certificates;
- Require proof that a large part of teachers have experience with adult education (evidenced by CVs);
- Require proof on Continuing Professional Development (CPD) policies in the organisation;
- In case the provider works with volunteers, you can require a description of competences and experiences of volunteers and the training they received, as well as how training and 'professional' development of volunteers is organised.

Steering on the quality of providers

The guide indicates that three aspect are important for assuring the quality of providers, namely:

- Quality and transparency of administrative processes related to the intake, monitoring learning progress and outcomes, and reporting back to learners and contractor. This also includes a feedback on the quality of the instruments, teachers and volunteers.
- Available knowledge about the working field and target groups (experience, certification and references).
- The way providers organise the self-evaluation of quality, for example by a customer survey amongst participants.

Box. How to steer on the quality of providers while purchasing or granting education provision

- Require a description of the process of registration, intake, and placement and the minimum and maximum lead time;
- Require a description of the availability of an intake protocol and a short description on the content of the intake and instruments available for measuring the language level;
- Set conditions for the quality of the persons responsible for the intake (competences and experiences);
- Set requirement on how implementation is monitored:
 - How often learning progress is monitored and which basic skills?
 - Who is assessing the learning progress?
 - How to make learning progress visible?
 - Which instruments are used to measure learning progress?
 - How is learning progress recorded and reported to the contractor?
- Require a description of the knowledge and experience in relation to the working field and target groups; include reference projects; provide evidence whether the provider is certified or not.

Monitoring quality

Moreover, the guide provides a number of suggestions to monitor the quality over time. First of all, it indicated that monitoring of quality should be in line with the elements as presented in the box above. The reference point should be the contract; cooperation agreement; and /or grant regulation. Relevant questions to addresses are: what you are going to monitor? How you are going to do this? When?; and what you need to agree on with the provider beforehand? The guide indicates possible elements municipalities can monitor:

- Monitoring performance in term of increasing language and/or numeracy levels;
- Monitoring performance in terms of effect on social inclusion;
- Monitoring performance of education quality (teachers / volunteers; learning material; learning process) based on self-evaluation (reports) or client satisfaction research amongst participants; expert consultation (peer review); and visitations (see KET-KIT).

For the non-formal education (type 2) the guide indicates that you could steer and monitor provision on the following quality criteria: (1)volunteers and supervision; (2) content; (3) intake; (4) progress; (5) location; (6) evaluation.

Current quality approaches in municipalities

The question is, however, how municipalities assure quality of provision in practice, and incorporate such messages as described in the guidance, as presented in the previous section ('handreiking voor

gemeenten'). In this section, we analyse what quality assurance practices municipalities use and identify good practices from which other municipalities can learn, and/or can be transposed to a common framework.

Training providers are accountable to municipalities (based on result agreements as defined in tender procedures). Labour market regions / municipalities, however, deploy different quality assurance approaches. Even, at the time the WEB evaluation took place, some labour market regions even did not implement quality approaches. In general, municipalities do not have well-developed quality assurance approaches. The quality assurance is arranged in the tendering and subsidy procedures, based on trust of the municipality in the providers, and regular self-reporting on providers, but often do not require additional quality checks or external quality assurance mechanisms. Policy documents, such as municipality plans for basic skills training, or regional plans for adult education often address the quality-issue, but do not further operationalise how the quality is assured or improved. Regional Education plans often refer to the Inspectorate concerning the formal adult education and remain rather vague concerning the non-formal offer. Often reference is made to that the non-formal pathways should lead to an examinable increase of proficiency according to the 'standards and learning outcomes for adult education'³¹ (which are not quality criteria).³² In others, no specific quality criteria are imposed on the non-formal offer.³³ Municipality plans also mention quality, but leave open how it is operationalised (see example in the box below).

Box. Quality approach in Eindhoven

In July 2019, Eindhoven published its 'City-plan basic skills 2019-2023'³⁴. This plan provides an overview of main responsibilities at municipality level for basic skills training and the infrastructure in place. It also describes the ambition to reach annually 10% of those having low levels of basic skills (1,700 of the approximately 17,000 individuals). The total WEB budget is nearly 1.6 million Euro.

The basic skills training covered by the WEB budget are historically provided to the VET provider (Ster College, a subsidiary of Summa College (ROC)). The contract with Ster College was signed in 2016 and renewed in 2018. By end of 2019 the contract will expire. Under the current contract, Ster College had to report on number of pathways; duration; number of hours; level; location; balance between teacher and volunteer; and cooperation partners. Under the new contract, Ster College will be obliged to apply for diploma-recognition (diploma erkenning). Through this, the quality will be supervised by the Inspection of Education. While this only applies to the formal education; it is assumed that the teachers involved in formal education, will also be deployed in non-formal type 1 contexts and even support non-formal; type 2 provision.

There is not an overarching quality approach to non-formal type 2 and informal learning. This field consists many different organisations, with various (social) objectives. There is however a general approach that volunteers should participate in centralized training.

³¹ CINOP (2013), Standaarden en eindtermen ve: <https://www.bibliotheekenbasisvaardigheden.nl/meten/standaarden-eindtermen-volwasseneneducatie.html>

³² See for instance: Regio Noord-Limburg (2017), WEB Regionaal Programma Volwassenen Educatie Regio Noord-Limburg Ten behoeve van periode 2018-2019; Arbeidsmarktregio Amersfoort (2017), Regionaal Programma volwassenen Educatie 2018 – Arbeidsmarktregio Amersfoort; Regio Rivierenland (2018), Regionaal Programma Volwassenen Educatie 2019.

³³ See for instance: Regio Midden-Holland (2017), Regionaal Programma Educatie Midden-Holland 2018-2019.

³⁴ Eindhoven (2019), Stadsplan basisvaardigheden 2019-2023.

While in most regions and municipalities, quality is not further operationalised, Amsterdam in recent years has taken steps to assure quality of providers of WEB-funded adult education and to develop a quality culture within the providers (see box).

Box. Quality arrangements in Amsterdam

Amsterdam has guaranteed the quality of the language courses in recent years by making the KET-KIT compulsory (a methodology to assess the quality in the classroom: see Section 3.3)³⁵. In addition to this, the Amsterdam Quality Covenant on Language and Integration was established at the end of 2018³⁶.

While all WEB-funded adult education is procured, the procurement document indicate that all providers will be subject to visits in the classroom by language controllers (taalcontroleurs). The questions posed are in line with the KET-KIT and are aimed at providing advice and guidance on how the quality can be improved. In addition, a municipality-centred complaints-handling system is put in place to gather complaints of learners and to take action with the providers. Furthermore, there are regular joint meetings with language training providers to discuss the progress in line with the ideas as included in the procurement documents and discuss whether ambitions and plans need to be amended. Finally, the contracted providers are obliged to participate in research into the effect of the language course on the Social Inclusion of the participant (Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer)); in customer satisfaction surveys; and provides teachers the opportunity to attend the municipality-organised teacher meetings (once a year).³⁷

In other municipalities, the quality is monitored through surveying learners and volunteers. This is the case for instance in Utrecht.³⁸

Box. Utrecht: Study under language and digital volunteers and the ‘experience-monitor’

In 2014 and in 2018, Utrecht conducted studies under volunteers assisting adults lacking specific basic skills (language and digital skills).³⁹ Through these surveys the background and need for support of volunteers are mapped in order to better support volunteering organisations in supporting the adults lacking basic skills in their learning.

The 2018 study consisted of a survey under 337 volunteers and two group discussions with language volunteers. Furthermore, two group sessions were organised with the providers to draw

³⁵ As mentioned in the procurement documents, a slimmed-down form of the KET-KIT is now used nationally at Blik op Werk as the BOW-KIT and a condition for the Blik op Werk quality certificate.

³⁶ <https://www.amsterdam.nl/sociaaldomein/nederlandse-taal/kwaliteitsconvenant-taal-inburgering/>

³⁷ See Amsterdam procurement document Taaloffensief 2019 - 2022

³⁸ See Utrecht (2019), Meerjarenplan 2019-2022 Laaggeletterdheid en digitale vaardigheden volwassenen (digi)Taal is de basis

³⁹ I&O Research (2014), Onderzoek onder taalvrijwilligers gemeente Utrecht; ³⁹ I&O Research (2018), Onderzoek onder taal- en digitaalvrijwilligers.

lessons for the future.

In addition to the two studies, Utrecht also uses the 'experience-monitor' (ervaringwijzer)⁴⁰ to collect feedback from learners on adult education pathways. The ervaringwijzer is a web-application developed by the VNG for municipalities and providers (of various social services) to be used to gather client-feedback in an easy and accessible manner. It is mainly applicable in the care-sector, but in 2019 the monitor is piloted in Utrecht in the adult education sector. Based on the pilot and responses gathered, the following figures were produced at provider level to improve the provision (example taken from one provider).



Providers differ from formal VET institutions, to private training providers, to libraries and organisations working with volunteers (non-formal type 2). The quality assurance either imposed on them, or self-imposed differs per type of provider. As explained in Section 2.1, the VET institutions and those (private) providers offering formal qualifications are supervised by the inspection; those institutions that provide both type 2 non-formal adult education and civic integration courses are controlled through the View on Work (Blik op Werk) system; and the libraries (language houses) have an own quality system (and are piloting the language houses certificate). Providers also apply own quality assurance mechanisms. For instance, ROC Mondriaan, which only provides non-formal type 1 adult education and hence is not subject to the Inspection, organised an audit themselves whereby the Inspection quality standards (annex 4) were used as inspection guideline and an external auditor was hired.

The interviews acknowledge that quality assurance and quality controls through visits have a positive effect on the quality of services. There are however as well organisations that see an increase in administrative burden as they are supervised by several different quality systems. For instance, formal VET institutions are supervised by the inspection; are supervised by View on Work (Blik op Werk), including the classroom-inspections (KET-KIT); and receive quality control teams from the municipality (in Amsterdam). For a future quality approach, it would, from this perspective, be advised to streamline the different systems; have organisations be (partly) exempt from a specific quality system if they are already supervised by another quality system.

⁴⁰ <https://www.ervaringwijzer.nl>

Tendering and subsidies

The municipalities have generally speaking two ways of financially governing the formal and non-formal adult education provision covered by the WEB. This is generally done through tendering procedures or through subsidies. Furthermore, municipalities apply a mix of those.

Within **tendering** procedures, there are different approaches. There are municipalities that organise competitive procedures allowing multiple providers to be accepted; others on the other hand, award the full WEB budget to one provider. The latter can be done in a competitive bidding, or in a semi-competitive bidding process (see Eindhoven). Usually, there is already a preferred supplier on which the municipality relies. Within tendering procedures, municipalities are able to include specific quality-related demands (see later). The tendering procedures are more prominent in the larger municipalities and more often relate to the formal and type 1 non-formal adult education (but not exclusively).

Box. Example of closed tendering: Eindhoven

The contact municipality for the labour market region communicated its desire to contract one specific provider for the formal and non-formal adult education provision funded by WEB. This communication was sent out as a prior notification for the tendering procedure. When no objections are raised, the procurement procedure will only be opened to one provider.

The envisaged provider is Ster College⁴¹ (part of the VET provider: ROC Summa college). This institution will be the lead contractor working with different subcontractors to provide the full offer as specified in the figure. The main reason for a 'preferred supplier' is to maintain the regional infrastructure and cooperation agreements between partners. However, the municipality is also open to hear whether there are other parties that consider themselves capable of organising the adult education provision as specified in the prior information notice.

Municipalities can also 'purchase' the adult education provision through **subsidies**. These subsidies can include quality-related demands, or output-related demands, but rely more than in tendering procedures on what the providers themselves have to offer. Subsidies are more prominent in smaller municipalities and in type 2 non-formal and informal adult education, but not exclusively. For instance, in Breda and Den Haag all WEB funding is provided to providers via subsidies (see box on Breda and Den Haag).

Box . Example subsidy approach

Breda

80% of the WEB budget is allocated to the local VET institution through a subsidy; the remaining

⁴¹ <http://stercollege.nl>

20% is allocated to the Libraries through subsidies as well. This is a reminiscent of cooperation arrangements between the municipality and the VET institution. The subsidy agreement is fairly limited in imposing quality requirements.

Den Haag

The whole WEB budget for the Region (Den Haag, Delft, Rijswijk, Midden-Delfland, Westland) is allocated to ROC Mondriaan. The majority is used for the formal and non-formal type 1 adult education (classroom based, central locations, professional teachers) and a small part is used for neighbourhood outreach pathways through volunteers (supported by professionals).

Explicit quality demands in tendering arrangements

In order to understand better how municipalities deal with quality requirements in their procurement procedures, the research team analysed procurement procedures from Amsterdam; Dordrecht (Drechtsteden); 's Hertogenbosch; Roermond; and Utrecht. All five procedures deal with the 2019-2020/21 timeframe and concern the acquisition of courses in the WEB funded domain⁴². The services procured concern language (NT1 and NT2), numeracy and digital skills courses, both offered in classroom settings and in the workplace (see for instance Amsterdam and Drechtsteden). It also includes besides formal adult education, non-formal or informal learning settings (e.g. Drechtsteden, Utrecht). In some procurement procedures, the contractor will – although the focus is on formal and non-formal type 1 provision - also train volunteers involved in informal and non-formal learning setting (e.g. Amsterdam).

Procurement documents include some basic minimal requirements with regard the tenderer to comply with European procurement regulations (exclusion criteria). These concern that tenderers are a legal entity; that they are not subject to misconduct; and paid their (social) taxes. Tenderers prove this by providing:

- Procurement Statement of Conduct (Gedragsverklaring aanbesteden: GVA);
- Declaration by the Tax Authorities;
- Extract of registration in the trade register or professional register (in the Netherlands Chamber of Commerce).

The procurement documents include a high number of demands or requirements (eisen). For instance, in Utrecht 112 requirements are included that range from procedural demands related to the procurement procedure to demands related to the staff involved. On the other hand, in Drechtsteden, the minimal requirements consist of a list of only 11 items. Furthermore, municipalities use different clustering of quality criteria. While some have one full list of all criteria applicable for carrying out the contract (Utrecht, 's-Hertogenbosch, Roermond); others have a specific set of criteria that deals with the quality of the organisation and the courses offered (Amsterdam). The table below provides an overview of the clusters (headings) of quality-related requirements imposed on potential contractors (NB: this concerns the quality demands related to the exclusion criteria; hence not to the quality criteria related to the selection criteria⁴³).

⁴² The following documents are taken into account: Amsterdam (2019), Amsterdam Aanbesteding Taaloffensief 2020 – 2023; 's Hertogenbosch (2019), Programma van Eisen Formele Volwasseneneducatie NOB; Drechtsteden (2018), Drechtstedengemeenten Inkoop aanbod onder de Wet Educatie en Beroepsonderwijs m.i.v. 2019; Roermond (2017), Roermond Offerteaanvraag ten behoeve van de Europees openbare aanbesteding Volwasseneneducatie (WEB) Formele Educatie 2017 (2018-2020); Utrecht (2018), Eisen aan de opdracht Formele Educatie Volwassenen 2019 tot 2021.

⁴³ In Drechtsteden the more specific quality criteria are included as selection criteria while these in other municipalities are included as exclusion criteria.

Table. Overview clusters of quality criteria as used in procurements

Municipality	Clusters of quality criteria
Amsterdam	General Teachers Quality Volunteers Educational resources and material Location
Dordrecht (Drechtsteden)	List of 11 minimal requirements (e.g. Consultations take place once a quarter between the provider, the contact municipality and the low literacy project manager about the progress (possibly based on interim evaluations); The teacher is demonstrably competent and / or professionally trained. Volunteers / assistants are trained and are assisted in their work by a professional.)
's-Hertogenbosch	Quality criteria WEB Content of the training offer Training offer Location and accessibility Chain cooperation Intake of candidates and start of the processes Consultation, communication and reports Privacy and complaints regulations Staff to be deployed Commercial requirements Invoicing and payment General Socially responsible procurement
Roermond	General Communication Location, organisation and IT Intake, lead time and prioritisation Teaching materials and material Diploma / certification Requirements for educational process Customer satisfaction and complaints Reporting and accountability
Utrecht	General requirements WEB Requirements for training and content Requirements for the deployment of volunteers Requirements for the intake of candidates Requirements for consultation, communication and reports Requirements for privacy and complaints regulations Requirements for locations, organisations and IT Requirements for connection to existing network Requirements for the personnel to be deployed Requirements for sustainability Commercial requirements Legal requirements

Source: Authors on document analysis

As can be seen in the table, there is a considerable overlap in topics covered in the procurement documents. They refer to the teacher qualifications; to communication; privacy and complaint handling; reporting; the content of the training offer; and cooperation and networking. Here below, per topic examples are listed of the specific demands/requirements imposed. However, the headings used in the procurement document do not always completely cover what topics are discussed. The table below

provides an overview of which quality criteria / requirements are covered in which procurement document (as reference the longest list of used (i.e. Utrecht).

Table. Mapping of topics in procurement documents

	Utrecht	Amsterdam	Dordrecht (Drechtsteden)	's- Hertogenbosch ⁴⁴	Roermond
General requirements WEB	X			X	X (recognised E&T institute and DUO diploma recognition)
Requirements for training and content	X	X (flexible provision and learning resources)	X (group size)	X	X (flexible provision and learning resources)
Requirements for the deployment of volunteers	X	X	X	X	
Requirements for the intake of candidates	X	X		X	X
Requirements for consultation, communication and reports	X	X (Quality audits and monitoring)	X	X	X
Requirements for privacy and complaints regulations	X	X		X	X
Requirements for locations, organisations and IT	X	X	X	X	X
Requirements for connection to existing network	X	X		X	
Requirements for the personnel to be deployed	X	X	X	X	
Requirements for sustainability	X			X	
Commercial requirements	X			X	
Legal requirements	X				

Source: Authors on document analysis

For the purpose of understanding the adult education specific quality indicators, we look at three key areas: 1) requirements for training and content; 2) requirements for consultation, communication and reports (including quality audits); and 3) the requirements for the personnel / volunteers to be deployed. While quality labels (See Section 2.1) often focus specifically on organisational aspects, this does not come out strongly as important quality criteria in adult education. Of course, there are criteria concerning

⁴⁴ NB: the Utrecht and 's Hertogenbosch lists of demand show a high level of overlap.

the legal status and economic, juridical performance of the organisation, but these are limited compared to the content related criteria.

Requirements for training and content

The quality criteria touch upon the process of organising adult education (outreach (cooperation); intake/screening; course provision). There are always specifications included on what courses need to be provided and what should be the group-size, but these are left out of the examples below.

Box. Examples requirements for training and content

<p>Utrecht (outreach and partnership):</p> <ul style="list-style-type: none"> • Requirement 75 You are responsible for the recruitment of participants and good accessibility and transfer from other language activities and from other referrers in the city and sub-region municipalities. • Requirement 76 You actively seek cooperation in the municipalities with organisations designated by the municipalities, such as the existing or to be established language houses and language points, primary schools, welfare organisations, care institutions, Work and Income / Social Services or other organisations that you believe or the opinion of the municipal representative is important for (references to) your offer. • Requirement 77 You contribute to activities that are relevant in the network, such as the Literacy Week, relevant neighbourhood or municipal activities, and similar activities. • Requirement 78 You actively seek coordination and cooperation with neighbourhood teams in Utrecht and social neighbourhood teams in the sub-regions.
<p>Drechtsteden (partnership):</p> <ul style="list-style-type: none"> • For the implementation of the intended language offer, the Tenderer always works together with the regional low literacy project leader
<p>Utrecht (intake):</p> <ul style="list-style-type: none"> • Requirement 37 You involve the referrer's experiences in the assessment during the intake. In a few cases (in particular in the range 1F - 2F) there will be a previously taken test. • Requirement 38 You are able to determine the starting level of candidates globally. The client's starting point for participation is the candidate's desire and motivation to learn (more). • Requirement 39 You inform the municipality of Utrecht within 5 working days about the creation of waiting lists for the offer.
<p>Roermond (intake):</p> <ul style="list-style-type: none"> • The Contractor is able to determine the starting level of candidates (globally). The starting point of the Central Limburg region for participation is the desire and motivation of the candidate to learn (more); • The maximum lead time from registration to placement in a group or individual process is 6 weeks; • The students sent from the Work and Income department have priority.
<p>Roermond (learning resources):</p> <ul style="list-style-type: none"> • The contractor uses a structured and goal-oriented approach, whereby goals are specified for

the participant; the prior approach is clear to the participant and is applied in phases and sufficient evaluation moments are built in, including actions aimed at adjustment;

- The learning environment within the lessons is practical and context-rich. Audio-visual tools and simulations are used;
- The contractor makes the necessary learning resources and teaching materials (including textbooks, readers, digital teaching materials, licenses for computer programs, etc.) available to the participants free of charge. The Contractor is free to request a limited personal contribution (a maximum of 15 euros per month). This does not apply to participants who have been sent through the Work and Income departments;
- In the education process, a correct ratio must be achieved between the number of contact hours by a qualified teacher and the use of multimedia programs under supervision. The use of multimedia programs must match the level of the lesson content during the contact hours.

Requirements for consultation, communication and reports (including quality audits)

In Roermond, the quality criteria also include result indicators such as “At least 80% of the participants have demonstrably reached a higher level within a year”. In Amsterdam, a specific set of criteria is devoted to quality assurance and monitoring and in Utrecht the contractors are obliged to undergo an audit (see box) and to survey the satisfaction of participants. In Roermond, the municipality is allowed to measure the satisfaction under participants (no obligation for the provider).

Box. Examples requirements for consultation, communication and reports (including quality audits)

Amsterdam:

- The Contractor is open to announced and unannounced visits where employees of the municipality check whether the requirements and contract agreements have been met. If the Contractor does not use the BOW-KIT because it does not offer integration programs, the Contractor is obliged to work with the KET-KIT.
- The Contractor is in line with developments in a quality instrument NT1 / Basic skills;
- The Contractor evaluates with contract management and adjusts the method if necessary.
- The Contractor participates in the study into the effect of the language course on the Social Inclusion of the participant (Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer)).
- The Contractor cooperates in a customer satisfaction survey.
- The Contractor visits the meetings with other Language Providers of the Language Offensive to share expertise.
- The Contractor gives teachers the opportunity to attend Client’s teacher meetings (once a year).

Drechtsteden:

- Consultations take place once a quarter between the provider, the contact municipality and the low literacy project manager about the progress (possibly based on interim evaluations)

Utrecht:

- Requirement 40 The municipality of Utrecht is entitled to conduct an audit. You must cooperate fully and free of charge in the performance of these audits.

- Requirement 41 The municipality of Utrecht consults with you – at execution and contract level – periodically (at least once per quarter) on the progress and results of the service. To do this, you appoint permanent participants in consultation with the municipality of Utrecht. The regional municipalities will also be involved in these consultations. The secretariat for these consultations is with the municipality of Utrecht.
- Requirement 51 You test the participant satisfaction every six months and report on this to the client. You also include the complaint registration in this report.
- Requirement 52 You prepare an improvement plan on the basis of the half-yearly report, as described in Requirement 51, and submit this to the client.

Roermond:

- Client reserves the right to measure customer satisfaction if desired;
- In the event of an inappropriate offer, the Contractor will actively refer to / back;
- Complaints are dealt with within a period of 3 working days.
- A report must be delivered quarterly per municipality, taking into account privacy legislation that includes: the number of contact hours, the number of registrations, participants, exits, presence and absenteeism, the start and planned end date of the course, the actual duration and the reason for failure / exit, age category and target groups. For participants entitled to benefits, reporting does take place on a personal level.

Requirements for the personnel / volunteers to be deployed

The quality of professional staff and volunteers is a key issue in most procurement documents. For the formal and professionally organised non-formal adult education (type 1) the requirements are generally well defined. For volunteers (involved in type 2 non-formal adult education), the requirements are less clearly stated and often there are no formal requirements included.

Box. Examples requirements for the personnel / volunteers to be deployed

Amsterdam (teachers):

- The teacher is given the opportunity to prepare the lessons well. Contractor facilitates preparation time.
- The contractor works in principle with 100% certified NT2 teachers⁴⁵.
- For the NT1 courses and for the numeracy and digital skills components, the contractor uses teachers who are in possession of an educational qualification and who will follow, or who have followed the modules of the 'basic skills teacher' training course.
- The contractor promotes the basic knowledge of teachers on the issues of poverty, debt counselling and health.
- Contractor is responsible for the promotion of expertise of teachers.

Amsterdam (volunteers):

- The contractor trains own language volunteers or refers them to a training. This training is also open to language volunteers from the informal network of work area where the Contractor

⁴⁵ Amsterdam follows the vision of BVNT2 (professional association NT2: <https://bvnt2.org/>) as explained on the site: <https://bvnt2.org/certificering-scholing/opleiding-en-scholing/>. An exception can be made for teachers in training and teachers who follow an APL (accreditation of prior learning) process.

works. The Contractor also cooperates with the Live and Learn programme (Library (OBA)).
<ul style="list-style-type: none"> The Contractor ensures adequate deployment of volunteers who can offer tailor-made support to participants.
Drechtsteden:
<ul style="list-style-type: none"> The teacher is demonstrably competent and / or professionally trained. Volunteers / assistants are trained and are assisted in their work by a professional.
's-Hertogenbosch:
<ul style="list-style-type: none"> Requirement 58 All persons you deploy to perform the assignment meet the legal qualifications and have sufficient social skills to deal with the target group. Requirement 59 Your employees have not made any criminal or professional mistakes. Requirement 60 The volunteers you deploy are able (within and / or outside class hours) to provide substantive support.
Utrecht (on volunteers):
<ul style="list-style-type: none"> Requirement 36 The volunteers you deploy are (within and / or outside class hours) willing and able to provide substantive support for what is reasonably stated in relation to demanded offer of courses.

Input for a future quality approach

The mapping exercise identified a variety of quality approaches and frameworks in municipalities and at national level. Based on the mapping of existing practices (Section 2.1 and 2.2), it can be concluded that there is no harmonised quality approach across municipalities and that there is not a directly applicable quality framework for type 1 and for type 2 non-formal adult education. There are however development options available depending on the type of adult education. Before discussing the options per type, first the applicability of existing frameworks for type 1 and type 2 non-formal adult education are presented in the table below.

Table. Applicability of the existing quality frameworks to type 1 and type 2 non-formal adult education

Framework	Applicability Type 1	Need for amendment	Applicability Type 2	Need for amendment
Inspection	Yes	There is too much emphasis on the examination.	No	n.a.
NLQF	To some extent. It relies on existing quality frameworks and does not look at the teacher/content related quality. There is a focus on examination	There is too much emphasis on the examination and too little focus on teacher and content quality.	No	n.a.
KET-KIT	Yes, it is already applied here	Can be applied jointly with frameworks that focus more on organisational, financial and client	No, in type 2 more one-to-one support instead of	n.a.

		satisfaction aspects.	group lessons.	
Quality in the picture. Certification framework for library work, culture and language (Kwaliteit in Beeld.	To some extent.	The framework is based on a self-evaluation and external validation. The external validation <i>by clients</i> could be improved for type 2. Furthermore, it needs to be made more specific for adult education	Yes, is already applied here	Adjust to make it more specific for adult education
Quality certificate language houses	To some extent.	The framework is based on a self-evaluation and external validation. The external validation <i>by clients</i> could be improved for type 2.	Yes, is already applied here	Adjust to make it less specific for language houses
BOW (civic integration)	Yes	Align to basic skills training. ⁴⁶	n.a. (is already covered by the non-formal BOW)	n.a.
BOW (non-formal)	n.a. (is already covered by the civic integration BOW)	n.a.	Yes, is already applied here	Might not be applicable for smaller volunteering organisations
NRTO Quality label	Yes, it is already applied here	The label is based on a self-evaluation and external audit. It could be made more specific for basic skills adult education.	No, the certificate is geared to professional staff	n.a.
NOV Quality label	No, is explicitly geared to volunteers	n.a.	Yes, is already applied here	Adjust to make it more specific for adult education

Source: Authors

The development options for the two adult education types is discussed separately here below.

Type 1 development options for quality approaches

Currently, municipalities both use procurement procedures and subsidies to fund the formal and non-formal type 1 adult education provision. In these procedures, quality criteria are imposed on the providers. One of the key challenges for municipalities is to follow-up on whether providers indeed comply with the quality criteria. The smaller municipalities do not have the capacities to regularly check the quality of provision and have to rely on the reporting mechanism of providers and regular communication (as stipulated in the procurement), or they have to rely on external quality frameworks whereby the checks / audits are conducted by an external organisation.

A possible future quality approach could be to firstly develop a procurement guideline with quality criteria that municipalities can use to procure their formal and type 1 non-formal adult education, and secondly,

⁴⁶ Also the name 'Blik op Werk' might not fit well with this type of training.

link this to an external quality label to be applicable to type 1 non-formal adult education. Through this combination, municipalities can impose quality criteria that are relevant for their locality and at the same time they can rely on external expertise behind a quality label to assure and assess the quality of provision. The costs of the quality label will be covered by the provider.

The procurement guideline could take inspiration from the quality requirements as discussed in Section 2.2, but should particularly focus on the quality of the different steps involved in organising adult education and to assure a relevant and effective learning pathway for the learners: outreach/partnerships; intake/screening/registration; learning resources; teachers; monitoring progress:

- **Outreach/partnerships:** the quality requirements should assure that the providers are competent to work in partnership with type 2 and informal adult learning providers, the municipality and other organisations to reach out to the target groups and to facilitate reference for (further) learning of basic skills learners from/to other organisations.
- **Intake/screening/registration:** the quality requirement should assure that the providers are competent in assess the personal situation of the learners and the basic skills levels (through validated tests) and place them in the right learning pathway. Furthermore, the provider should have a GDPR compliant registration system, or should work with a registration system that is demanded by the municipality.⁴⁷
- **Learning resources:** the quality requirements should assure that the providers use relevant and validated learning resources tailored to the learners' needs.
- **Teachers:** the quality requirements should assure that the provider employs staff that has the right qualifications to work with the target groups.
- **Monitoring progress:** the quality requirements should assure that the providers monitor the learning process (e.g. attendance) and the progress of the learners and that the provider is able to provide relevant reports to the municipality on key indicators (see Chapter 3). Furthermore, the providers should (be open to) measure the impact of the provision.

The quality label should be used to assure that the providers have the organisational quality in place to offer the provision; and to assure that there is an external quality check on the learning process; the satisfaction of learners and the satisfaction of clients (funders, i.e. municipality). For this purpose, it could be considered to adapt the existing BOW quality label which also includes (partly) the KET-KIT classroom assessments, while taking into account the criticism to BOW and ensuring that the costs and administrative burdens are not too high for providers. Also the NRTO quality label could be used for inspiration.

Those providers that also offer formal adult education (and hence are already supervised by the Inspection of Education), could be exempt from the quality label.

Type 2 development options for quality approaches

The type 2 non-formal adult education is usually funded through subsidies and often the organisations have specific, but wider societal objectives than solely providing basic skills training (related to social inclusion, specific target groups, specific societal challenges). While these organisations work with volunteers, when these organisations are funded through the WEB, some level of professionalization could be imposed.

⁴⁷ NB: While it is common practice that the municipalities ask the providers to do the registration of learners, it could be considered having municipalities take a more prominent role in the registration and tracking of learners as is for instance the practice in Amsterdam.

A possible future quality approach for these organisations could be twofold as well (similar to the quality approach for type 1). Firstly, the quality approach can consist in developing subsidy-guidelines for municipalities to stimulate a quality culture in type 2 non-formal providers; and secondly in providing support to these organisations to improve the quality.

The subsidy guidelines should include at least aspects related to how volunteers and trained and supported; the use of learning resources; the registration and progress monitoring; and finally, the cooperation with other providers and stakeholders:

- **Volunteer support:** the quality requirements should assure that the providers sufficiently equip and support the volunteers to work with the (vulnerable) target groups.
- **Learning resources:** the quality requirements should assure that the providers use learning resources that are relevant for the learning process and up to date.
- **Registration and progress monitoring:** the quality requirements should assure that the providers conduct self-evaluations; have in place a GDPR-proof registration system (or work with indicated (municipality) system); and monitor progress of learners to align their service or refer them to other providers. Furthermore, the providers should (be open to) measure the impact of the provision.
- **Cooperation with other providers and stakeholders:** the quality requirements should assure that the providers cooperate with other providers and stakeholders to align their support to basic skills learners and refer them to the best-suitable training provision.

The support to develop a quality culture in providers could include setting up peer-learning exercises between providers and support an external assessment based on the self-evaluations. Participation in activities to develop a quality culture could be set as a prerequisite for funding.

One could also consider adjusting existing quality frameworks to be applicable to type 2 non-formal adult education and to make this label obligatory for funding. This would likely have as consequence that smaller volunteering organisations are excluded from funding. While this might not lead to (outreach) challenges in larger municipalities, it could become problematic in smaller municipalities where the outreach and part of the provision is reliant on these smaller organisations. In any case, for type 2, there are already two quality frameworks available that can be used by larger volunteering organisations (Quality certificate language houses; BOW non-formal; NOV quality label).

4 Monitoring systems in the Netherlands

The evaluation of the WEB (the Adult Education and Vocational Education Act) in the Netherlands concluded that only in a limited number of Labour Market Regions (arbeidsmarktregio's: AMR) agreements were made with non-formal learning providers about registering and reporting on progress of participants. Some regions decided to make use (or consider using) of the concept of participation ladder and/or the self-reliance matrix. In this chapter we provide a comparative overview of existing monitoring tools; discuss current approaches to monitoring participation and results at local level; and, finally, present some conclusions and its consequences for a future monitoring system.

Existing monitoring tools at national level

In this section results are presented of a document study on existing tools used in the Netherland for measuring participation and wider benefits of basic skills training, such as the *National Effect Monitor* of the 'Koninklijke Bibliotheek' (National Library); the *SIT instrument* (Social Inclusion after Transfer)⁴⁸, as well as broader approaches to measure social inclusion (like the participation ladder that was introduced by the Dutch government in 2009⁴⁹).

National Library effect monitor (effectenmonitor)

The Effect Monitor⁵⁰ is developed by the National Library (Koninklijke Bibliotheek⁵¹). It offers a collection of research instruments with which local libraries can measure the effects of courses they offer. The questionnaires will be filled in by participants of the courses provided by local libraries. The results of the monitor can help them evaluate their local education programmes and can be used for accountability to external stakeholders. The National Library provides the digital infrastructure and developed standardised questionnaires for current four topics: computer and internet; e-government; social media; Dutch language. In the future, modules will be developed on work and income and social value.

All questionnaires look at the following aspects: motivation; behaviour; knowledge and skills; attitude; perceived benefits; and, satisfaction. The first four aspects will be asked before learners enrol in courses, the last two (perceived benefits; and, satisfaction) will be asked after completing the course.

⁴⁸ De Greef, M., Verté, D. & Segers, M. (2012). Evaluation of the outcome of lifelong learning programmes for social inclusion: a phenomenographic research. *International Journal of Lifelong Education*, 31(4), p. 453-476

⁴⁹ Terpstra, A. (2011). *Implementatie en gebruik Participatieladder*. Den Haag: Vereniging van Nederlandse Gemeenten.

⁵⁰ <https://www.effectenmonitorkb.nl/>

⁵¹ <https://www.kb.nl/>

The digital infrastructure allows to upload (excel) sheets with participant data (name, email address, telephone number) to ease the process of inviting and reminding participants to fill in the questionnaire.⁵² The effect monitor is not itself a registration tool for participants and hence it relies on the registration tools used by the local libraries. The digital infrastructure also allows to include locally developed and offered courses in the participant assessment.

The digital infrastructure is tailored to be used by local libraries and allows them to assess effects of specific courses they offer in relation to specific topics (computer and internet; e-government; social media; Dutch language). A general feedback is that the questionnaires are rather long and challenging to complete for the envisaged target groups. Furthermore, while the monitor takes into account individual level assessments, it relies on the libraries own registration systems and in this, it looks at participation of an individual regardless of what other courses he/she followed/is following. Hence, it is a good tool to support quality development of specific courses, but is less suitable for measuring longer-term developments and continuous learning pathways of individuals.

Reading and Writing Foundation monitoring system for language for life programme

The Reading and Writing Foundation (Stichting Lezen en Schrijven⁵³) aims to prevent and reduce low literacy through cooperation with local governments, companies, institutions, professionals, teachers, volunteers and other organisations in building local and regional networks to find, motivate, refer, train and monitor literacy learners. To provide insight in the quantitative results of one of the action lines Language for Life (Taal voor het leven) of the programme Count on Skills (Tel mee met taal) (2016-2019), the Foundation developed a monitoring framework. The programme focuses on non-formal type 2 and informal language learning. In total over 700 organisations (language houses, volunteering organisations; civic organisations) participate.

The following indicators are used in the monitoring framework⁵⁴:

- The number of **participants** (categorised by sex; categorised per age category : 16-25, 26-35, 36-45, 46-55, 56-65, 65+ year)
 - Active: all the participants that worked with Language for Life materials or were coached by a Language for Life volunteer including the students that started or stopped this quarter).
 - New: the number of active participants that started past quarter. This should be less or the same as the number of active students.
- The number of **volunteers** (categorised by sex; categorised per age category : 16-25, 26-35, 36-45, 46-55, 56-65, 65+ year)
 - Active: all Language for Life volunteers that coached a participant or were available to do so
 - New: the volunteers that finished the basic education Language for Life in the past quarter

The data is gathered every three months by sending a request by email to all the organisations that used the Language for Life materials. The organisations are requested to fill in the requested data in a data sheet (see figure below). The organisations are asked to fill in data on an aggregate level, so for each combination of characteristics (e.g. new participant, female, between 46-55 years old), the organisations will have to count/compute the value. The monitoring tool hence is not a registration tool or replaces registration tools so organisations still have to develop and maintain their own systems to be able to

⁵² See KB (2019), Aan de slag met de effectenmonitor: registreren, onderzoek uitzetten en rapporteren.

⁵³ <https://www.lezenenschrijven.nl/>

⁵⁴ Stichting Lezen en Schrijven (2019), Kwartaalcijfer uitvraag & Resultaat in beeld.

provide the data. The Foundation checks the data gathered and supports organisations facing difficulties in correctly providing the data.

Figure. Data sheet for filling in requested information by participating organisations

Source: Stichting Lezen en Schrijven (2019), Kwartaalcijfer uitvraag & Resultaat in beeld

When the data is complete and validated, the information is fed into the management information system of the Foundation and used in further presentations and overviews of results (such as visualising the results: resultaat in beeld⁵⁵).

The monitoring system is aimed to provide insights in the implementation of the Language for Life programme. It is not aimed to provide a full overview of all the non-formal adult education that is taking place. Furthermore, it only looks at literacy training and not to digital and numeracy training. Finally, it only reports on participations, but not on individual participants (they can re-enter) or outcomes and results of training (not a learner tracking system). Furthermore, providing the data by the (often rather small) organisations is regarded as an administrative burden and a complex process as the organisations do not systematically gather the participants information.

The Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer): AEM-SIT

De Vrije Universiteit Brussel in cooperation with Maastricht University developed a system for the registration and measuring the impact on adult education. The courses for which impact is measured concern both non-formal and formal adult education courses. This system is already in place and further refined since 2008 and since 2008 the impact measurements include almost 10,000 adult learners in more than 150 communities and eight countries. The academic foundations are described in academic journals.⁵⁶

⁵⁵ Resultaten in beeld provides quantitative insight into what has been achieved with Language for Life. These results are shown in an interactive way. Besides the data obtained in the monitoring system, the visualising the results tool also takes into account data in relation to screening instruments; training; teaching material; progress tests; (digi) taalhuizen; partners; call line. As this initiative is more related to how data is presented and less how data is obtained on non-formal adult education, this initiative is not further discussed in this report. More information is available in the following documents: Stichting Lezen en Schrijven (2019), Kwartaalcijfer uitvraag & Resultaat in beeld; Stichting Lezen en Schrijven (2018), Handleiding Resultaat in Beeld (RIB).

⁵⁶ See for instance: De Greef, M., Verté, D. & Segers, M. (2012). Evaluation of the outcome of lifelong learning programmes for social inclusion: a phenomenographic research. *International Journal of Lifelong Education*, 31(4), p. 453-476; De Greef, M., Verté, D. & Segers, M. (2010). Development of the SIT, an instrument to evaluate the transfer effects of adult education programs for social inclusion; in: *Studies In Educational Evaluation* 36(1):42-61

The basic foundation of the system is to answer to the request from local and regional institutions of adult education and the municipalities to better understand what the impact is of the implemented courses of non-formal and formal adult education. The Adult Education Monitor is currently being implemented in ten Dutch regions and municipalities: Midden-Brabant (including Tilburg), West-Brabant (including Breda), Den Bosch, Eindhoven, Amsterdam, Rijnmond (including Rotterdam), Den Haag, Zuid-Gelderland (including Nijmegen), Midden-Gelderland (including Arnhem) and Groningen).

In cooperation with the ten regions and municipalities and all involved institutions of non-formal and formal adult education, de Vrije Universiteit Brussel in cooperation with Maastricht University developed a flexible system to respond to the local needs⁵⁷. This means that every municipality can determine what the contents of the system will be, and which factors will be measured. Only a few variables (concerning the impact of adult education on language skills, digital skills, meeting and attempting, nature and sports activities and labour market position) are mandatory⁵⁸. The box below provides a concise overview of the key characteristics.

Box. Key characteristics and structure of the Adult Education Monitor based on SIT

The system exists of the following parts:

1. **Registration module:** In this module participants can be registered taking into account their sociodemographic characteristics. Through the registration module the learning routes of the learners can be tracked and it is possible analyse the process of referring the learners to courses between providers (non-formal and formal). Furthermore, it is possible to realise an export of the specific registration of the involved institutions to prevent that an institution registers learners twice.
2. Impact module: Through this module the impact can be measured of specific courses. The impact can be measured on different impact-domains:
 - a. **Social inclusion (including labour market position, health and financial skills):**
The measurement of impact on social inclusion is based on a pre-test and post-test with circa 15 weeks between both tests. The system allows measuring the impact of all local and regional courses based on the knowledge, skills and attitude of the learner. In practice, all municipalities involved measure the impact of language skills, digital skills, meeting & attempting, nature and sports activities and labour market position. Furthermore, one choose to measure the impact on:
 - Psychological health
 - Physical health
 - Financial skills
 - Upraising and involvement of parents (family literacy)
 - Contact skills
 - Selfdirectedness
 - Labour- and upraising skills
 - b. Language skills: The measurement of impact on language skills is based on a pre-test and post-test with circa 6 months between both tests. The reading and writing tests measure the level of proficiency in reading and writing referring to the Entry Level and Level 1F of the new framework for literacy and numeracy (including digital skills) of the Ministry of Education, Culture and Science (CINOP 2012). The tests are developed by a team of experts in reading and writing and are validated among adult learners joining language programs comparable with the language programs of this study.

⁵⁷ While the instrument is academically developed and the validity of the instruments and questionnaires is scientifically tested, the emphasis of the monitor is to tailor the approach to the local and regional needs and context.

⁵⁸ This due to the fact that both universities would like to show a (inter)national impact on these variables). This is only a small set of variables, which doesn't hinder the implementation of the impact measurement and registration of adult learners in the local setting.

- c. Numeracy skills: The measurement of impact on numeracy skills is based on a pre-test and post-test with circa 6 months between both tests. The numeracy tests measure the level of proficiency in numeracy referring to the Entry Level and Level 1F of the new framework for literacy and numeracy (including digital skills) of the Ministry of Education, Culture and Science (CINOP 2012). The tests are developed by a team of experts in reading and writing and are validated among adult learners joining language programs comparable with the language programs
- d. Digital skills: The measurement of impact on digital skills is based on a pre-test and post-test with circa 6 months between both tests. The digital tests is a self-perception questionnaire regarding the proficiency in digital skills referring to the Entry Level, Basic Level 1 and Basic Level 2 of the new framework for literacy and numeracy (including digital skills) of the Ministry of Education, Culture and Science (CINOP 2012).

These tests will be used to measure the longitudinal impact of adult education in the specific regions and on national level.⁵⁹

Requirements of the system

There are two major requirements of the system, to mention:

1. **General Data Protection Regulation (GDPR):** The system is a closed system, which only can be used by the involved partners. Agreements have been made in order to fulfil the requirements of the GDPR. Therefore, a processor agreement next to a programme of requirements and a Service Level Agreement with each municipality have to be agreed upon.
2. **Flexible based on local and regional needs next to national needs:** Although the universities can conduct analyses concerning the impact of non-formal and formal adult education on social inclusion, language skills, numeracy skills and digital skills it is not an academic system. Each municipality can determine which variables will be used and how the system can function based on the needs of the local communities and adult education providers. There is a helpdesk to support municipalities and providers when problems occur.

Source: Information provided by Prof. Dr. Mien Segers (Maastricht University), Prof. Dr. Dominique Verté (Vrije Universiteit Brussel) & Prof. Dr. Maurice de Greef (Vrije Universiteit Brussel) on 29-10-2019.

During interviews, municipalities and providers that work with the system provide a positive assessment. They praise the system for firstly, providing a holistic approach to registering adult learners in different providers; secondly, for the possibility to tailor the approach and questions to the local needs and circumstances and in general the responsiveness of the system (and team) to requests. Thirdly, in municipalities where there already is a registration system, the system can easily link with these systems to avoid double registration work and administrative burdens.

Language proficiency assessment tests

Adult education providers use different validated tests to assess the language proficiency in reading, writing, and speaking. These tests are provided by different publishers, such as bureau-ICE for NT2 (intake, progression, examination).⁶⁰

Besides the professional tests, the Basic meters (Basismeters)⁶¹ are easily deployable instruments that give an indication in a maximum of 15 minutes whether someone needs (language) training to improve

⁵⁹ For all tests and questionnaires, the following steps in validation have been realised: Principal Component Analysis; Confirmatory Factor Analysis; Congruent validity; Reliability: international; Scoring of teachers concerning same adult learners; Language check by teachers and experts; Tests: IRT analysis / standard setting.

⁶⁰ <https://www.bureau-ice.nl/nt2/>

participation in society and the labour market. Meters are developed for different basic skills: language, numeracy, digital and social participation in general. The meters do not aim at measuring results of training, but assess a state of play in terms of skills proficiency.

Other tools in the social domain

There is a wide variety of existing tools developed in the social domain. The website 'Instrumentenwijzer' lists a high number of these, ranging from client-satisfaction surveys to cost-benefit analyses.⁶² Some of these tools are based on broader frameworks such as the participation ladder (participatieladder) which was further developed and piloted by the VNG to be applied by municipalities.⁶³ The participation ladder defined six levels of societal participation:

- **Level 6 paid work:** paid work without support (for example: job with employment contract, self-employed person, entrepreneur)
- **Level 5 paid work with support:** paid work with support (for example: work with supplementary benefit from the municipality or UWV, work with external supervision, work and at the same time an integration course)
- **Level 4 unpaid work:** unpaid work (for example: work with retention of benefits, internship, voluntary work)
- **Level 3 participation in organized activities:** participation in organized activities (for example: course or training, active club member)
- **Level 2 social contacts outdoors:** social contacts outside the home (for example: visits from neighbours and friends, occasional participation in activities)
- **Level 1 isolated live:** isolated live (for example: lonely, internet contacts only)

These levels can be used to determine what kind of support is most appropriate for individuals and track whether supports indeed leads to stepping up on the ladder. The ladder is good to categorise individuals and to identify what are next objectives in terms of increasing social participation. A downside is that it relates to situational aspects which are not always controlled by the individuals and as such, the level the individual is in might not be a good reflection of the self-reliance level of the individual. It can both be an overestimation and an underestimation of the basic skills level.

There are also private registration and monitoring systems that operate on a license basis. An example is WIZZR⁶⁴. This system is developed for municipalities to monitor the civic integration participation when the municipalities will gain the responsibility in 2020. This system is currently being adjusted for (non-formal) adult education as well and will be operational in 2020. Furthermore, the system is GDPR proof. The system allows to generate overviews of participants; their courses; and the progression of learners.

Current approaches to monitoring participation and results at local level

Municipalities hardly have systematic approaches to monitor participation in WEB-funded adult education, led alone non-WEB-funded adult education courses. Usually, through the tendering procedures and subsidy provision, the providers are asked to show agreed participation numbers and these aggregated data is shared with the municipality.

⁶¹ <https://basismeters.nl/meters/>

⁶² <http://www.instrumentwijzer.nl/pages/51/Instrumenten-overzicht.html>

⁶³ VNG (2010), Meetlat van participatie: Eenvoudig en eenduidig - Voor en door gemeenten

⁶⁴ <https://www.provijf.nl/wizzr-inburgering/>

Usually, the registration (and intake) is conducted by the providers and only few municipalities have a centralised registration system for participants (e.g. Amsterdam). There are also examples of mixed approaches, whereby those learners linked to social welfare programmes are registered by the municipality, but where providers also maintain own registries of self-initiated learners. This is for instance the case in Breda. The box below provides examples of the different approaches from Eindhoven and Leeuwarden (provider-based) and Amsterdam (municipality-based).

Box. Monitoring approaches Eindhoven, Amsterdam and Leeuwarden

Eindhoven: provider-based monitoring system

The monitoring approaches on basic skills training is not established in Eindhoven. The current monitoring systems concern more prevention of a lack of basic skills (SPILmonitor (more related to early childcare and general education)⁶⁵); or monitoring on broader social inclusion (monitor kansengelijkheid; to be re-named into 'Everyone participates' (Iedereen doet mee⁶⁶)). In this monitor, questions on the basic skills training are included. Eindhoven is not aware of the use of the effectmonitor of the National Library.

In July 2019, Eindhoven published its 'City-plan basic skills 2019-2023'⁶⁷. In this plan, also monitoring responsibilities are described. While the municipality takes the main responsibilities, all stakeholders have some tasks in monitoring.

Currently, the participation data is provided by Ster College (the formal education provider responsible for the formal and type 1 non-formal education). Ster College reports on (2018):

- Number of unique participants: 1,204
- New entry in 2018 (NT1: 31; NT2: 527; digital skills: 48; numeracy: 12.
- Groups started (per quarter): total 28
- Exit of participants: 50% after course completion; 10% into work.
- Supported neighbourhood projects/initiatives: 19
- Volunteers: 27 (3 trainings were provided)
- Locations: 19
- Companies where WEB courses are provided: 5 and total number of pathways in companies: 13.

Eindhoven started end of 2019 with the Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer). The first measurement will take place in November 2019. The municipality expects that this system will provide the approach to be able to track participation and effects in line with what needs to be reported to the national government. Furthermore, it will stimulate the development of a regional approach in using this system.

Eindhoven does not see the need to have all participants to report on progress and results of training. This could be measured through targeted and sampled methods.

In terms of a national monitoring system, Eindhoven prefers to limited approach whereby the municipalities will be instructed on what kind of data they should minimally provide to the national government on participants; courses, completion, results and impact. It will however be up to the

⁶⁵ See: BCO (2019), SPILmonitor Eindhoven 2018 (7 mei 2019).

⁶⁶ See: <https://infogram.com/1pmqkwwvn7k6mds3wp37jleyx0bzwqx67w6?live>

⁶⁷ Eindhoven (2019), Stadsplan basisvaardigheden 2019-2023.

municipalities to use/develop their own monitoring system that can deliver the data. A national support structure could support municipalities in providing digital tools.

Amsterdam: municipality-based monitoring system (RAAK)

RAAK is the ICT system for the work, participation and income domain used in Amsterdam. The adult education field is now as well included in the RAAK system (used to be in a separate system). The system allows the municipality (through the language consultants (taalconsulenten) and client managers (klantmanagers) to fill in information obtained in the intake and first screening of adult learners; to refer them effectively to the right adult education provider and to keep track of progress as reported in the system by the adult education provider. The system is only applied to the formal and non-formal type 1 adult education (subject to the procurement procedures). Through the system (and accompanying applications such as Socrates (general intake form) and systems related to whether citizens are subject to civic integration.

RAAK is a closed system in which users (municipality, providers) each have specific rights in viewing and inserting information. The system is GDPR proof.

RAAK is much more complex than solely registering eligible adult learners; it is more a client-follow system in which all steps in a long-term educational process are recorded and described.

Startpagina klant (ter info- bewerking niet mogelijk)	Wat is noodzakelijk?	Zichtbaar in webappli?
o.a. BSN/ Team/ Klantmanager/ geboortedatum	nvt	
Uitkering Ja/Nee	ja, indien van toepassing	
Klantdossier RAAK		
Tabblad Persoonsgegevens		
Achternaam	ja, automatisch in RAAK nav invoer Socrates	ja
Voornamen	nee	ja
Voorletters	ja, automatisch in RAAK nav invoer Socrates	
Roepnaam	nee	ja
BSN	ja, verplicht invullen bij invoer Socrates	
RAAK klantnummer	ja, automatisch in RAAK nav invoer Socrates	ja
Adres	ja, automatisch in RAAK nav invoer Socrates	ja
Documentnummer ID-bewijs	nee	
Soort ID (paspoort of verblijfsvergunning)	nee	
Burgelijke staat	nee	
Huisvesting	nee	
Nationaliteit	ja, automatisch in RAAK nav invoer Socrates	
Geboorteland	ja, verplicht invullen bij invoer Socrates	
In Nederland sinds	ja	
Soort ID kaart	nee	
Nr ID-kaart	nee	
ID-kaart geldig t/m	nee	
Kopie ID-kaart	nee	
Geslacht	ja, verplicht invullen bij invoer Socrates	ja
Geboortedatum	ja, verplicht invullen bij invoer Socrates	ja
Leeftijd	nee	
Telefoonnummer	ja	ja
Emailadres	ja	
Team	ja	ja
Klantmanager	ja	ja (incl. email+ tel.nr.)
Jongerenloket	nee	
Spreektaal	ja	
Andere spreektaal	ja	
Afloop werkvergunning	nee	
Afloop verblijfsvergunning	nee	
Tabblad Gezinsituatie	nee	
Tabblad Jongeren	nee	
Tabblad Toeleiding	nee	
Tabblad Klantindelingen	nee	
Tabblad Uitkeringsinformatie	nee	
Tabblad UWV WB info I + II	nee	
Knop - Aanmeldingen		
Contractcode + datum aanmelding	ja	ja
Reden afwijzing / Reden einde voorziening	ja	ja
Aangemeld door	ja	ja
Aanmeldgegevens *	ja, geen persoonlijk informatie	ja, indien gevuld
Toelichting bij aanmelding*	ja, geen persoonlijk informatie	ja, indien gevuld
Knop - Deelnames		
Activiteiten + datum start en einde	ja	ja
Rapportages + berichten van/naar externe aanbieder	ja	ja
Productnormen akkoord j/n + status activiteit	ja	ja (deels)
Overige knoppen in klantdossier		
Emailadres	ja	ja
Soort deelnemer (wel/geen uitkering)	nee	
Werkloos sinds	nee	ja
Werkzoekend voor meer dan 2 uur ja/nee	nvt	
Ontwikkelrichting	nee	
Reintegratietrede	nee	ja, indien ingevuld
Participatietrede	nee	ja, indien ingevuld

The figure below provides an overview of the data fields, and whether they are visible in the web application (in Dutch).

Trajectplanner RAAK		
Tabblad Persoonsgegevens	nee	
Tabblad Indelingen	nee	
Tabblad Opleidingen		
UWV Werkbedrijf-gegevens	nee	
DUO-gegevens	nee	
Hoogste opleidingsniveau - eigen gegevens	ja	ja, indien ingevuld
Opleidingen - eigen gegevens	ja	ja, indien ingevuld
Tabblad Taal		
Spreektaal	ja	
Nederlandse taalbeheersing - niet gemeten	ja	ja, indien ingevuld
Nederlandse taalbeheersing - gemeten	ja	ja, indien ingevuld
Wet Taaleis	nee	
Tabblad Werkervaring		
UWV Werkbedrijf-gegevens	nee	
Werkervaring - eigen gegevens	zie opmerkingen	ja, indien ingevuld
Reintegratie in het afgelopen jaar	ja	ja
Tabblad Competenties en voorkeuren		
Tabblad Beschikbaarheid		
Aandachtspunten	nee	
Beschikbaarheid	nee	
Ontheffingen	nee	
Tabblad Persoonlijk		
Tabblad Conclusie	nee	
Tabblad Treden	nee	
Overige knoppen in de trajectplanner	nee	
Wat mogen we delen met de externe taalaanbieder - wat betreft informatie in open velden?		
Leerdoelen klant	mag wel	
Wat heeft klant al gedaan op gebied van Taal	mag wel	
Overige (informele) taallessen/ bezigheden	mag wel	
Indruk motivatie klant	mag wel	
Indruk zelfredzaamheid	Beperkt, geen inhoudelijke en persoonlijke informatie	
Beschikbaarheid ivm kinderen/werk	Beperkt, geen inhoudelijke en persoonlijke informatie	
Lichamelijke situatie/ klachten	Nee, mag niet	
Psychische situatie/ klachten	Nee, mag niet	
Medische gegevens/ achtergrond	Nee, mag niet	
Problematiek in gezinsituatie	Nee, mag niet	

To operate the municipality-led intake, screening and registration system, the municipality has as a rough estimate 20 operational staff member at its disposal (language consultants, helpdesk, technical support).⁶⁸

⁶⁸ This to cover 862,965 inhabitants and to support approximately 5,000 language learners. This would mean that one staff member could cover approximately 50,000 inhabitants and around 300 language learners.

Municipality Leeuwarden: public procurement

Leeuwarden is an example of a municipality that included a number of criteria how the selected education provider should report on participation, requiring the following:

- To have an adequate registration system for participants.
- Every quarter, and per municipality, information should be provided on: realised contact hours; number of registrations; number of participations, number of persons that complete the training; presence and absence statistics; age categories; and continuing education and improved language levels.
- Other aspects that need to be included in the quarterly reports are:
 - General description of the trends and developments per region;
 - The extent participants are able to increase their language level and the time need for doing this;
 - The extent in which the criteria transition to employment; education and social participation are feasible in practice;
 - Insight in the inflow and outflow of participants and success rate (diploma', certificates) per region;
 - Insight in how participants are reached and possible waiting lists;
 - Number of participants per group and the presence of participants that stay in the same group over the years.

As indicated, the municipality-based monitoring system in Amsterdam is an exception. Usually, the municipalities ask the provider to report on specific indicators. For this reason, providers themselves have developed registration and monitoring approaches to report on participation to external stakeholders (municipalities or other organisations providing funding or support). The following box provides information on a **registration format used for formal and professionally-organised adult education (non-formal type 1)**.

Box. Intake form Drenthe college (ROC)

The intake form includes the following items:

Background participant

Last name

First names

Nickname

Street and number.

PC + City

Phone

E-mail address

Date of birth

Country of birth Place of birth

BSN

Gender

Nationality

In the Netherlands since

Residential status Valid until:...

Municipality

Social benefit

Contact person client

Financing (WEB; other)

Invitation letter by administration

Family situation:

Partner's name Nationality

Children (no / yes) → number / year of birth:

Placement:

Intake date Start date End date planned

Number of hours per person Number of half-days

Study / Lesson group

Course hours

Training history (in your own country):

Elementary School (year)

Secondary education (year)

Vocational education (year)

Higher education (year)

Diploma (no / yes)

Level (Baccalaureate; Bachelor; Master)

Diploma year

Dutch class:

Lesson followed (no / yes / n.a.)

Where Integration yes / no - diploma obtained in 20

Period of time

Method

Dyslexia declaration (no / yes) ONA (orientation on the labour market) (no / yes)

Work experience in your own country:**Work experience in the Netherlands:**

(Professional) wish / motivation and goal:

Student's target level (at start): (A2 / B1 / B2 /1F /2F)

Professional wish:

Explanation:

Languages

Native language Reading and writing in native language: (no / yes)

Other languages:

Computer skills:

In possession of a PC / laptop (no / yes)

Basic skills (good; moderate; unfamiliar with windows - word - internet - e-mail)

Limiting factors / specifics**Intaker data**

Teacher's name

employee number

Levels at start and progress

Reading (Start level tested AND Desired end level)

Writing / spelling (Start level tested AND Desired end level)

Speaking / conversations (Start level tested AND Desired end level)

Calculation (Start level tested AND Desired end level)

Digital skills (Start level tested AND Desired end level)

Where do you know us from? (other language participant / family or acquaintance / language house / other, nl....)

There are also systems being developed in **type 2 and informal adult education**. An inventory of the Reading and Writing Foundation revealed a number of systems. One system (Profit)⁶⁹ is developed by Probiblio (Regional support service for libraries) and is linked to commercial CRM software (AFAS). This software tool is linked to other systems and is more appropriate for larger libraries already working with the AFAS software. A non-formal type 2 provider in Tilburg (MST⁷⁰) developed over the last 15 years its own system to keep an eye on the participants. This system is an advanced system that includes different functionalities (intake, payments, attendance lists etc.). An interesting system is developed by the Language House Veluwezoom (Taalhuis Veluwezoom⁷¹). This advanced excel system allows to register participants and also make links to formal language providers in the region (participant information does not have to be filled in twice when changing provider). The system allows direct reporting to the Reading and Writing foundation and to the municipality and works with a client registration number through which it can report both on participations and individuals. Furthermore, it

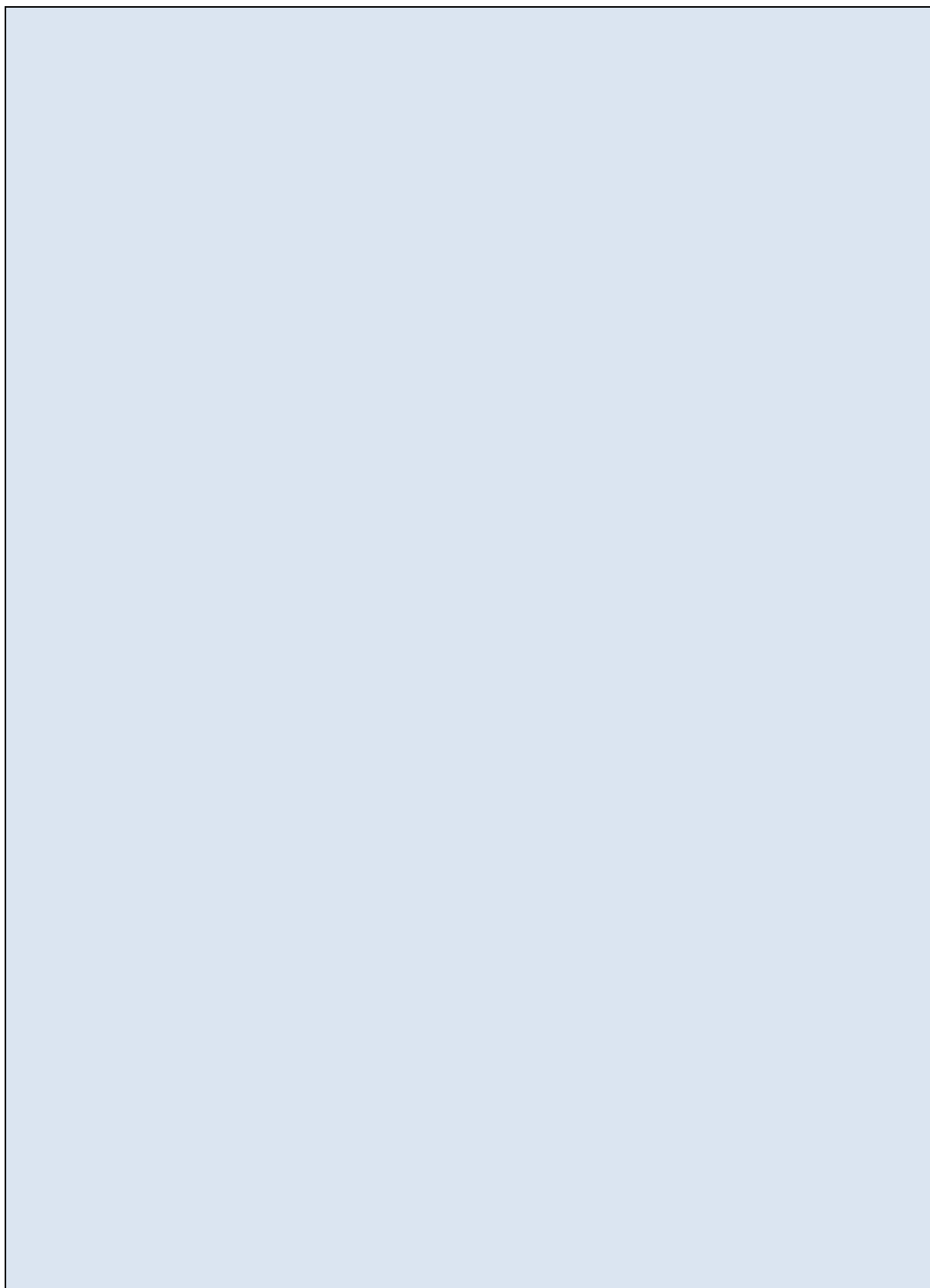
⁶⁹ <https://www.probiblio.nl/producten/ontwikkeling-informeel-leren/zelfredzaamheid/profit-en-basisvaardigheid>

⁷⁰ <https://rooihart.org/het-mst/>

⁷¹ <https://www.bibliotheekveluwezoom.nl/taalhuisveluwezoom.html>

allows to follow the client through different courses and pathways. Currently, the system is off-line excel system; adapting it in an online environment would allow more real time data modifications and reporting. The system is built by a volunteer experienced in organisation advice and programming. It took this volunteer approximately 800-1000 hours to build the system. The box below provides screenshots of the intake forms for NT1 and NT2 learners.

Box. Intake forms NT1 and NT2 language house Veluwezoom



Source: Goorsenberg, Hans (2019), Handleiding Administratie Taalhuis Veluwezoom

From discussions and interviews it becomes clear that there is a need for a tool/system that can be used at provider level in the non-formal type 2 domain. Registration in this area is problematic and providers struggle with this. When they develop a system, it remains questionable whether it is GDPR proof. The box below provides the outcome of discussions on minimal requirements for registration systems the Reading and Writing Foundation had with the language providers.

Box. Minimal requirements as identified through consultations of the Reading and Writing Foundation

- Both learners and volunteers should be able to fill in data.
- The system should align with the practice of especially small volunteer organisations, both in terms of functionality and in terms of price.
- The system should be user-friendly. Keeping up with registration is not often a priority and is often performed by volunteers / part-timers with little time to familiarise themselves with a system.
- The system should be customisable for users in terms of adding specific modules or leaving out others
- The system should be GDPR proof.
- The system should allow creating different types of reports in line with demands of different external stakeholders (municipality, province, or other grant provider) so that organisations do not have to use multiple administrative systems to meet the demands of different stakeholders.
- The system should be able to generate an overview / report for accountability.
- The system should provide insight into each individual student / volunteer. A personal tracking system, so that progress can be monitored. For example, by linking each person to an ID code after registering (being GDPR proof).
- The system should avoid double counts automatically. For example, recognising that one person is registered multiple times or with multiple organisations.
- The system should be linked to a management information system, so that counts do not have to be collected separately. Registrations are automatically forwarded, so that a quarterly number request is unnecessary (e.g. for Language for Life monitoring).
- The system should be able to save attachments / documents (for example being able to add a student's file to the registration).

Source: Reading and Writing Foundation

In terms of monitoring on the impact of adult education, only a few initiatives were identified besides broad citizen-surveys on social services and social inclusion (not specifically linked to the training provided). These specific initiatives to measure impact of adult education are all linked to the Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer). In already ten municipalities and regions, there are discussions to use this modular system. Even at provider level, there are ideas to better track progress of learners (for instance at ROC Rivier).

Input for a future monitoring system

While for the quality system, a difference in approaches is argued for type 1 and type 2 non-formal adult education, for the monitoring system, there are arguments for a more holistic approach that covers both type 1 and type 2 provision funded by WEB (and even non-WEB funded provision). One reason is that the monitoring system should be able to follow the learners through different types of learning. As emphasised in for instance the VIME-model, learning in formal, non-formal type 1, non-formal type 2 and informal learning can mutually support each other. While the professionally organised learning aims at learning the language; volunteers can support the maintenance of the language proficiency level obtained. For this reason, it is interesting to track how learners make use of the available learning opportunities. A second reason is that one monitoring system could reduce intake, screening, referral barriers for learners as one system might link different providers and ease referral of learners and sharing relevant information (within the possibilities of the GDPR). A third reason for one monitoring system is that the basic information needed for learner registration and monitoring for type 1 and for type 2 is to a large extent the same.

From the interviews, there is a clear desire for a monitoring system that is able to gather the same type of information in different contexts (regions/municipalities/providers) while at the same time allows flexibility for using own tools and adding additional data requests. A monitoring system can mean different things in this context:

- Firstly, the simplest form is a **list of items** on which all municipalities will have to provide data to the national government according to clearly defined demarcation criteria and instructions. It is up to the municipalities to gather and validate the information prior to providing it to the national government (see for instance RWF approach).
- Secondly, it could take the form of a registration/monitoring tool, developed at national level, but **operated at local/regional level** to register and monitor participants and track results (either controlled by the municipality or selected providers). This tool can generate in necessary data for the national government, but also supports municipalities in their registration and monitoring of learners (see for instance Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer); Amsterdam RAAK approach; privately developed registration tool).
- Thirdly, a monitoring system could take the form of a **national system** in which municipalities and providers register their learners and through the system the learners are monitored, and effects are tracked. Different users (national government, municipalities, providers) can generate specific reports for their specific use (in line with GDPR).

Any monitoring system will have to depart from a decent registration system of learners that is able to generate reports for the funding organisations. This is both true for municipalities (reporting to the national government) and for providers reporting to the municipalities or other funding organisations (such as the Reading and Writing Foundation). In terms of registration systems, the study identified three examples that can inspire future monitoring systems: 1) a system that can be considered a national system be-it tailored to regional/local requirements (SIT); 2) a municipality-based system that regulates all the procured education services in one municipality (or region) (Amsterdam: RAAK); and 3) a provider-based system for non-formal (type 2) provision covering one language house working in different locations in two municipalities (Veluwezoom).

In terms of assessing results and learners' progression, the study identified as well only a few systems that provide this information in a systematic manner. The systems that do this concern the SIT model and the National Library effects monitor. Only these two systems are more holistic tools to measure effects of a diversity of interventions. Besides those there are the different (private) proficiency tests that are used to determine the language proficiency levels during the intake and exit of a course. These tests

are also used - and the results reported on – in the identified municipality-, and provider-based monitoring systems (e.g. RAAK).

The table below provides an overview of the identified frameworks and whether they are applicable to type 1 and type 2 non-formal adult education.

Table. Applicability of the existing monitoring systems to type 1 and type 2 non-formal adult education

Framework	Registration or results?	Applicability Type 1	Need amendment for	Applicability Type 2	Need amendment for
Reading and Writing Foundation	Results in terms of participants	No	n.a.	Yes	Specifically developed for programme monitoring (lacking a useable registration system for providers).
KB	Results in terms of effects of training	No	n.a.	Yes	Monitors effects of courses in specific skills areas.
Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer)	Both registration and results	Yes	No need for amendment, need for regional tailoring	Yes	Monitors effects of courses in broad skills areas and social inclusion.
Municipality-based system (e.g. RAAK)	Client-following system including reports on progression	Yes	Closely linked to municipal systems; challenging to export it to other municipalities	No	Specifically focused on the procured services (formal and type1).
Provider-based system (e.g. Language house Veluwezoom)	Client-following system including reports on progression	No	Designed for type 2, but type 1 and formal provision could also be taken into account when redesigned. Could be reworked into a municipality-based system	Yes	Need to be adjusted to regional differences on how education is organised.

Source: Authors

Regardless of the monitoring system opted for, a list of items is developed of what any monitoring system should be able to register. In the first column items are included on which data will have to be gathered in the intake/screening; the course progression; and the evaluation of the course/learning that

took place. The second column indicates the relevance per type of non-formal adult education. The third column provides an indication how the information could be gathered. In the fourth column an indication is given how the items can be used for reporting.

Table. Overview potential items to be included in a monitoring system

Registration	Applicability	Source	Reporting																		
Background information individuals (intake and screening)																					
Personal information <ul style="list-style-type: none"> Last name First names Initials Gender Date of birth Address Telephone Email Nationality Country of birth (Civic status) (Children) (Employment status) Unique individual registration code (generated) 	Relevant for type 1 and type 2. Items between brackets could be left out especially in type 2.	Intake and/or screening	Report on aggregations of individuals supported, broken down by age, gender, nationality etc.. Each learner will receive a unique registration code to track the learner throughout different learning pathways.																		
Educational background <ul style="list-style-type: none"> Highest level of education <table border="1"> <thead> <tr> <th></th> <th># of years</th> <th>Diploma (yes/no)</th> </tr> </thead> <tbody> <tr> <td>No education</td> <td></td> <td></td> </tr> <tr> <td>Primary education</td> <td></td> <td></td> </tr> <tr> <td>Secondary education</td> <td></td> <td></td> </tr> <tr> <td>Vocational education</td> <td></td> <td></td> </tr> <tr> <td>Higher education</td> <td></td> <td></td> </tr> </tbody> </table>		# of years	Diploma (yes/no)	No education			Primary education			Secondary education			Vocational education			Higher education			More relevant for type 1.	Intake and/or screening	Report on aggregations of individuals supported, broken down by educational attainment level. This information is used to support the link between learner and type of provision.
	# of years	Diploma (yes/no)																			
No education																					
Primary education																					
Secondary education																					
Vocational education																					
Higher education																					
<ul style="list-style-type: none"> History in basic skills courses 	Relevant for type 1 and type 2.	Generated by the underlying system based on the unique individual registration code.	This information is used to analyse how individuals make use of the provision and how they are supported																		
NT2 <ul style="list-style-type: none"> In the Netherlands since:.. Residential status: ... Valid until:... First language 	Relevant for type 1 and type 2.	Intake and/or screening	This information is used to support the link between learner and type of provision.																		
Basic skills proficiency <ul style="list-style-type: none"> Reading Writing / spelling Speaking / conversations Numeracy Digital skills 	More relevant for type 1.	Intake and/or screening and additional tests NB: how the proficiency is assessed can differ per type of	This information is used to support the link between learner and type of provision, but can also be used to analyse what the proficiency levels are																		

Registration	Applicability	Source	Reporting
Social inclusion level		adult education	of people supported
Course participation and progression within the course			
Placement: <ul style="list-style-type: none"> • Intake date • Course enrolment (provider, course, hours) • Start date • End date planned 	Relevant for type 1 and type 2.	Based on agreements made during intake/screening	This information is used to report on numbers of participants per course and per provider.
Course progression <ul style="list-style-type: none"> • Attendance • Progress (e.g. qualitative information from course provider) 	More relevant for type 1.	Based on provider registration and reporting	This information is used to track whether individuals attend the courses and whether they progress. This can support other (guidance) services.
Learning progression and feedback			
Course completed Diploma/certificate obtained	More relevant for type 1.	Based on provider registration and reporting	This information is used to report on direct outputs of the system (completion rates and certificates awarded).
Learners satisfaction and feedback Basic skills proficiency levels Social inclusion level	More relevant for type 1.	Based on satisfaction survey Based on assessment tests	This information is used to report on how the system contributed to the basic skills levels and self-sufficiency (zelfredzaamheid) of adults. This assessment should be compared to the basic skills proficiency levels as assessed during intake/ screening.

Source: Authors

What information is needed, by whom and at what level, depends on choices made by the Ministry of Education, Culture and Science and by the municipalities. It might be the case that for the national overviews and accountability, less information is required (in aggregated form) than for municipalities that would like to use the information to advice the learners on follow-up pathways and further develop their whole adult education policy. From this perspective, while a uniform monitoring system could apply to all forms and types of adult education, not for all forms of adult education all information needs to be gathered for each learner. For type 2 non-formal adult education it is not a necessity to gather systematically **the basic skills levels** in the intake and screening, the **information on educational background, course progression and basic skills proficiency levels / social inclusion level**. This information is nice to have for providers and municipalities, but is not necessary for systematically reporting for accountability towards the national government. It could be considered to include these items periodically in the system (e.g. on a biennial basis).

A monitoring system is, as can be seen in the examples presented, not only a (online) tool, but includes as well an organisational structure and a definition of the different roles and responsibilities different stakeholders play.

Based on the interviews, an approach is suggested to start with a system that is relatively easy to implement and that can be extended throughout the years. Furthermore, interviewees indicate that it should not be a new system, but something already existing that can be adjusted to fit the purpose. For this reason, the research team suggest to start with identifying the items on which municipalities will have to report regularly to the Ministry of Education, Culture and Science. This can be facilitated by a uniform reporting format and instructions concerning demarcation, data quality and validity checks. Decision will have to be taken on what items to include and the frequency at which data will have to be provided per item (e.g. systematically for all individuals or periodically, once every two years). To support this, municipalities can use existing registration and monitoring tools (which are validated as being able to provide the requested data). Furthermore, the Ministry of Education, Culture and Science could develop and provide a tool for municipalities that do not have a workable solution.

A specific issue is whether the BSN (burgerservicenummer: Civic service number) should be used to identify unique learners. Using the BSN likely leads to challenges with the GDPR, especially when adult education providers play a role in the registration of learners instead of municipalities. The case where it works is in municipality-controlled environments (such as the RAAK system in Amsterdam) and here the BSN is only visible for the municipality, not for the providers. In the above-suggested approach is not necessary to use BSN as long as within a municipality, or even better in a region, a registration is in place by which unique learners are identified. This can also be done through a client-number, generated by the registration system.

5 Considerations for the future

Given the state of play of quality assurance and monitoring systems for basic skills training in the Netherlands, there is a need for action. Municipalities acknowledge that more has to be done to ensure quality provision and to ensure effective reporting on participation and results of basic skills training.

There are however concerns in relation to the process initiated through the EC and OECD. This process can easily lead to a reduction of the responsibility of municipalities for organising the basic skills training to the society's needs and a taking back control of the national government by imposing and managing quality criteria and imposing a monitoring system.

This report comes to the conclusion that it remains the core responsibility of the municipalities to organise how they assure quality and how they organise the monitoring. However, municipalities, especially smaller ones, need additional and targeted support in organising the basic skills provision, the quality assurance and the monitoring.

For this reason, the research team proposes a light-touch approach aimed at on short-term establishing a quality culture in (non-formal) adult education and assuring adequate reporting on core indicators, without directly imposing a heavy straitjacket. Concretely, the following is proposed:

- Develop guidelines on how municipalities can deal with quality assurance in their tendering and subsidies. The discussion in chapter 2 could inspire the items that can be included in these guidelines.
- Adapt existing quality frameworks to be applicable for type 1 non-formal adult education and through this quality framework outsource the quality assurance of providers from municipalities to an external organisation.
- For type 2, at least support the providers in developing a quality culture (self-evaluation, external assessment, peer review and learning) or use existing quality frameworks.
- Develop a reporting format to be used by all municipalities to provide data on participation and results of basic skills training. This report could include the indicators as discussed in Chapter 3. It could be considered to separate information that has to be collected for each participant and information that can be gathered for a (random) sample and periodically.
- Provide a tool for municipalities and providers to gather the needed information and allow existing tools to be used such as the Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer) or privately developed solutions.

Annex A. List of consulted organisations

Municipalities

- Gemeente Amsterdam
- Gemeente Breda
- Gemeente Dordrecht
- Gemeente Doetinchem
- Gemeente Heerlen
- Gemeente Nijmegen
- Gemeente Utrecht
- Gemeente Eindhoven
- Gemeente Den Haag

Providers

- Taalhuis Veluwezoom
- ROC Rivier
- ROC Friesland college
- ROC van Amsterdam
- ROC Mondriaan
- Nieuwe Veste Breda
- Prago
- Mbo raad
- NL educatie
- ROC West Brabant

Experts

- ITTA
- Het Begint Met Taal
- Koninklijke Bibliotheek
- Blik op Werk
- Stichting Lezen en Schrijven
- Arteduc/ Vrije Universiteit Brussel / Maastricht Universiteit

Annex B. Abbreviations

Abbreviation	Full (Dutch)	Translation (English)
AEM-SIT		Adult Education Monitor based on the SIT-instrument (Social Inclusion after Transfer)
AMR	Arbeidsmarktregio	Labour Market Region
BOW	Blik op Werk	View on work
BSN	Burgerservicenummer	Citizen service number
CBCT	Certificeringsorganisatie Bibliotheekwerk, Cultuur en Taal	Certification Organization for Library Work, Culture and Language
DUO	Dienst Uitvoering Onderwijs	Education Executive Agency
GDPR	Algemene verordening gegevensbescherming	General Data Protection Regulation
GVA	Gedragsverklaring aanbesteden	Procurement Statement of Conduct
	Inspectie van het onderwijs	Inspectorate of Education
KB	Koninklijke Bibliotheek	National Library
KET-KIT	Kwaliteitsinstrument Taalonderwijs van de Kwaliteitsgroep Educatie Taal	Quality instrument language education of the quality group language education
Min OCW	Ministerie van Onderwijs, Cultuur en Wetenschap	Ministry of Education, Culture and Science
NCP NLQF	National Coördinatie Punt NLQF	National Coordination Point NLQF
NLQF	Nederlands Kwalificatieraamwerk	Netherlands Qualifications Framework
NOV	Vereniging Nederlandse Organisaties Vrijwilligerswerk	Association of Dutch Volunteering Organisations
NRTO	Nederlandse Raad voor Training en Opleiding	Dutch Council for Education and Training
NT1	Nederlands als eerste taal	Training for people with a Dutch-speaking background
NT2	Nederlands als tweede taal	Training for people with a foreign-language background
OECD	Organisatie voor Economische Samenwerking en Ontwikkeling	Organisation for Economic Co-operation and Development
ROC	Regionaal opleidingscentrum	VET institution
SIT		Social Inclusion after Transfer
SLS	Stichting Lezen en Schrijven	Reading and Writing Foundation
	Tel mee met Taal	Count on Skills
	Taal voor het leven	Language for Life
VIME		Volunteers in Migrant Education
VNG	Vereniging van Nederlandse Gemeenten	Association of Netherlands Municipalities
WEB	Wet Educatie Beroepsonderwijs	Adult Education and Vocational Education Act

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