



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

**FINAL REPORT OF THE SURVEY OF
THE QUALITY OF CHILDCARE IN THE CARIBBEAN
NETHERLANDS**

Utrecht, January 2023

Foreword

In 2021 the Inspectorate of Education was given the task of monitoring the quality of childcare on Bonaire, St. Eustatius and Saba (referred to below as: the Caribbean Netherlands). The monitoring therefore started in June 2021 with an initial appraisal (survey) of the quality of the daycare, out-of-school care and host parent care.

This report describes the results of the survey as of the end of 2022. Investigations were carried out at all childcare locations with an operating licence, covering a total of 68 locations for daycare, out-of-school care or host parent care. For this survey we developed an evaluation framework that is based on the island ordinance.

Large numbers of children in the Caribbean Netherlands attend childcare. Indeed, childcare is used by at least 59%. These children deserve a pleasant and safe environment and the opportunity to develop their capabilities. I realise that many children in the Caribbean Netherlands are growing up in an unfavourable socio-economic situation. Their parents are currently working full-time to meet the rising cost of living. I would therefore like to emphasise the importance of good quality childcare, for both children and their parents.

The survey shows that the quality of childcare in the Caribbean Netherlands needs to be improved. As the Inspectorate of Education we are aware of the drive and commitment of all the parties involved when it comes to increasing the quality of childcare. At the same time it is noticeable that childcare providers and professionals in the Caribbean Netherlands are at the beginning of a step-by-step process of quality improvement. This requires time, commitment and resources.

It will be impossible to achieve the intended level of quality in the coming years without the continuous commitment of all the parties involved. Clearly there are risks and differences in quality, scope and accommodation depending on the location. Some locations will find it difficult to achieve the intended level of quality and others will need more time. The issues are complex. Nevertheless, we want to encourage every location to focus on the ultimate goal. Please keep working to achieve high-quality childcare, keep your spirits up, keep talking to each other, share experiences with each other and, above all, learn from each other.

As already mentioned, the necessary quality improvements will not only require time and commitment from the parties involved on the islands, but also resources and support. We have asked the Minister to continue the extra commitment during the coming years in order to improve the quality level of childcare in the Caribbean Netherlands.

The completion of the survey signals the start of regular monitoring. The inspectorate is going to assess annually whether the quality of childcare in the Caribbean Netherlands is satisfactory. As soon as the BES Childcare Act [Wet kinderopvang Bonaire, St. Eustatius en Saba] comes into effect, the investigation and evaluation framework will be adjusted.

Inspector-General of Education,
Alida Oppers

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Summary

This report describes the quality outcomes of childcare in the Caribbean Netherlands based on the initial measurement (survey) by the Inspectorate of Education (referred to below as the inspectorate) of the quality at all 68 locations for daycare¹, out-of-school care and host parent care on Bonaire, St. Eustatius and Saba. The number of childcare locations differs per island. There are 58 on Bonaire, 8 on St. Eustatius and 2 on Saba. Of the almost 4,000 children (aged 0-12) on the islands, 59% attend childcare, mostly on a daily basis. These children deserve high-quality childcare.

We have investigated:

- whether the childcare meets the requirements in terms of administration, staff and accommodation;
- whether children are sufficiently stimulated in their development;
- whether the location is safe and healthy for children and;
- whether those in charge of the childcare location are focused on improving quality.

The survey also provides an insight into the context of the islands and the sometimes complex circumstances in which providers and professionals try to fulfil the requirements imposed on childcare.

Background to the survey and working method

In 2020 the inspectorate was asked by the Ministry of Education, Culture and Science (OCW) and the Ministry of Social Affairs and Employment (SZW) to organise the monitoring of childcare in the Caribbean Netherlands and to carry out a survey. To this end we developed an evaluation framework that consists of 4 quality areas and 12 standards, based on the requirements imposed by the island ordinance. In the framework we indicated which requirements applied to which type of childcare. In the period between June 2021 and September 2022 the inspectorate investigated – together with the local inspectorate on the islands – the 30 locations for daycare, 34 locations for out-of-school care and 4 locations for host parent care, in other words all childcare locations which, at that moment, had an operating licence. After that, all the locations were assessed and they were sent a report detailing the outcome of the investigation. Where possible we made agreements about improvements. In this report we describe the outcomes of the investigations into daycare, out-of-school care and host parent care (if applicable). Due to the small number of locations on St. Eustatius and Saba, we did not make any comparison between the islands. Annex 1 to this report contains the outcome for the locations on Bonaire and the combined outcome of the investigations on St. Eustatius and Saba.

Outcomes per quality area

Below we explain the outcomes per quality area.

1. The quality area of Administration, Staff and Accommodation Requirements (ASAR)

¹ In this report we refer to daycare or nursery in the case of childcare for children aged 0-4.

Almost all the locations we investigated had received a conditional operating licence from the public entity on the island concerned. This means they did not yet meet all the requirements stipulated in the island ordinance when they applied for the licence. With regard to some requirements, such as the required level of training of the professionals, providers were given additional time to meet the requirements (the so-called *grace periods*). Numerous professionals are currently attending courses at senior secondary vocational education level (mbo). This is a positive development which will benefit the quality of childcare. We are also positive about the stability of the care. Despite the challenges relating to staff, most of the locations are managing to ensure that groups are consistently looked after by the same members of staff.

In addition to the above-mentioned positives, we have also observed certain risks in this quality area. One problem is, for example, finding and retaining sufficient and properly trained staff on the islands. More specifically, the number of professionals is a matter of concern in the case of the nurseries. This may cause the quality development to stagnate.

We have also observed a (complete) lack of certificates of conduct [Verklaringen Omtrent het Gedrag] (VOGs) at too many locations, or certificates which are not up-to-date. This issue must be dealt with immediately by the providers. We therefore agreed short rectification deadlines and shared this information with the public entities. We have also observed that, at many of the locations, no adult is present who is qualified to provide first aid to children. This problem also needs to be rectified at the earliest opportunity. Lastly, we noticed that the indoor and outdoor space at the majority of the locations does not fulfil the requirement of 3 m² per child. Children have too little space to play and exercise and that can have a negative impact on their development.

2. The quality area of the Childcare Process (CP)

We are positive about the teaching practices by the professionals at almost all the locations. The children we observed were active and involved in the games.

However, we still believe that there are plenty of opportunities for improvement in this quality area. We assessed the childcare provision for children in the 4 areas of development (language, numeracy, social emotional and motor skills) as a point for improvement at more than half the locations. No observation instrument was used to monitor the children's development.

The educational practices of the professionals also require improvement. We still saw too little specific stimulation of the children's development, for example through deliberate interaction. The same applies to coordinating the childcare provision and responding to the differences between children. We noticed that locations have frequent contact with parents – for example when bringing or collecting a child – but that there was no specific parent policy. Although we saw great examples of information about a child being exchanged at some locations, a (smooth) handover process to primary education and out-of-school care was often non-existent.

3. The quality area of the Safety and Childcare Climate (SCC)

We observed that the children at the majority of the locations received healthy food on a daily basis. We are also positive about the teaching climate. At the majority of the locations the professionals are sensitive and responsive in the interaction with the children. They set boundaries and provide structure.

At the same time we believe there are several risks in this quality area. For example, the majority of the locations have not drawn up a 'phased plan to tackle domestic violence and child abuse'. Neither did the majority of the locations have a health and safety policy. At more than half of the locations we observed that certain aspects were missing, or that the (policy) plan had not yet been discussed with staff. At some of the locations we observed that it was not always the case that a second adult was observing or listening in (four-eye principle). This must be improved in the short term. Wherever locations did not meet the requirements we issued instructions for improvement which we shared with the public entities.

4. The quality area of Control, Quality Assurance and Ambition (CQA)

In total fewer than half of the locations had compiled a teaching policy plan that meets the requirements. Several providers indicated that they need help with this and have been unable to get it. The specific focus on improving the quality of childcare is still in its infancy at the majority of locations. No quality care cycle (plan, implement, safeguard, evaluate) is in place. Having said that, there is a considerable willingness to enhance knowledge and skills in order to improve quality.

Recommendations

In the coming years, significant efforts will be required from all the parties involved in order to improve the quality of childcare in the Caribbean Netherlands.

With that in mind we therefore advocate:

- the rapid fulfilment of key health and safety requirements, such as the drafting of a phased plan to tackle domestic violence and child abuse, the updating certificates of conduct and the implementation of the four-eye principle;
- the continuation of the BES(t) 4 kids programme until the majority of the locations fulfil the legal requirements;
- ensuring that new locations meet the requirements before a licence is issued ('strict door policy');
- sufficient (financial) support for providers of childcare in the Caribbean Netherlands in order to further improve quality and retain staff;
- a specific focus on accommodation by the public entities so that the children are cared for in accommodation which meets the requirements;
- a continuous provision of training and education for professionals and providers;
- support and coaching for professionals in the workplace.

In conclusion

The commitment via the BES(t) 4 kids programme and the efforts of the providers and professionals are facilitating major developments in childcare in the Caribbean Netherlands. In the coming years the further improvement in the quality of childcare will require the continuous commitment and involvement of all the parties involved. It is in the interest of all children in the Caribbean Netherlands that they get every opportunity to develop through high-quality childcare and can then move on smoothly into primary education.

This report can be downloaded from the inspectorate's website (www.onderwijsinspectie.nl).

1 Introduction

1.1 Background

The public entities of Bonaire, St. Eustatius and Saba (referred to below as: the Caribbean Netherlands) and the ministries of Social Affairs and Employment (SZW), Education, Culture and Science (OCW), Health, Welfare and Sport (VWS) and the Interior and Kingdom Relations (BZK), expressed the joint ambition in 2018 to boost childcare in the Caribbean Netherlands. In order to achieve this ambition the BES(t) 4 kids programme² was set up in 2019. The focus of this programme is on creating high-quality, safe, accessible and affordable childcare in the Caribbean Netherlands. By childcare we mean in this report daycare/nursery care for children aged 0-4, out-of-school care for children aged 4-12 and host parent care for children aged 0-12.³

In the Caribbean Netherlands insight into the quality of childcare was limited. That is why the BES(t) 4 kids steering committee decided, at the beginning of 2020, that a survey (baseline measurement) was necessary⁴. The Inspectorate of Education (referred to below as the inspectorate) was asked by the ministries of OCW and SZW to monitor childcare under the central government's responsibility. The 3 islands' sincere wish was that responsibilities and monitoring tasks would be shared with local parties. This resulted in the monitoring tasks being carried out on the basis of cooperation between the inspectorate and the (newly established) local inspectorates on the 3 islands which now conduct the monitoring tasks under the responsibility of the Inspectorate of Education. To this end the inspectorate drew up a joint draft evaluation framework, based on local ordinances. This joint draft evaluation framework is applicable until the BES Childcare Act comes into effect. This is supposed to happen on 1 January 2024. After that the inspectorate used this framework as a basis for conducting a survey to gain insight into the quality of childcare.

This report presents the outcomes of the survey of the quality of childcare in the Caribbean Netherlands (June 2021 - September 2022).

1.2 Survey of the quality of childcare in the Caribbean Netherlands

A survey means providing an overall picture, in this case of the quality of childcare at locations for daycare, out-of-school care and host parent care on Bonaire, St. Eustatius and Saba. This includes investigations at locations which have an operating licence which has been issued by the public entities. The survey is also intended to provide insight into the quality during a particular period. The survey was carried out between June 2021 and the end of September 2022. All locations (68)⁵ which had an operating licence between June 2021 and July 2022 were

2 Within the framework of the BES(t) 4 kids programme the public entities and the ministries of Social Affairs and Employment (SZW), Education, Culture and Science (OCW), Health, Welfare and Sport (VWS) and Internal Affairs and Kingdom Relations (BZK) are working closely together to achieve improvements in childcare.

3 The island ordinance also talks about the 'childcare centre' as the name for the facility where childcare takes place, which is not host parent care.

4 In years gone by several organisations, including Ecorys and the local inspectorate, have carried out investigations into various aspects of childcare quality on the islands.

5 During the survey 1 location stopped providing childcare. Because the investigations were carried out in 2 phases, the total number of investigated locations in this report is sometimes 68 and sometimes 67. Wherever a

investigated. The 4 locations which received a licence from the public entity in the period from July to October 2022 are not included in this survey.

The report expresses opinions about the quality observed, based on the investigated standards from the newly developed draft evaluation framework for childcare in the Caribbean Netherlands. In doing so we make a distinction between daycare, out-of-school care and host parent care.

1.3 Childcare in the Caribbean Netherlands

Bonaire, St. Eustatius and Saba have a long tradition of childcare. Several nurseries on the islands have been operating for decades.

Table 1.3 The number of small, medium-sized and large locations with the totals broken down according to type childcare and per island (1 June 2021 - 1 September 2022)

		Number of locations on Bonaire	Number of locations on St. Eustatius	Number of locations on Saba
Nurseries	Small	8	2	0
	Medium	9	2	0
	Large	7	1	1
	<i>Subtotal</i>	<i>24</i>	<i>5</i>	<i>1</i>
Out-of-school care	Small	7	0	0
	Medium	5	0	0
	Large	18	3	1
	<i>Subtotal</i>	<i>30</i>	<i>3</i>	<i>1</i>
Host parent care	Small	4	-	-
	Total	58	8	2

Table 1.3 shows that, in total, there are 68 locations for childcare on the 3 islands. The locations vary in size. We make a distinction between small, medium-sized and large locations. In this table small locations accommodate a maximum of 16 children, medium-sized locations accommodate 17-32 children and large locations offer care to 33 children or more. There are approximately equal numbers of small, medium-sized and large nurseries. In the case of out-of-school care there are more locations which we designate as large. Some providers offer both daycare and out-of-school care at the same location. We have designated these as 2 locations given that they represent 2 locations which need monitoring.

1.3.1 Bonaire

As shown by table 1.3a there are a total of 24 locations on Bonaire for daycare for children aged 0-4. In addition, there are 30 locations for out-of-school care (after school hours) for children aged 4-12 and 4 locations for host parent care. On top of this, 1 location only provides night-time care and this location was not investigated in the survey. There are few providers of childcare (referred to below as providers or operators) that have multiple nurseries or which also offer out-of-school care.

requirement only relates to locations for daycare and host parent care, the total number is 33 or 34. Please see paragraph 2.3 for a more detailed explanation.

In total there are 3,231 children aged 0-12 on Bonaire.⁶ Of the 948 children aged 0-4, 65% attend daycare.⁷ There are 2,283 children aged 4-12. A total of 56% of these children attend out-of-school care. Only 1% use the services of host parents (aged 0-12).

The working language on Bonaire is Papiamentu. At the majority of locations this is the language spoken with the children, whether or not in combination with Dutch and sometimes also Spanish or English. Dutch is the working language at a few locations.

1.3.2 *St. Eustatius*

On St. Eustatius there are 157 children aged 0-4. In total 84% of these children are cared for at 1 of the 5 daycare locations. Two of these locations only offer *early stimulation* care, in other words care in the morning for 3-year-old children to prepare them for primary school. In addition, there are 3 locations which offer out-of-school care, of which 1 is exclusively for girls.

In total there are 365 children aged 4-12 on St. Eustatius. Almost half (45%) attend out-of-school care. There is no host parent care on St. Eustatius. No providers there have multiple nurseries or out-of-school care centres. However, 1 provider offers both daycare and out-of-school care. There is also 1 organisation that, in addition to daycare, also accommodates a few children in the afternoon who then participate in the *early stimulation* groups. Because these children are not yet attending primary school, they also fall under daycare.

The working language on St. Eustatius is English.

1.3.3 *Saba*

On Saba there are 60 children aged 0-4. Almost all children (92%) attend daycare. At the time of the survey there was 1 daycare organisation and 1 organisation for out-of-school care on the island. However, no host parent care is available. Children are cared for at the nursery in 4 groups. The groups were spread across 2 locations as the nursery waits for new accommodation.

In total there are 182 children aged 4-12 on Saba. The out-of-school care provides care for 44% of the children outside school hours.

The working language on Saba is English.

⁶ The data on the number of children on the islands in subparagraphs 1.3.1, 1.3.2 and 1.3.3 are from Statistics Netherlands (CBS). CBS data, 3 May 2022, ([StatLine - The Caribbean Netherlands; population, gender, age and nationality \(cbs.nl\)](https://statline.cbs.nl)), 4 November 2022

⁷ The data on the number of children who attend daycare, out-of-school care and host parent care in subparagraph 1.3.1, 1.3.2 and 1.3.3 has come from BES(t) 4 Kids. BES(t) 4 Kids data from second quarter of 2022, www.best4kids.nu/resultaten, yet to be published.

1.4 Reading guide

This report is structured as follows. Chapter 2 describes how the survey has been organised and also contains the draft evaluation framework used to assess the quality of childcare in the Caribbean Netherlands. This evaluation framework contains 4 quality areas. Chapter 3 contains details of the survey outcomes for each underlying standard. Chapter 4 contains the conclusions and recommendations. This final report ends by looking ahead to the monitoring of childcare in the Caribbean Netherlands in the coming years.

2 The monitoring of childcare in the Caribbean Netherlands

This chapter begins in paragraph 2.1 with the monitoring method used until the BES Childcare Act comes into effect (which is expected to be the case on 1 January 2024). After that paragraph 2.2 explains how the draft evaluation framework is structured. Paragraph 2.3 contains a clarification of the working method used by the inspectorate during the survey.

2.1 The monitoring method used until the BES Childcare Act comes into effect

2.1.1 *Operating licence*

Organisations for daycare, out-of-school care and host parent care must have an operating licence which is issued by the public entity of each island. Before the licence is granted the public entity's quality committee will be instructed to investigate whether the intended childcare facility, including the spaces, are in compliance with the requirements in the Childcare Island Ordinance⁸. If the organisation fulfils these criteria, the public entity will issue the licence. Certain requirements are subject to transition periods, which means organisations are given slightly more time to fulfil the criteria. These are referred to as *grace periods*. We take account of this in our monitoring.

As already mentioned, the locations investigated in the survey were only those which had an operating licence between 1 June 2021 and 1 July 2022 that had been issued by the public entity.

2.1.2 *Aim of the monitoring*

The aim of the childcare monitoring is to assess and improve the quality of childcare, including the quality of the childcare staff.

The key question for the supervisory body, as included in the draft evaluation framework, is whether the quality of childcare (nursery, out-of-school care or host parent care) is up to the required standard.

Subquestions related to this key question are:

- Does the childcare meet the requirements in terms of administration, staff and accommodation?
- Are children sufficiently stimulated in their development?
- Is the location safe and healthy for children?
- Are those in charge of the childcare location focused on improving quality?

⁸ See: [Statutory regulation – BES4kids.nu](https://www.bes4kids.nu). A Basic Childcare Island Ordinance has been drawn up for the 3 islands which provides a basis for every island's own island ordinance as adopted by the Island Council. Some differences exist between the island ordinances, for example with respect to the required level of training.

2.1.3 *Division of tasks between the public entity and the Inspectorate of Education*

In the 3 island ordinances the Inspectorate of Education is designated as the supervisory body for childcare in the Caribbean Netherlands. The inspectorate accepted this task in January 2020. It was established that the supervisory body (the inspectorate) would leave some of the tasks to be carried out to the Municipal Health Service [Gemeenschappelijke Gezondheidsdienst] (GGD) or another local organisation. The inspectorate agreed with the public entities that the monitoring of the childcare would be carried out by the inspectorate, together with a local inspector from each public entity. Local inspectors were appointed on the islands. On Saba this role is fulfilled by the quality committee. It conducted parts of the survey under the responsibility of the Inspectorate of Education. The inspectorate supervised local inspectorates in the preparation and execution of the investigation at the childcare locations using the draft evaluation framework as a basis. This was done remotely during the initial period. After that we carried out elements of the investigations together with the local inspectorate so that we could learn from each other and coordinate our working methods. On Bonaire a GGD inspector from the European Netherlands carried out part of the survey on behalf of, and together with, the local inspectorate. Even when inspectorate staff were not present on the islands, frequent consultation took place with regard to the reports, signals, developments and causes.

2.2 **The draft evaluation framework**

We drew up a draft evaluation framework for childcare in the Caribbean Netherlands which describes the aspects we assess during the monitoring ([website of the Inspectorate of Education](#))⁹. The evaluation framework is based on all the articles in the island ordinance. The articles have been compiled in relation to a number of quality areas and standards which are linked to the inspectorate's future evaluation framework which will apply as soon as the BES Childcare Act comes into effect. This draft evaluation framework is based on the preschool education framework of the Inspectorate of Education and the GGD in the European Netherlands and on the framework for primary education in the Caribbean Netherlands.

The draft evaluation framework consists of 4 quality areas:

- ASAR: Administration, Staff and Accommodation Requirements
- CP: Childcare Process
- SCC: Safety and Childcare Climate
- CQA: Control, Quality Assurance and Ambition

There are 12 standards which fall under these 4 quality areas and which are made up of various articles in the island ordinance. We made a distinction when assessing the standards. For example, in the case of the standards which fall under the ASAR and SCC quality areas, we indicate for each investigated article whether or not it meets the requirements of the island ordinance ('Satisfactory' or 'Unsatisfactory'). The opinion 'Satisfactory' only applies if the set requirement is met in full. Until the BES Childcare Act comes into effect we are not going to give an opinion on the level of the standard. The reason for this is that a single standard covers various requirements in the island ordinance which all have to be up to the required standard. In the case of the standards in the inspectorate's framework which fall under the CP and CQA quality areas we do give an opinion for each standard. We make a distinction between the opinions 'Can Be Improved', 'Adequate' or 'Good'.

⁹ <https://www.onderwijsinspectie.nl/onderwijssectoren/caribisch-nederland>

In the case of the ASAR and SCC quality areas, the main focus is on requirements which are conditional for the quality of childcare. This means, for example, the certificates of conduct and the number of square metres of indoor space. In other words, you either meet the requirements, or you do not. In the case of the CP and CQA quality areas, the main focus is on requirements aimed at encouraging the development of children and quality assurance. This means, for example, the interaction between the professional and the children and consistent work to improve quality. This may be assessed as Adequate, or as a point for improvement, as well as Good. We will assess the quality as being Good if it exceeds the requirements on the grounds of the island ordinance. In this survey we do not give a final opinion per location.

The overview below shows the draft evaluation framework, containing the 4 quality areas and 12 standards. An indication is also given as to who, in principle, carries out the monitoring of the standard in question, in accordance with the agreements made between the inspectorate and the public entities. On the grounds of having final responsibility for the monitoring the inspectorate can, in specific circumstances, also investigate the 5 standards which, in principle, are investigated by the local inspectorate. In the survey the inspectorate itself investigated the standards in the ASAR and SCC quality areas at the locations for out-of-school care on Bonaire due to the absence of a local inspectorate during that period.

Table 2.2 The division of tasks in the context of monitoring each quality area and standard

QUALITY AREAS AND STANDARDS CHILDCARE IN THE CARIBBEAN NETHERLANDS		PARTY THAT PERFORMED THE MONITORING
ASAR	ADMINISTRATION, STAFF AND ACCOMMODATION REQUIREMENTS	
ASAR1	Registration and administration	Local inspectorate
ASAR2	Staff and groups	Local inspectorate
ASAR3	Accommodation	Local inspectorate
CP	CHILDCARE PROCESS	
CP	Provision	Inspectorate of Education
CP2	Insight into development	Inspectorate of Education
CP3	Teaching and educational practices	Inspectorate of Education
CP4	Cooperation	Inspectorate of Education
SCC	SAFETY AND CHILDCARE CLIMATE	
SCC1	Health and safety	Local inspectorate
SCC2	Teaching climate	Local inspectorate
CQA	CONTROL, QUALITY ASSURANCE AND AMBITION	
CQA1	Vision, ambitions and goals	Inspectorate of Education
CQA2	Focus on execution and culture of excellence	Inspectorate of Education
CQA3	Evaluation, accountability and dialogue	Inspectorate of Education

We assessed all 12 standards at the nurseries and out-of-school care facilities. Different requirements are imposed in the island ordinances on host parent care. In that context we assessed the standards in the ASAR and SCC quality areas, as well as the Provision and Teaching and educational practices standards from the CP quality area. The other standards are not applicable in the case of host parent care.

2.3 The working method used during the survey

As described above, we investigated the quality of childcare in the Caribbean Netherlands at all 68 locations for daycare, out-of-school care and host parent care. 1 location ceased operations during the survey and this nursery was only investigated for the standards in the CP and CQA quality areas. That is why the numbers in this report vary from 68 and 67. The investigations only took place at location level.

The investigations were carried out in the period from June 2021 up to and including September 2022. We carried out the investigations on each island at different points in time. The local inspectorate on Bonaire started a number of pilot investigations in June 2021. The Inspectorate of Education provided support to the local inspectorate remotely during that period. The local inspectorates on St. Eustatius and Saba started the inspections in the spring of 2021. As a consequence of the coronavirus measures, the Inspectorate of Education was unable to visit the 3 islands physically any earlier than in September 2021.

Every location was investigated at least twice, once for the 5 standards in the ASAR and SCC quality areas and once for the 7 standards in the CP and CQA quality areas. Where possible we combined the investigation of 1 provider that provided both daycare and out-of-school care at the same location. We operated predominantly on the basis of the division of tasks shown in table 2.2. Only in the case of out-of-school care on Bonaire did we investigate the 5 standards ourselves, instead of the local inspectorate. The reason for this was that, due to circumstances, no local inspectorate was present during that period. We carried out numerous investigations in the case of some locations due to the seriousness of the shortcomings we observed. In this report we have only included the outcomes of the initial investigation.

In preparation of the investigations the childcare providers were sent the information brochure entitled 'Monitoring and maintaining childcare in the Caribbean Netherlands' [Toezicht en handhaving kinderopvang Caribisch Nederland] ([website of the Inspectorate of Education](https://www.onderwijsinspectie.nl/onderwijssectoren/caribisch-nederland))¹⁰. In addition, every provider on Bonaire received a letter announcing the investigations, along with a schedule, which documents were both in Dutch and Papiamentu. In the case of St. Eustatius and Saba these letters and the schedule were translated into English. We gave prior notice of all the investigations performed within the framework of the survey. Prior to the investigations we also organised information meetings for the providers and their staff. On Bonaire one meeting was held for those childcare facilities visited in September 2021 and another for those visited in March 2022. During these meetings we provided information about the content and structure of the investigation and our working method. We also organise information meetings on St. Eustatius and on Saba prior to the investigations.

On the day of each investigation we talked to the provider and – where possible – the professionals working at each location. In the case of out-of-school care we also talked to the children. We studied documents such as the teaching policy plan, the health and safety plan and the operating licence. We also conducted observations of the group(s) in order to assess, among other things, the teaching climate and the teaching and educational practices. At the end of the day we discussed our findings with the provider and/or the location manager.

¹⁰ <https://www.onderwijsinspectie.nl/onderwijssectoren/caribisch-nederland>

As soon as we observed that a location did not meet the conditions, we issued the provider with instructions for improvement and stipulated the deadline by which the shortcoming had to be rectified. When setting the rectification deadline we took account of the *grace periods* in the operating licence. If there were any shortcomings in relation to health and safety, we took immediate enforcement action by setting tighter deadlines for the improvements.

At the end of the investigation the providers received a draft report containing our findings. The provider was given an opportunity to respond to the report (in Dutch, Papiamentu or English). After that we finalised the report and sent a copy to the local inspectorate on each island. The location reports were not published in the survey and this will remain the case until the BES Childcare Act comes into effect. We informed the providers that we are going to include the outcomes relating to all locations in the final report of the survey.

3 The quality of childcare in the Caribbean Netherlands

This chapter contains the outcomes of the investigations into the quality of childcare. Paragraph 3.1 begins with data on the number of investigated locations and the overarching outcomes. After that each paragraph details the outcomes per quality area. Each subparagraph contains the outcomes of 1 standard from the evaluation framework.

3.1 The quality of childcare at the locations

Annex 1 contains all the inspectorate's opinions per investigated standard, per type of care and per island.

The following paragraphs contain the inspectorate's opinions of the quality of childcare on the investigated quality aspects and standards.

- We assessed the requirements in the island ordinance which fall under the standards in the Administration, Staff and Accommodation Requirements (ASAR) and Safety and Childcare Climate (SCC) quality areas by describing them as 'Satisfactory' or 'Unsatisfactory'.
- We assessed the standards in the Childcare process (CP) and Control, Quality Assurance and Ambition (CQA) quality areas by describing them as 'Can Be Improved' or 'Adequate'. We did not assess any of the standards as 'Good'.

Each subparagraph is structured as follows:

- Each subparagraph/standard begins with a short clarification of the standard.
- This is followed by a table showing the total score of the daycare, out-of-school care and host parent care (if applicable) and then the breakdown into daycare, out-of-school care and host parent care (if applicable). In doing so we provide clarification, firstly with regard to the total and then with regard to any differences between the nurseries, the out-of-school care and the host parent care.
- With respect to the standards in the ASAR and SCC quality areas the requirements in the ordinance have sometimes been summarised to make them easier to read. The full text can be found in the annex.
- Some standards are then accompanied by a box containing context to show what this standard is about. This context information comes from the discussions we held at the locations and with representatives of the public entity, BES(t) 4 kids and external network partners and is for illustration purposes.
- We do not describe the differences between the islands. There is a significant difference in numbers (N=58 for Bonaire compared to N=8 for St. Eustatius and N=2 for Saba. Annex 1 contains all outcomes per investigated standard, broken down according to type of childcare and island. In doing so the outcomes for St. Eustatius and Saba have been added together so that the outcomes cannot be traced to one location.
- We include the opinions on host parent care in the case of the Administration, Staff and Accommodation Requirements (ASAR) and Safety and Childcare Climate (SCC) quality areas and the Provision and Teaching and educational practices standards.

- If a certain requirement from a standard is not applicable for a certain type of childcare or has not been assessed, we indicate this with a dash (-).
- The tables contain the opinions from the initial definitive reports per location, namely the opinions from the report in which ASAR and SCC were assessed and the opinions from the report which includes the CP and CQA quality areas. The outcomes of an investigation of improvements at a location have therefore not been included.
- We have included all the underlying requirements per standard in the tables, with one exception. This concerns the requirements relating to responsible childcare (Island Ordinance, Article 10 paragraph 1, paragraph 2 and paragraph 3).

Article 10, paragraph 1 reads: *An operator of a childcare centre or host parent care location offers responsible childcare, meaning the provision of emotional security to children in a safe and healthy environment, the promotion of the children's personal and social competency and the socialisation of children through the transfer of generally accepted standards and values.*

Article 10, paragraphs 2 and 3 read: *The operator of a childcare centre organises the childcare, provides the childcare centre both qualitatively and quantitatively with staff and materials, ensures an allocation of responsibility and pursues a teaching policy in such a way that this reasonably leads to responsible childcare. With a view to implementing the second paragraph, the operator will in any case pay demonstrable attention to the number of professionals in relation to the number of children per age category, the group size, the daily rhythm and the familiarity of spaces and people, the training requirements which professionals have to fulfil, the conditions under which and the extent to which trainee professionals and interns can be charged with care and parenting tasks and the contribution to children's development.*

The annex states the outcomes of the above requirements per standard. However, we do not include these outcomes in the following paragraphs, because they are collective in nature. The requirements in the island ordinance are made up of a large number of different aspects which sometimes also relate to several standards. This caused the assessments to be inconsistent and too different to attach overarching conclusions. We include this in the evaluation of the draft evaluation framework (see chapter 4).

3.2 Administration, Staff and Accommodation Requirements (ASAR)

In this paragraph we describe the standards from this quality area, namely:

- Registration and administration (ASAR1)
- Staff and groups (ASAR2)
- Accommodation (ASAR3)

3.2.1 Registration and administration (ASAR1)

The Registration and administration (ASAR1) standard consists primarily of the requirements imposed by the public entity on the operating licence.

Operating licence

The essence of this standard is that the provider¹¹ of the childcare centre has an operating licence and meets the applicable requirements imposed by the public entity. The provider also has to keep records, for example of the professionals' certificates of conduct and diplomas.

Table 3.2a The opinions on the requirements imposed on **Registration and administration (ASAR1) - Operating licence**, as totals and broken down according to type of childcare and as **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
The operator has an operating licence.	66	1	28	1	34	0	4	0
The operator fulfils the conditions.	21	46	12	17	8	26	1	3
The licence is registered to the name of a natural person or legal entity.	66	1	29	0	33	1	4	0
The operator informs the public entity of any changes to the registered name.	60	7	25	4	31	3	4	0
The licence is displayed in a visible location.	37	30	9	20	25	9	3	1
The operator informs the public entity of any changes to the licence and the corresponding reasons.	59	8	24	5	32	2	3	1
The operator has a temporary dispensation from the Executive Council with respect to certain obligations.	41	26	13	16	25	9	3	1
The operator is required to keep records for a minimum of 5 years.	61	6	27	2	31	3	3	1
There are written agreements between the operator and parents.	60	7	25	4	32	2	3	1

Table 3.2a shows the opinions on the requirements imposed on Registration and administration (ASAR1) - Operating licence. We observed that 66 locations have an operating licence issued by the public entity and that this is also in the name of a natural person or legal entity. 1 location appeared not to have a valid operating licence. At the time of the investigation the provider had only received verbal assurance from the public entity. This was something we discussed with the public entity and it transpired that the operating licence had indeed been granted, but had not yet been sent to the provider.

In the event of any changes to the registered name, almost all locations (60 of the 67) informed the public entity accordingly. The majority of locations (61) observe the required retention period for their administrative records and the majority (60) also have written agreements with parents. We observed that some of the providers are digitising their administrative records. In the majority of cases, however, we observed that the administrative records are being kept on paper.

At the same time we observed that the majority of the locations (46) do not yet fulfil the conditions imposed on the operating licence by the public entity. This has to do primarily with the process for granting licences on Bonaire (see the Context).

¹¹ Wherever we refer to 'provider', this can also be taken to mean 'operator'.

Licences have been issued which state that, with regard to certain aspects, the providers are to be given more time (*grace periods*) to meet the set requirements.

Context:

On Bonaire the public entity's quality committee has not always been able to visit the locations, primarily as a consequence of the coronavirus pandemic. As a result, the quality committee has been unable to check whether a location meets the requirements in the island ordinance, prior to issuing the operating licence. In December 2020 the public entity of Bonaire issued all locations with a conditional operating licence so that they could become eligible for a subsidy. Now it has transpired that many of the locations do not meet all the operating licence requirements. This concerns primarily the conditions relating to the Staff and groups standards (level of training) and Accommodation (number of m² indoor and outdoor space per child).

On both St. Eustatius and Saba the quality committee investigated each location and issued a positive recommendation to the public entity in question, after which the public entity proceeded to grant the licences. The majority of locations were issued with a conditional licence (level of training and indoor and outdoor space).

3.2.2 *Staff and groups (ASAR2)*

The Staff and groups standard (ASAR2) consists of requirements relating to staff, certificates of conduct, the stability of the care for children and the number of professionals.

Staff

Table 3.2b The opinions on the requirements imposed on **Staff and groups (ASAR2) – Staff**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67/ 63)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
Professionals have a teaching senior secondary vocational education level 3 (mbo-3)* qualification.	16	51	9	20	5	29	2	2
At least 1 adult present who is qualified to provide first aid to children.	24	43	11	18	11	23	2	2
A first aid for children training course must be attended annually.	23	44	10	19	11	23	2	2
A professional is employed who has a senior secondary vocational education level 4 (mbo-4) qualification <i>who specifically focuses on identifying learning and developmental delays**</i> .	20	43	12	17	8	26	-	-
Professionals with a senior secondary vocational education level 4 (mbo-4) qualification are employed for at least 3 days per week**.	19	44	11	18	8	26	-	-

- 2 requirements are not applicable to host parent care, which is why N=63

* On Bonaire professionals must have a senior secondary vocational education level 3 (mbo-3) qualification. In the case of St. Eustatius and Saba professionals must have a senior secondary

vocational education level 2 (mbo-2) qualification. On these islands employees attend the English language variant, referred to as the *Caribbean Vocational Qualification (CVQ)* courses. This is comparable to the senior secondary vocational education (mbo) levels. The professionals in question must therefore have, at least, a senior secondary vocational education level 2 (mbo-2) (CVQ-2) qualification.

** On Bonaire professionals must have a senior secondary vocational education level 4 (mbo-4) qualification. In the case of St. Eustatius and Saba, this is a senior secondary vocational education level 3 (mbo-3) qualification (CVQ-3).

Table 3.2b shows the opinions on the requirements imposed on Staff and groups (ASAR2) - Staff. It is noticeable that 51 of the 67 locations do not yet meet the training requirements.

On Bonaire the majority of professionals have been educated at senior secondary vocational education levels 1 or 2 (mbo-1 or mbo-2). The requirement of having at least a teaching qualification at senior secondary vocational education level 3 (mbo-3) means that large numbers of professionals are once again attending courses. A small number of professionals have no training. On Saba and St. Eustatius as well the requirement to meet the training requirements is placing a considerable burden on organisations and professionals. Many professionals have little or no formal education/training qualifications and are now studying to obtain a qualification at senior secondary vocational education level 2 (mbo-2).

Context:

A *grace period* of 4 years has been included in the conditions in the operating licence for the Staff aspect. That amount of time is necessary in order to be able to meet the set training requirements. During our investigations we talked to numerous enthusiastic and motivated professionals who are studying, or continuing to study, in order to obtain a qualification senior secondary vocational education level (mbo). The relevant courses on Bonaire are offered in Dutch and people told us this was a problem, because they first had to brush up on their Dutch before they can start their course. This generally meant a delay of one academic year.

Funds from the BES(t) 4 kids programme are used to replace professionals who are attending a course on 1 day a week. This arrangement avoids a situation in which professionals have to attend school on Saturday. Due to a lack of replacements, however, we noticed that many professionals have to postpone their studies because they cannot be replaced. That is frustrating for all parties and means it will take longer to meet the desired qualified staff objective. Due to a general shortage of staff we also encountered professionals in the childcare centres who had no diploma, or no recognised diploma from another country. Numerous providers indicated that they found it difficult to recruit and retain good quality staff.

At 43 locations no adult qualified to provide first aid to children was present. In addition, no annual first aid training was attended by staff at 44 locations. At these locations we noticed that certificates had expired and no training courses were scheduled. In many cases no routine annual retraining was scheduled. What is more, no satisfactory, continuous training was being provided in the field of first aid to children.

The majority of teaching courses available are currently at senior secondary vocational education level 3 (mbo-3), although some professionals are attending courses at senior secondary vocational education level 4 (mbo-4). Once again, the problem is that it takes time to meet the condition of employing at least 1

professional at each location who has been trained at senior secondary vocational education level 4 (mbo-4) for at least 3 days a week. This is not yet the case at 44 locations. This represents a huge challenge financially, in particular to smaller childcare centres, given that a professional trained at senior secondary vocational education level 4 (mbo-4) is paid a higher salary. The same applies to Saba and St. Eustatius, where numerous professionals are studying to obtain a senior secondary vocational education level 2 (mbo-2) qualification. Several professionals who do already have a senior secondary vocational education level 2 (mbo-2) qualification are now attending courses at senior secondary vocational education level 3 (mbo-3).

Context:

Although the professionals' salaries increased as of 1 July 2022, numerous providers and professionals stated that there is, for example, a big difference with other sectors such as hospitality and education. The people we spoke to often referred to the terms and conditions of employment of teaching assistants with a senior secondary vocational education level 4 (mbo-4) qualification. The terms and conditions of employment for professionals in the childcare sector are not as good as those of their colleagues in primary education. There is no CLA for childcare employees in the Caribbean Netherlands. Professionals in the childcare sector in the Caribbean Netherlands are entitled to virtually no leave, do not receive holiday pay or an end-of-year bonus and generally speaking do not accrue any pension either.

Certificate of Conduct (VOG)

Table 3.2c The opinions on the requirements imposed on **Staff and groups (ASAR2) - certificates of conduct**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
Everyone employed at the location has a certificate of conduct.	17	50	7	22	9	25	1	3
The certificate of conduct was not older than 3 months when it was submitted and is updated every two years.	33	34	9	20	22	12	2	2
The childcare centre operator keeps the certificates of conduct in the organisation's records.	38	29	11	18	26	8	1	3

Table 3.2c shows the opinions on the requirements imposed on Staff and groups (ASAR2) – Certificate of Conduct. In the case of the certificates of conduct we observed that 50 locations did not meet the requirement to have an up-to-date certificate of conduct for everyone who works at the childcare location. This requirement actually applies to, for example, chefs, drivers and board members as well.

The fact that 50 locations did not meet this requirement requires a more nuanced approach. It is not the case that none of the employees at these locations had a certificate of conduct. A location meets the requirements and is deemed to be Adequate if all certificates of conduct are present and up-to-date. If 1 certificate of

conduct is missing at a location, or is not up-to-date, the childcare centre will not meet the requirements and we will have then deemed it to be 'Unsatisfactory'.

The certificate of conduct must be updated for each childcare centre employee every 2 years. At more than half the locations (34 of the 67) not all professionals had an up-to-date certificate of conduct. We observed that childcare centres must develop more of a routine when it comes to applying on time to the public entity for certificates of conduct. We also saw that, in practice, certificates of conduct are only applied for at the end of the recruitment and selection procedure. Often the new professional is already working before the application for the certificate of conduct is submitted.

Stability of the care for children

Table 3.2d The opinions on the requirements imposed on **Staff and groups (ASAR2) - Stability of the care for children**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=63/ N=33)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
The care is provided in core groups. One child is cared for in 1 core group. The maximum size is determined by the age of the children in the core group.	53	10	21	8	32	2	-	-
Wherever possible, each core group is run by the same professionals.	60	3	28	1	32	2	-	-
The maximum size of the core group meets the requirements.	45	18	17	12	28	6	-	-
The operator tells parents and children which core group the children are going to be in and which professional has been assigned to the core group on which day.	61	2	28	1	33	1	-	-
No child stays in a childcare centre for longer than 11 consecutive hours*.	33	0	29	0	-	-	4	0
Each core group has a separate fixed core group space.	54	9	24	5	30	4	-	-
A child is cared for in a maximum of 2 different core group spaces per week.	62	1	28	1	34	0	-	-

* 1 of the requirements is only applicable to nurseries and host parent care. That is why N=33.

Table 3.2d shows the opinions on the requirements imposed on Staff and groups (ASAR2) - Stability of the care for children. All investigated locations meet the requirement that no child stays in the childcare centre for longer than 11 hours.

The children in daycare and out-of-school care are generally cared for in 1 core group with a fixed professional. A fixed professional is available at 60 locations.

The maximum size of the core group meets the requirements at 45 locations. However, particularly at the nurseries it is still a point for improvement. At 17 nurseries the maximum group size does not meet the requirements in the table of the island ordinance. This means that the groups at these locations are (slightly) too big. Often there is just one child too many in the group.

Context:

The waiting lists in the childcare sector, and particularly for babies, were discussed at several locations. No overview is available of the total number of children on a waiting list per type of childcare or per island. The picture is distorted because parents often register their child at several locations.

Number of professionals

Table 3.2e The opinions on the requirements imposed on **Staff and groups (ASAR2) - Number of professionals**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=63/29)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
The number of professionals is appropriate for the number of children present in the core group.	45	18	20	9	25	9	-	-
The ratio between professionals and number of children is in accordance with the table.	44	19	19	10	25	9	-	-
In the case of 10 hours of daycare a smaller number of professionals can be used for a maximum of 3 hours of per day*.	29	0	29	0	-	-	-	-
In the case of host parent care this concerns simultaneously caring for a maximum of 6 children, including the blood relative or relative of the host parent and whereby a maximum of 3 children aged 0 to 1.5 are present.	4	0	-	-	-	-	4	0
As regards using trainee professionals and interns, the phase of training they are in at that point in time is taken into account.	50	13	25	4	25	9	-	-
The operator fulfils the conditions stipulating when trainee professionals and interns can be included in the calculation.	52	11	24	5	28	6	-	-

* 1 of the requirements is only applicable in the case of nurseries (which is why N=29), or host parent care (which is why N=4)

Table 3.2e shows the opinions on the requirements imposed on Staff and groups (ASAR2) - Number of professionals. We observed that the majority of the locations meet the requirements regarding the number of professionals. In the case of 45 childcare centres, the number of professionals is insufficient. In the case of 44 childcare centres, the professional-child ratio also meets the requirements. However, it should be noted that while trainee professionals are also included in the ratio, interns are not.

At the majority of locations (50 of the 63), the phase of training the professionals or interns are in is taken into account. Among other things this means that they cannot look after a group without supervision in the initial years of their training.

3.2.3 Accommodation (ASAR3)

The Accommodation standard consists of the requirements imposed on indoor and outdoor spaces.

Table 3.2f The opinions on the requirements imposed on **Accommodation (ASAR3) - Requirements imposed on spaces**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67/ N=27)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
The indoor and outdoor spaces are safe, accessible and appropriately organised in accordance with the number of children and their age.	32	35	13	16	16	18	3	1
At least 3 square metres (m ²) of indoor play area are available per child.	31	36	14	15	13	21	4	0
At least 3 square metres (m ²) of partially covered or shaded outdoor play area are available per child.	34	33	18	11	12	22	4	0
A childcare centre has a separate sleeping space for children aged up to 1.5 years (only nurseries and host parent care)*.	17	10	14	9	-	-	3	1
All spaces must be fitted with good ventilation to ensure a healthy indoor environment.	62	5	26	3	33	1	3	1

* This requirement is only assessed in the case of the nurseries where children are aged up to 1.5 years, which is why N=27.

Table 3.2f shows the opinions on the requirements imposed on Accommodation (ASAR3) - Requirements imposed on spaces. In the case of the requirements imposed on spaces it is noticeable that the indoor and outdoor spaces are not always organised in a way which is safe, accessible and appropriate. A total of 35 locations do not meet the set requirements.

The requirement of 3 m² of indoor space per child is frequently not met. The indoor space does not meet the requirements at 36 locations. Particularly at childcare centres in residential and rental properties it is often impossible to meet this requirement.

If spaces in a house or building are added up, the number of square metres in relation to the number of children present does sometimes meet the requirements. The difficulty is, however, meeting the requirement of having a separate space for a core group. The living room is, at best, the only space which meets the requirements at this type of location. Drastic and expensive modifications would often be needed to make other spaces suitable and frequently the providers are unable to fund such investments. What is more, landlords do not generally allow providers to carry out alterations to rental properties.

Context:

A lot of childcare locations have been based at the same location for many years. On the islands childcare is provided at a mix of locations. This includes rented or purchased (residential) houses, but also churches and multifunctional childcare centres which are also home to a primary school. The buildings are old, renovated and new. We saw small locations where 1 group of babies, infants and toddlers were being cared for and large locations where daycare and out-of-school care were being provided to groups.

Typical of the islands are the *porches* or covered verandas which are counted as outdoor space, rather than indoor space.

The problem of a lack of space in residential and rental properties is also an issue when it comes to outdoor space. That space is often limited and by no means always has a roof and/or something that provides shade, as well as play equipment/options. The outdoor space did not meet the requirements at 33 locations. It also needs to be mentioned that many childcare centres do not meet the requirements due to a lack of a map of the outside area. This meant that we were unable to ascertain what the real surface area is, even if it did appear to be sufficient.

The separate sleeping space did not meet the set requirements at 10 nurseries. This was because there was no separate sleeping space, or because the sleeping space served as a passageway to other spaces. However, the ventilation was up to the required standard at almost all locations (62). Wherever this was not the case, this needs to be improved in the short term.

3.3 Childcare Process (CP)

In the following subparagraphs we describe the opinions per standard from the Childcare Process (CP) quality area, namely:

- provision (CP1)
- insight into development (CP2)
- teaching and educational practices (CP3)
- cooperation (CP4)

3.3.1 Provision (CP1)

The essence of the Provision standard is that it prepares the children for primary school and society. Elements of the description of the standard include:

- a programme that is used to challenge the children through play in the development of their motor, cognitive, social and creative skills;
- a childcare provision that takes account of the language the children speak at home;
- a targeted programme of activities and a daily rhythm;
- spaces and play materials organised in a way which aligns with the children's development.

Table 3.3a The opinions on the **Provision** standard (CP1), as totals and broken down according to type of childcare; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	Total (N=68)	Nurseries (N=30)	Out-of-school care (N=34)	Host parent care (N=4)
Adequate	30	9	18	3
Can Be Improved	38	21	16	1

Table 3.3a shows the opinions on the Provision standard. At 38 locations for daycare, out-of-school care and host parent care the childcare provision was assessed as 'Can Be Improved'. Due to the differences in childcare provision we make a distinction in the clarification between the nurseries, the out-of-school care and the host parent care.

Clarification of nurseries

Context

The majority of children aged 0 to 4 who attend daycare do so for 5 days per week. The daycare opening times are usually from 7.30 am to 5.30 pm. In practice we saw that many babies, infants and toddlers attend daycare for 40-50 hours per week. This makes it essential to provide high-quality content to stimulate and support the children through play and as much as possible in terms of their broad development.

If babies are cared for at the daycare, they do not always have a separate, segregated sleeping space. Neither is the four-eye principle always taken into account, for example through the use of a glass door. Often there is one space for babies and infants to sleep, eat and engage in activities. In the case of children aged between 1.5 and 2 the day often begins sitting in a circle, after which they eat breakfast together. After that various activities are organised, such as singing together and arts and crafts. At lunchtime they eat a hot meal together, there is time for relaxation, followed by further activities.

On the islands some of the locations use (elements from) the Kaleidoscoop/Highscope preschool programme. However, the Kaleidoscoop programme is no longer supported in the Netherlands and that also has consequences for Bonaire. For that reason, investigations are being carried out on Bonaire to find a different programme or childcare provision to stimulate children's development. On St. Eustatius and Saba the Highscope programme is still being used.

In the case of 21 nurseries we assessed the childcare provision as Can Be Improved. The majority of the locations only partially use a (comprehensive) preschool programme (such as Kaleidoscoop/Highscope or Piramide). At a few locations the childcare provision is planned on a day-to-day basis. At the majority of locations the professionals primarily work with annual schedules based on themes. They then use these annual schedules to create a monthly or weekly schedule detailing the activities. As a result, the activities are ineffective and that puts pressure on the level of attention paid to the 4 areas of development (cognition, social emotional, motor skills and creativity).

In general, targets and activities per age group are not used. Neither is there any scaling up in terms of the degree of difficulty of the childcare provision. As a result, there is scarcely any degree of continuity at these locations. We also observed, therefore, that there is no degree of continuity towards primary education in these instances.

Children who attend daycare benefit from a language-rich learning environment, particularly as multiple languages are spoken on the islands. That is why a high-quality language programme, with room to develop vocabulary, speaking and listening skills, is important. Multiple languages are often spoken at the locations, with Papiamentu (Bonaire) and English (St. Eustatius and Saba) being the most commonly spoken, in addition to Dutch and Spanish. However, what is missing is a pre-planned and substantiated childcare provision in the various languages.

We also observed differences when it came to the organisation of the spaces and the availability of play materials. Only a few nurseries are accommodated in a purpose-built nursery building. Particularly on Bonaire the majority of the nurseries, as described in the context of ASAR3, are accommodated in a former residential property. Consequently, the daycare spaces are often small, meaning that it is often impossible to arrange attractive and challenging areas. For babies and infants it is important to stimulate the development of their motor skills development by enabling them to crawl around and move freely. We only observed this to a limited degree.

Some of the locations do have such areas, such as a book corner, home corner and building corner. Sometimes we also observed that the theme was reflected in the interior decoration and the children's arts and crafts. For other locations this is a point for improvement. Some of the locations did not have many materials to challenge the children and stimulate their development.

Clarification of out-of-school care

Context

Children aged 4 to 12/13 who attend out-of-school care are either brought there by parents/other adults, or are collected by the out-of-school care professionals. The out-of-school care begins for the children between 12 pm and 1 pm. They start the afternoon with a hot meal and often some time to relax as well. After that there is an opportunity to do homework and the activities start at around 3 pm and continue until approximately 5/5.30 pm. Children spend around 20 to 25 hours per week at the out-of-school care.

We observed that 18 locations for out-of-school care were assessed as Adequate as regards the Provision standard. Those locations offer childcare that supports the broad development of the children.

As described in the box above, the initial part of the afternoon is often set aside to do homework. The professionals make the necessary arrangements to enable the children to do their homework if it has been assigned by the primary school. In some cases a teaching assistant from a school will organise this part of the childcare provision. At some locations we observed that the professionals answered the children's questions. The professionals did not provide guidance with regard to, expand on, or add to the teaching material. This is because they are not trained to do so and because there is not always contact between the primary school and the out-of-school care. Often they are not familiar with the children's learning and development needs and the learning pathway used by the primary school.

Activities are organised when the children have completed their homework. These usually take place at the locations themselves and may include, for example, lessons in sports and physical activity. Some activities, such as sports, swimming, tournaments, art and culture are sometimes organised elsewhere on the island. Often the activities are linked to a theme of the month but, just as in the case of

daycare, the effectiveness of the activities provided could be improved. There are plenty of opportunities to stimulate the children more specifically with regard to the 4 key areas of development, in combination with relaxing and fun activities.

Clarification of host parent care

At 3 of the locations for host parent care we assessed the Provision as Adequate and at 1 location as Can Be Improved. At the host parent care locations where the childcare provision was up to the required standard, we observed that there was a fixed daily rhythm and a varied programme of activities which challenged the children in a playful way. The extent to which sufficient materials were available for the children to play with differed.

3.3.2

Insight into development (CP2)

The essence of the Insight into development standard is that the childcare centre monitors the children's development and, where necessary, offers appropriate guidance and extra support. Elements of the description of the standard include:

- the collection of information about the development of each child in relation to the various areas of development (standardised observation instrument);
- the identification and analysis of peculiarities or barriers to the child's development;
- the referral of parents to appropriate institutions for further support.

Table 3.3b The opinions on the **Insight into development** standard (CP2), as totals and broken down according to type of childcare; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	Total (N=64)	Nurseries (N=30)	Out-of-school care (N=34)	Host parent care (N=4)
Adequate	11	4	7	-
Can Be Improved	53	26	27	-

Table 3.3b shows the opinions on the Insight into development standard (CP2). Both at the nurseries and the locations for out-of-school care we assessed the Insight into development standard in the majority of cases as Can Be Improved. As yet 26 of the 30 nurseries and 27 of the 34 locations for out-of-school care do not fulfil this standard.

Clarification of nursery and out-of-school care

Gaining an insight into children's development starts with the availability of a suitable intake form. At the majority of the locations this form focuses primarily on commercial data and less on information about the child's development, on which the parents could provide plenty of information.

The main reason for the large number of Can Be Improved assessments in conjunction with this standard is down to the observation that the nurseries do not yet use an observation instrument. At those locations that do use a (preschool) programme, the professionals do not, by any means, always use the corresponding observation instrument. The professionals still do not observe and identify adequately and problems are not analysed in any further detail. As a result, there is too little targeted supervision of children and referrals to external care providers. There is also a lack of planned care. We noted specific observations only in a few instances. This was sometimes done using anecdotes from the

Kaleidoscoop/Highscope programme which also lead to reflections on learning content, learning time and educational practices.

Context:

The 3 islands each have their own care structure. On Bonaire the new Akseso (social) care organisation performs tasks in the field of (supporting) childcare. It is responsible, for example, for youth healthcare (child healthcare centre) and, more recently, for assigning teaching coaches to childcare. Akseso is also responsible for the management of a pilot for children in care at 3 locations.

On Saba and St. Eustatius the lines of communication are short. The childcare locations can often call in the services of the centres of expertise which also offer support to schools if there are children who might need extra care. The nurses on those islands are often the point of contact in the case of children with specific care needs.

3.3.3

Teaching and educational practices (CP3)

The essence of the Teaching and educational practices standard (CP3) is that the professionals enable the children to learn and develop through play. Elements of the description of the standard include:

- the professionals challenge the children in a playful way to develop their motor, cognitive and creative skills;
- the professionals take account of the child's level and align their choices to the level of development;
- the professionals encourage the children to become independent. Children are supervised in their interactions and are active and involved.

When assessing this standard we looked both at teaching practices and educational practices.

Table 3.3c The opinions on the **Teaching and educational practices** standard (CP3), as totals and broken down according to type of childcare; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	Total (N=68)	Nurseries (N=30)	Out-of-school care (N=34)	Host parent care (N=4)
Adequate	25	6	16	3
Can Be Improved	43	24	18	1

Table 3.3c shows the opinions on the Teaching and educational practices standard (CP3). At 43 locations we assessed the teaching and educational practices as Can Be Improved. At 24 of the 30 nurseries the teaching and educational practices were assessed as Can Be Improved. The same applies to 18 of the 34 locations for out-of-school care and to 1 of the 4 locations for host parent care. We observed that educational practices could, in particular, be improved. Generally speaking, teaching practices are at a satisfactory level.

During our observations at the locations we saw that the professionals acted respectfully towards the children. They interacted with the children in a positive way. The professionals encourage the children to be independent, for example by allowing them to fetch materials themselves. The children who we observed were active and involved.

We observed that, in particular, the educational practices of the professionals could be improved. The idea of working on the basis of a (comprehensive and targeted)

programme is new to the majority of professionals at the nurseries and in host parent care and has not yet been fully implemented.

We observed that the activities at the majority of locations were not targeted and were also insufficiently appropriate for the child's stage in life. We also identified that the idea of stimulating children's broad development in a playful way still needs to be developed in many cases. The same applies to guiding interaction as an aspect of educational practices. We observed that considerable gains could be made in the interaction between professionals and children and in terms of stimulating interaction between children themselves. There were opportunities to challenge children more and to encourage them to venture out of their comfort zone. Work could also be more targeted in the context of out-of-school activities and the professionals should have high expectations of a child in the various areas of development.

At a few locations we observed that the teaching practices were also of insufficient quality. For example, we observed that infants were left in their highchairs for too long. As a result they were unable to exercise sufficiently and that was having a negative effect on the development of their motor skills. We also noted that the children did not have enough play materials, meaning that they could scarcely learn any new things. At these locations we immediately made agreements about improvements and checked again within 2 weeks to see whether the agreed improvements had been made. We re-investigated these locations six months later to assess whether the improvements made were still in place. We observed that this was indeed the case. In some cases, the locations concerned received interim support from the teaching coach.

3.3.4

Cooperation (CP4)

The essence of the Cooperation standard (KP4) is that the childcare centre cooperates with relevant partners when designing the childcare for its children. Elements of the description of the standard include:

- the cooperation with the parents, who can also stimulate the children's development at home;
- the cooperation with the primary schools and out-of-school care.

Table 3.3d The opinions on the **Cooperation** standard (KP4), as totals and broken down according to type of childcare; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	Total (N=64)	Nurseries (N=30)	Out-of-school care (N=34)	Host parent care (N=4)
Adequate	36	14	22	-
Can Be Improved	28	16	12	-

Table 3.3d shows the opinions on the Cooperation standard. In total we assessed the cooperation at 36 of the 64 of the locations as Adequate. Consequently this standard in the Childcare process quality area appears to have been the most well-developed. In the case of 22 of the 34 locations for out-of-school care we assessed the Cooperation standard as Adequate. This applies to 14 of the 30 nurseries.

Although the cooperation at 16 nurseries was assessed as Can Be Improved, we observed that cooperation with parents was taking place at these locations as well. We observed that the moments at which the children were brought and fetched

were used to have contact with each other and discuss any relevant matters concerning the child. In addition, parents were regularly informed about activities, developments, or practical matters via newsletters or a WhatsApp group. Some of the locations organise information or parent evenings. A few nurseries encourage parents to stimulate the children's development at home as well, for example by issuing them with a theme letter showing activities, as well as words in Dutch and Papiamentu. In general, the childcare locations could involve parents more in order to stimulate their children's development at home.

Context:

A lot of children in the Caribbean Netherlands grow up in an unfavourable socio-economic situation. Some of them live in a family where the income of the parents/carers is insufficient to cover the family's living expenses. A lot of parents work full-time and sometimes also have several jobs in order to pay their (increasing) living expenses. As a result, parents have little time to supervise and give attention to their children.

We assessed the cooperation between the daycare or out-of-school care and the primary schools as a point for improvement. For example, not enough use is made of a handover form describing aspects of a child's development. A smooth handover process to primary schools was almost non-existent. Maintaining good contacts and coordinating the childcare provision and the approach in the interest of the children's uninterrupted development is not yet standard practice. In the case of out-of-school care this means, for example, that there is not always contact about homework issued by the primary school which then has to be made at the out-of-school care location.

3.4 Safety and Childcare Climate (SCC)

In the following subparagraphs we describe the standards from this quality area, namely:

- Health and safety (SCC1)
- Teaching climate (SCC2)

3.4.1 Health and safety (SCC1)

The Health and safety standard consists of the phased plan to tackle domestic violence and child abuse, nutrition and health and safety.

Step-by-step plan for domestic violence and child abuse

Table 3.4a The opinions on the requirements imposed on **Safety and Childcare Climate (SCC1) - Step-by-step plan for domestic violence and child abuse**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
The operator is implementing the phased plan to tackle domestic violence and child abuse as used by the public entity. The step-by-step plan includes a description of the steps for dealing with signals.	32	35	13	16	19	15	0	4
Supplementary to the step-by-step plan the operator can adopt the following elements: a. an assessment framework; b. an assigning of responsibilities to the various members of staff; c. a specific focus on exceptional forms of violence; d) a specific focus on processing confidential data.	29	38	13	16	16	18	0	4
The step-by-step plan contains the following steps: a. Identify signals as factually as possible. b. Request advice from a colleague and/or coordinator. c. A discussion with the parents and, if possible, the child. d. Weigh up the nature and seriousness of the domestic violence or child abuse. e. Decide whether to organise help and/or report to the reports coordinator.	29	38	14	15	15	19	0	4

Table 3.4a shows the opinions on the requirements imposed on Safety and Childcare Climate (SCC1) – Step-by-step plan for domestic violence and child abuse. The table shows that fewer than half the childcare centres (32 of the 67) have a phased plan to tackle domestic violence and child abuse. What is more, the content of the step-by-step plan needs improvement in many cases. More than half of all locations (38 of the 67) have not added any elements such as the assessment framework, or have not yet taken all the steps.

Context:

The step-by-step plan relating to the reporting code for domestic violence and child abuse was shared during an initial meeting for providers via BES(t) 4 kids on Bonaire in June 2022. A follow-up meeting still has to take place. On St. Eustatius and Saba the reporting code and the step-by-step plan have already been introduced.

Nutrition

Table 3.4b The opinions on the requirements imposed on **Safety and Childcare Climate (SCC1) – Nutrition**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
The operator provides (healthy) food.	53	14	28	1	22	12	3	1
The operator follows the public entity's guidelines.	-	-	-	-	-	-	-	-

Table 3.4b shows the opinions on the requirements imposed on Safety and Childcare Climate (SCC1). We observed that the majority of locations meet the requirements regarding (healthy) food. A total of 53 of the 67 locations meet the set requirements. This relates not only to the varied weekly menu on paper, but also to the food that is actually served. Drinking water is always available at the locations.

In the case of out-of-school care it is noticeable that a third of the locations do not meet the requirements regarding (healthy) food. The quantity of vegetables and fruit in meals and snacks is sometimes limited.

The 3 public entities have not yet drawn up guidelines for healthy food. That is why this aspect was not assessed.

Context:

Children on the 3 islands eat both breakfast and a hot meal at lunchtime at the daycare locations. In the case of out-of-school care they (only) receive a hot lunch. The island ordinance refers to a varied and healthy weekly menu as a requirement. What this exactly means is not entirely clear because it has not been developed in any further detail.

Some children bring along food themselves, but at the majority of locations food is either prepared by staff or purchased and brought in from a different location. At many locations we heard that fresh vegetables and fruit are expensive, meaning that sometimes a choice has to be made to provide just one of the two, or to provide them only on certain days. Tinned vegetables are also available. Another factor is that children are not always used to eating vegetables and fruit at home. The locations consider it to be wasteful if children do not eat their vegetables and the food then has to be thrown away.

Health and safety

Table 3.4c The opinions on the requirements imposed on **Safety and Childcare Climate (SCC1) – Health and safety**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
The operator has a policy that results in the health and safety of the children being guaranteed as much as possible. The operator ensures that people act in accordance with the H&S policy.	27	40	11	18	16	18	0	4
The operator has laid down the H&S policy in writing, evaluates it and keeps it up-to-date.	20	47	9	20	11	23	0	4
The adopted policy includes in any event: a. a description of the way in which the H&S policy, together with the professionals, is a continuous process of implementing, evaluating and updating; b. a description of the risks to the health and safety of children (large and small risks) and improper behaviour; c. an action plan to mitigate the risks; d. a description of how children are taught to deal with risks; e. a description of the way in which the operator ensures that the H&S policy and evaluations are also transparent for others; f. a description of the approach to design, fire safety, hygiene and safety in general.	10	57	7	22	3	31	0	4
The action plan states that an employee can only perform work while they can be seen or heard by another adult.	48	19	26	3	22	12	0	4
Each childcare centre has a social safety description in its teaching policy plan. The operator ensures that people act in the childcare centre in accordance with the teaching policy plan.	38	29	15	14	19	15	4	0

Table 3.4c shows the opinions on the requirements imposed on Safety and Childcare Climate (SCC1) - Health and safety. More than half the locations (40 of the 67) do not have a health and safety policy which is up to the required standard. At 47 locations the policy has not been laid down in writing, or is not up-to-date. Although we often saw that a start had been made to drawing up a policy plan, the discussion and adjustment of the plan was a point for improvement.

At 57 locations the health and safety policy was incomplete. Identifying large and small risks and the drawing up an action plan to improve the situation was still a point to consider at many of the locations. The method required to meet these requirements overlaps with the cyclical process of quality assurance (see the Control, Quality Assurance and Ambition quality area).

Although the four-eye principle, which implies that another adult can always monitor a situation and listen in, is up to the required standard at 48 locations, this is not the case at 19 locations. At those locations where it is up to the required standard, several people are often present at the location and the spaces are open and accessible. Those locations where it is not up to the required standard are frequently residential homes where bedrooms and toilets do not have half height doors or a window. As a result people in one space cannot see what is going on in another. This represents a risk. At a few locations which we visited cameras are used so that people in one space can see what is going on in another.

The teaching policy plan features at several points in the evaluation framework, including in conjunction with this standard, in relation to a description of social safety. At more than half of the locations (38) this is up to the required standard. Wherever this is not the case there is no description of the social safety for staff and/or children.

3.4.2 *Teaching climate (SCC2)*

In the case of the Teaching climate standard, it is important that the locations meet the requirements in the island ordinance which relate to responsible childcare and particularly the aspect of teaching climate.

The Teaching climate standard overlaps with the Teaching and educational practices standard (see paragraph 3.3.3). A good teaching climate is characterised by, among other things, fixed rules and structure which then results in predictability and calm. The Teaching climate standard includes Riksen-Walraven's 4 basic teaching targets: emotional safety, personal competence, social competence and socialisation¹². The emphasis in this standard is on the provision of a supportive teaching climate that contributes to the development of social and societal competences. In the case of the Teaching and educational practices standard, the main focus is on the way in which the actions of the professionals enable the children to learn and develop through play.

¹² Riksen-Walraven, J.M.A. (1998). Veiligheid voorop: basisdoelen voor de opvoeding in de kinderopvang en in het gezin. *Triangel*, 15(1), 15-23.

Table 3.4d The opinions on the requirements **Teaching climate (SCC2) - Responsible childcare**, as totals and broken down according to type of childcare; **absolute** numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total (N=67)		Nurseries (N=29)		Out-of-school care (N=34)		Host parent care (N=4)	
	S	U	S	U	S	U	S	U
While taking into account the developmental stage of children, the operator ensures that: <ul style="list-style-type: none"> the interaction with the children takes place in a sensitive and responsive way, respect is shown for the children's autonomy, boundaries are set and structure provided for the children's behaviour so that the children feel emotionally safe and protected; children are supervised in their interactions, with them being taught social knowledge and skills through play so that they are able to build and maintain relationships with others increasingly independently and are encouraged to find out, in an open way, about generally accepted values and standards in society, with a view to respectful interaction with others and active participation in society. 	63	4	27	2	32	2	4	0
Each childcare centre has a teaching policy plan and acts accordingly.	32	35	15	14	14	20	3	1

Table 3.4d shows the opinions on the requirements Teaching climate (SCC2) - Responsible childcare. At 63 locations we assessed the teaching climate as positive. In general, the professionals approach the children in a respectful way. We observed that attention is paid to the needs of a child and that the professionals do their best to communicate at the child's own level. They do this, for example, by kneeling down so that they are at the same eye level when they talk, or listen, to the child. The professionals offer safety and security. They make sure there are fixed rituals and familiar arrangements. The professionals respond to children signals and interact with them in a warm and supportive way.

At 4 locations we assessed the teaching climate as Can Be Improved. There we observed insufficient supervision of the children, or insufficient support, which jeopardised the children's emotional safety.

The drawing up of, and acting in accordance with, the teaching policy plan is still a point for improvement for 35 locations. In practice we saw that staff at some of the locations are thinking about visions, (verifiable) targets and ambitions. From many providers it is, however, a step too far to commit to paper what this means, how this is going to be done and to ensure that the policy becomes part of the quality cycle. On Bonaire the Dutch language is sometimes an obstacle to drawing up a teaching plan, although this is not a requirement because the plan may also be drawn up in Papiamentu. On Saba and St. Eustatius the teaching policy plans are written in English. All locations on these 2 islands have an up-to-date teaching policy plan.

Context:

A lot of locations indicated that they want to start, or have started, drawing up a teaching policy plan. Although a lot of locations do have a vision of high-quality childcare, the description and recording of that vision is fairly new. Some locations have had some external support in the process of creating a teaching policy plan. However, this external support was only provided for a short period of time and was too limited for many of the locations.

3.5 Control, Quality Assurance and Ambition (CQA)

In the following subparagraphs we describe the opinions per standard from the Control, Quality Assurance and Ambition (CQA) quality area, namely:

- Vision, ambitions and goals (CQA1)
- Focus on execution and culture of excellence (CQA2)
- Evaluation, accountability and dialogue (CQA3)

3.5.1 Vision, ambitions and goals (CQA1)

The essence of the Vision, ambitions and goals standard is the question of whether the childcare centre has a supported vision of good childcare, has drawn up related goals and ambitions and is focused on achieving them. Elements of the description of the standard include:

- a supported vision, ambitions and goals;
- the existence of a teaching policy plan that includes the required elements and which is used as a basis for action;
- a clarification of how to realise, guarantee and improve the quality of childcare.

Table 3.5a The opinions on the **Vision, ambitions and goals** standard (CQA1), as totals and broken down according to type of childcare; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	Total (N=64)	Nurseries (N=29)	Out-of-school care (N=34)	Host parent care (N=4)
Adequate	14	2	12	-
Can Be Improved	50	28	22	-

Table 3.5a shows the opinions on the Vision, ambitions and goals standard. The outcomes show that the Vision, ambitions and goals standard was assessed as Can Be Improved at 50 locations. It is a point for improvement for 28 of the 30 nurseries and 22 of the 34 locations for out-of-school care.

The document in which the provider records what the vision, ambitions and goals are – as an aspect of the system of quality assurance – is the teaching policy plan. In paragraph 3.4.2 we observed that 35 locations do not yet have a teaching policy plan. Where a policy plan does exist, it does not always appear to be complete and recognisable in practice. We sometimes came across plans which had been copied (from the Netherlands) in order to fulfil the condition of having a teaching policy plan. At the locations where a teaching policy plan had been drawn up, we observed that certain elements were missing, for example details on the transfer of information about a child to the primary school, or the way in which developmental delays are prevented.

There was too little planned work on improving the quality of childcare. There was no cyclical method of formulating, executing, guaranteeing and evaluating goals.

It transpired from the discussions held that the management of the locations was, above all, involved in the primary process and day-to-day affairs. They were working enthusiastically to provide good care to the children. We observed that providers and management were prepared to start setting up a quality assurance system. At the same time providers also stated that they needed help. That applies both to the drawing up of a good teaching plan and to planned work to improve the quality of childcare.

3.5.2 *Focus on execution and culture of excellence (CQA2)*

The central issue in this standard is execution. The childcare centre has to realise the goals for good childcare, to create the right preconditions and to make adjustments in between times. Elements of the description of the standard include:

- the realisation of the vision, goals and ambitions;
- ensuring a professional and safe culture of learning and improvement by the management;
- cooperation on the execution of the system of quality assurance and adjustments in between times where necessary;
- promoting the expertise of the staff within the framework of the set goals.

Table 3.5b The opinions on the **Focus on execution and culture of excellence** standard (CQA2), as totals and broken down according to type of childcare; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	Total (N=64)	Nurseries (N=29)	Out-of-school care (N=34)	Host parent care (N=4)
Adequate	26	10	16	-
Can Be Improved	38	20	18	-

Table 3.5b shows the opinions on the Focus on execution and culture of excellence standard (CQA2). The table shows that this standard was assessed as Can Be Improved at 38 locations.

There is still an insufficient focus on vision, ambitions and goals. In the light of our findings with regard to the CQA1 standard that is not surprising. We only sporadically encountered a focus and strategy of continuous improvement.

When we zoomed in on the other aspects of this standard, we frequently saw that cooperation and consultation were already taking place between the management and the professionals at the locations. The consultation was frequently about practical issues, as well as matters relating to content at some locations. In addition, we saw that the professionals at all locations are working to improve their knowledge and skills and they are attending training and education courses in order to meet the new quality requirements. We observed considerable willingness among the professionals to improve the quality of their own actions. That is also the reason why this standard is rated higher than standard CQA1.

Context:

As already mentioned, large numbers of professionals are attending multi-year courses in order to meet the new requirements. On Bonaire these courses are offered both during the week and in the evenings. A number of professionals are attending training courses to help them work with a programme for the preschool and early childhood education. The professionals have to attend these training courses in their own time on 20 Saturdays. St. Eustatius and Saba recently entered into a contract to enable professionals to attend a senior secondary vocational education level 3 (mbo-3) course on St. Maarten. There are also (shorter) courses which have to be attended, such as the first aid in the event of accidents course. This requires a great deal of commitment and perseverance on the part of the professionals who have to combine this with their full-time jobs and private lives.

On the 3 islands there are various forms of consultation which enable providers to learn from each other. On Bonaire there is, for example, the Local Childcare On Bonaire Consultation Group [Lokaal Overleg Kinderopvang Bonaire] (LOK-B) which is attended by representatives from all providers. On St. Eustatius there is the Childcare Platform Consultation Group [Platformoverleg kinderopvang], which is participated in by almost all providers.

We also noticed that St. Eustatius and Saba are working together closely with childcare organisations in the European Netherlands in a so-called twinning programme in which knowledge and experience is shared. A few care organisations on Bonaire have recently established contacts with a twinning partner in the European Netherlands.

3.5.3 Evaluation, accountability and dialogue (CQA3)

As regards this standard we investigated whether the childcare centre carries out systematic evaluations and analyses and whether the intended goals are achieved. The focus was also on the question of whether the policy has to be adjusted and whether internal and external stakeholders are involved in a properly functioning dialogue. Elements of the description of the standard include:

- the monitoring, evaluating, analysing and assessing – as an aspect of the system of quality assurance – of the degree to which the goals and the policy are achieved;
- the analysing and assessing of outcomes of the evaluation of the childcare process, health and safety and the teaching climate.

Table 3.5c The opinions on the standard **Evaluation, accountability and dialogue** (CQA3), as totals and broken down according to type of childcare; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	Total (N=64)	Nurseries (N=29)	Out-of-school care (N=34)	Host parent care (N=4)
Adequate	8	1	7	-
Can Be Improved	56	29	27	-

Table 3.5c shows the opinions on the Evaluation, accountability and dialogue standard. The table clearly shows that this standard still needs a lot more development. The required standards are met at only 8 locations.

The design and execution of the CQA1 and CQA2 standards does, of course, have an effect on this standard. We observed that those are not as good as they should be, as reflected in this standard. As yet there is no monitoring and evaluation because

the evaluation plans and the goals are missing in most cases. That is why almost no childcare centre fulfils this standard. A few locations ask parents to complete a satisfaction survey.

However, we did see that information is shared with others, for example with parents and primary education institutions. However, that is primarily organisational rather than from the perspective of content. There is almost no organisation of dissent and hardly any parent committees or complaints committees (at locations with more than 50 children).

4 Conclusions and recommendations

This chapter contains the outcomes of the survey of the quality of childcare on Bonaire, St. Eustatius and Saba at 68 locations for daycare, out-of-school care and host parent care. The investigation was carried out by the Inspectorate of Education in the period from June 2021 up to and including September 2022. The number of childcare locations differs per island. There are 58 on Bonaire, 8 on St. Eustatius and 2 on Saba. Of the almost 4,000 children (aged 0-12) on the islands, 59% attend childcare on a daily basis. This is the first time the inspectorate has assessed the quality of childcare in the Caribbean Netherlands. Paragraph 4.1 contains the conclusions, followed by the recommendations in paragraph 4.2.

4.1 Conclusions

The quality of childcare in the Caribbean Netherlands needs to be improved in order to meet the requirements in the island ordinances and the future legal requirements in the BES Childcare Act. The locations are at the beginning of a step-by-step process of quality improvement.

We observed that a lot of initiatives are being taken to improve quality. Providers are starting to draw up, among other things, teaching policy plans and health and safety plans. However, they do not yet always know how best to do this. We observed that professionals are seriously committed to fulfilling the training requirements. Many of them are attending senior secondary vocational education level (mbo) courses at levels 1, 2, 3 or 4. It will take a few years yet before they achieve the necessary level of qualification.

We thought it was positive that we are already seeing initial improvements at locations we visited a number of times, for example those where the teaching climate was not up to standard. We also noted that providers and professionals are prepared to start working on the observed points for improvement.

In addition to these positive elements we observed in the case of almost all investigated standards that many locations do not yet meet the set requirements. Although a great deal has already been achieved, there is still a long way to go. At the locations we observed variations in the quality achieved to date. For example, we particularly observed significant differences – and also risks – in the accommodation used, the level of training of the professionals and the materials available for play and development. We also observed risks because locations do not yet meet essential health and safety requirements. This includes the existence of up-to-date certificates of conduct, a phased plan to tackle domestic violence and child abuse and compliance with the four-eye principle. These shortcomings must be tackled immediately in order to reduce risks relating to children's safety. We made agreements with the providers and set short rectification deadlines.

Some locations will find it difficult to meet certain requirements, for example those applicable to accommodation. This is mainly a problem if homes or other buildings are leased, or if spaces are difficult to adapt from a building technical perspective. A few locations can already start working on achieving their own ambitions. At the level of standards this may, in due course, also result in the locations being

assessed as Good, which was not yet the case for any locations included in this survey.

The following are our most important conclusions per quality area. If we look at the standards in the ASAR and SCC quality areas, we find that these are conditional for the other standards in the CP and CQA quality areas.

The quality area of Administration, Staff and Accommodation Requirements (ASAR)

- The majority of the operating licences have been issued subject to conditions. Locations which received a conditional license still have a number of years to meet all the requirements with regard to certain aspects.
- The majority of locations do not yet fulfil the staff training requirements. However, we observed that numerous professionals are attending courses at senior secondary vocational education (mbo) level. There is considerable willingness to tackle this problem. At the same time this does cause problems relating to finding replacement staff, partly because there is a shortage of staff in childcare in the Caribbean Netherlands.
- At a majority of locations, there is no adult present who is qualified to provide first aid to children. This shortcoming must be rectified as soon as possible at all locations.
- A majority of locations do not yet have up-to-date certificates of conduct for all employees. It is essential that this is rectified soon.
- We are positive about the stability of the childcare provided. A majority of locations work with core groups which are consistently looked after by the same members of staff.
- The number of professionals is predominantly sufficient. However, this is the point of improvement at the nurseries.
- At a majority of the locations the number of square metres of indoor and outdoor space does not meet the requirements. This means that children have less than 3m² of space in which to play and exercise.

The quality area of the Childcare Process (CP)

- We assessed the childcare provision at more than half the locations as Can Be Improved. Often there is no comprehensive childcare provision to stimulate the development of children in all areas of development.
- What is more, the Insight into development standard needs improvement. Most of the time, no (standardised) observation instrument is used to monitor the children's development.
- We are positive about the teaching practices by the professionals at almost all the locations. Children are active and involved and the professionals encourage the children to become independent. However, improvements still need to be made with regard to educational practices. By this we mean the targeted and deliberate stimulation of the children's development, for example by improving the interaction between the professionals and the children and the children among themselves. The same applies to adjusting to the differences between children.
- We assessed the Cooperation standard at more than half the locations as Adequate. Locations primarily have contact with parents. We noted that there were possibilities to increase continuity in the cooperation with the primary schools. This applies both for the transfer from childcare to primary school and for the coordination between primary schools and out-of-school care.

The quality area of the Safety and Childcare Climate (SCC)

- The majority of the locations do not have a phased plan to tackle domestic violence and child abuse and if they do have one, it does not always contain all the necessary steps.
- The four-eye principle is not complied with at all locations and must be improved in the short term.
- At a majority of the locations the children eat healthy food. However, vegetables and fruit are not part of the weekly menu at all locations. There were no island rules about healthy food.
- The majority of locations have a (draft) health and safety plan. However, we saw that this was often not yet a 'living' document that contains all the required elements.
- We are positive about the teaching climate. The professionals at the majority of locations ensure that the interaction with the children is sensitive and responsive. They also set boundaries and provide structure so that the children feel emotionally safe and secure.

The quality area of Control, Quality Assurance and Ambition (CQA)

- We observed that the majority of the locations do not have a teaching policy plan. If they do have one, the content does not always meet the set requirements and almost no concrete goals have been formulated to improve quality. Here too, it applies that the plan is not always discussed with the team.
- The majority of locations are only just starting to focus on the (execution of the) vision, ambitions and goals in the teaching policy plan. However, we saw that measures are being taken to increase the level of expertise of the professionals at almost all locations. There is a considerable willingness to enhance knowledge and skills in order to improve quality.
- As yet, there is hardly any evaluation, accountability and dialogue with respect to the quality achieved. We saw that this was reflected in the opinions on the last standard in the draft evaluation framework. As yet, there are no parent committees, nor a(n) (island) complaints committee.

4.2 Recommendations

On the basis of the conclusions in paragraph 4.1 we make a few recommendations in this paragraph for the partners involved in improving the quality of childcare in the Caribbean Netherlands. We believe these recommendations will have a beneficial effect on quality. It is up to the parties involved to respond in the appropriate manner.

1. Recommendations for the childcare providers, the management and the professionals at the locations.
 - Continue with everything that is already up to the required standard and all the initiatives that have already been taken at the locations to improve the quality of childcare. Be proud of what you have achieved!
 - Start working on the outcomes of the inspectorate's investigations and make sure the locations meet the set requirements.
 - Ask for support where necessary. Make sure you quickly rectify the issues relating to the certificates of conduct, the first aid for children training and

the four-eye principle in order to reduce the risks relating to the health and safety of children.

- With regard to the very youngest children (aged 0-2), make sure there is variation in the childcare provision (sleeping, eating and drinking, playing and developing) and provide suitable spaces.
 - Do not be afraid to learn from each other and be prepared to share your own good examples.
 - Arrange for more teaching coaches to be present in the workplace. The tasks of the teaching coaches ought to be aimed at guiding the professionals on aspects which are part of the Childcare process quality area, including teaching and educational practices. Use them primarily at locations where the teaching and educational practices/the teaching practice must/can be improved.
 - Discuss with those involved in the BES(t) 4 kids programme the steps that have to be taken with regard to shared goals, ambitions and priorities in order to achieve a responsible quality of childcare in the Caribbean Netherlands and record this in writing. Also investigate what kind of support is necessary in this context.
2. Recommendations for BES(t) 4 kids
- Continue to support all the parties involved and hold them accountable for their role within the entire process. The intended childcare quality will only be achieved on the basis of a joint approach.
 - Respond appropriately to the needs of the locations. Quality will improve at one location more quickly than at another.
 - Organise ways to learn from and with each other.
 - Discuss with the providers the steps that have to be taken in order to achieve a responsible quality of childcare in the Caribbean Netherlands and record this in writing. Also discuss what support is to be offered.
3. Recommendations for the public entities of the 3 islands (if applicable for the island in question).
- Continue the BES(t) 4 kids programme until a large number of the locations fulfil the legal requirements.
 - Make sure that the quality committee adopts a strict door policy so that new locations meet the basic requirements (the standards in the ASAR and SCC quality areas).
 - Support providers in their endeavours to rectify the issues relating to the certificates of conduct and the four-eye principle. Make sure that several courses in first aid for children and the phased plan to tackle domestic violence and child abuse are offered. This issue must be quickly rectified in order to reduce the risks relating to the health and safety of children.
 - Support the locations in their selection of appropriate comprehensive childcare provision (including a programme for preschool education) and an appropriate observation instrument.
 - Arrange for more teaching coaches to be present in the workplace. The tasks of the teaching coaches ought to be aimed at guiding the professionals on aspects which are part of the Childcare process quality area, including teaching and educational practices. Use them primarily at locations where the teaching and educational practices/the teaching practice must/can be improved.
 - Continue the support and guidance for the providers with respect to, among other things, the teaching policy plan, the health and safety plan and the

phased plan to tackle domestic violence and child abuse. Support the providers in the prioritisation of the points for improvement.

- Develop a joint handover form for the transition to the primary education.
 - Organise ways to learn from and with each other. Use good examples and share them with providers, managers and professionals.
 - Provided continuous training courses throughout the year aimed at, among other things, working with a comprehensive childcare provision, an observation instrument and first aid in the event of accidents. Also provide training for the providers and management of the childcare on the principles of quality assurance.
 - Continue to work on improving the terms and conditions of employment of staff in the childcare sector. Offer staff prospects for the future.
 - Provide clarity to the locations about the *grace periods* and, in any event, with respect to the accommodation. Residential homes, rental properties and churches cannot meet (some of) the set requirements. Draw up accommodation policy for the childcare sector and facilitate the construction of new buildings.
 - Focus on gaining insight into waiting lists and to eliminating them, particularly when it comes to care for babies.
 - Set up a(n) (island) complaints committee.
4. Recommendations for training at senior secondary vocational education level
- Include a quality assurance module in the courses offered at senior secondary vocational education (mbo) levels 2, 3 and 4.
 - In the case of Bonaire, a refresher course in Dutch needs to be organised for students who do not have the required level of proficiency in Dutch. This course should be provided alongside the senior secondary vocational education level (mbo) course, so that students do not have to wait a year before being able to start with their senior secondary vocational education level (mbo) courses.
5. Recommendations for the ministries involved (Ministry of Social Affairs and Employment (SZW), Ministry of Education, Culture and Science (OCW), Ministry of the Interior and Kingdom Relations (BZK) and Ministry of Health, Welfare and Sport (VWS))
- Continue the BES(t) 4 kids programme until a large number of the locations fulfil the legal requirements.
 - Make sure that the costs of childcare are realistically reimbursed. Increasing the amount that the providers receive for caring for babies will make this type of care more attractive.
 - Check whether the outcomes of the survey are a reason for amending the legislation and regulations, namely the draft BES Childcare Bill, the corresponding draft Order in Council [Algemene Maatregel van Bestuur] (AMvB) and the island ordinances.
6. Recommendations for the Inspectorate of Education

We have also formulated recommendations for ourselves and linked the following actions to them:

- We are continuing to use strict rectification deadlines in the field of health and safety. These requirements must be met quickly in order to reduce the risks relating to the health and safety of children. The rectification deadlines take account of the *grace periods*.
- We are going to make a summary of this report available to the providers and the professionals. We are also going to clarify the outcomes in person.

- We are going to evaluate our own experiences with monitoring childcare in the Caribbean Netherlands and then use that as a basis for adjustments. In doing so we will look at, for example, possible changes to the draft evaluation framework, our method of working and instruments, as well as the notification letters, reports and the translation/language policy.
- In the coming months we are going to evaluate the outcomes of the survey together with BES(t) 4 kids and we will hold discussions on their experiences with the monitoring.
- We are also asking the providers and people who work at the locations about their experiences with the monitoring and with the investigation at their location. Among other things, we are going to ask about ways we can continue to improve our monitoring work.
- We are continuing to invest in cooperation and training with regard to the local inspectorates on the islands. This also includes formalising the cooperation agreements on the division of monitoring tasks when the BES Childcare Act comes into effect.

5 Looking ahead

Now that the survey has been completed, we will monitor the quality of childcare in the Caribbean Netherlands every year. As from today, the Inspectorate of Education and the local inspectorate will carry out monitoring work on the basis of the draft evaluation framework we used in the survey, until the BES Childcare Act comes into effect.

Each location will be investigated at least twice a year: One investigation will focus on the quality of the 5 standards in the ASAR and SCC quality areas, while the focus of the other investigation will be on the quality of the 7 standards in the CP and CQA quality areas. From now on the visits may also take place unannounced. Both investigations together will generate a complete picture of the quality of childcare per location. At locations where we made agreements about improvements during the survey we are going to investigate more frequently whether the observed points for improvement have been tackled by the agreed deadlines.

As soon as the BES Childcare Act comes into effect, the inspectorate will start using an investigation framework, including a modified evaluation framework. The articles in the BES Childcare Act, the corresponding Order in Council and the island ordinances will be incorporated into these frameworks.

When the BES Childcare Act comes into effect, the location reports will also be made public. In 2024, we are also going to report about the developments affecting the quality of childcare in the Caribbean Netherlands. We have every confidence that, through our monitoring and in good cooperation with the childcare providers, the professionals at the locations, BES(t) 4 kids, the public entities of Bonaire, St. Eustatius and Saba, the network partners and the ministries involved, we can help to improve the development opportunities for children in the Caribbean Netherlands!

Annex 1 Total overview of outcomes

This annex contains the outcomes of all 12 investigated standards in the 4 quality areas.

- Table 1a contains the opinions on the requirements per standard in the Administration, Staff and Accommodation Requirements (ASAR) quality area.
- Table 1b contains the opinions on the requirements per standard in the Safety and Childcare Climate (SCC) quality area.
- Table 1c contains the opinions on the standards in the Childcare process (CP) quality area.
- Table 1d contains the opinions on the standards in the Control, Quality Assurance and Ambition (CQA) quality area.

Table annex 1a The opinions on the requirements of the standards in the **Administration, Staff and Accommodation Requirements (ASAR) quality area**, as totals and broken down according to type of childcare and per island; absolute numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U).

	Total for nurseries, out-of-school care, host parent care		All nurseries and out-of-school care						Bonaire						St. Eustatius and Saba			
	N=67 /63		Nurse ries N=29		Out-of-school care N=34		Nurse ries N=23		Out-of-school care N=30		Host paren t care N=4		Nurse ries N=6		Out-of-school care N=4			
	S	U	S	U	S	U	S	U	S	U	S	U	S	U	S	U		
Administration, Staff and Accommodation Requirements																		
ASAR1. Registration and administration																		
Operating licence																		
The operator has an operating licence which has been issued by the Executive Council.	66	1	28	1	34	0	22	1	30	0	4	0	6	0	4	0		
The operator fulfils the conditions which the public entity imposes on the operating licence.	21	46	12	17	8	26	6	17	6	24	1	3	6	0	2	2		
The operating licence has been issued in the name of a natural person or a legal entity, not transferable and has only been granted for the locality referred to in the operating licence.	66	1	29	0	33	1	23	0	29	1	4	0	6	0	4	0		
The operator informs the public entity of any changes to the registered name.	60	7	25	4	31	3	21	2	29	1	4	0	4	2	2	2		
The operating licence is displayed at a location in the childcare centre/host parent care location which is visible to everyone.	37	30	9	20	25	9	3	20	21	9	3	1	6	0	4	0		
The operator informs the public entity of any changes to the operating licence and the corresponding reasons.	59	8	24	5	32	2	18	5	28	2	3	1	6	0	4	0		
The operator has received a temporary dispensation from the Executive Council with respect to certain obligations resulting from the island ordinance, with the exception of the obligations under Articles 21 and 22.	41	26	13	16	25	9	8	15	22	8	3	1	5	1	3	1		
The operator is required to keep records of paragraphs 1, 2 and 4 for at least 5 years and to make them available to the supervisory body on request.	61	6	27	2	31	3	23	0	28	2	3	1	4	2	3	1		
Childcare is provided on the basis of a written agreement between the operator and the parents. The following applies to Bonaire: The operator of a host parent care location will ensure that the execution of the policy, as referred to in the first paragraph, is recorded in writing.	60	7	25	4	32	2	19	4	28	2	3	1	6	0	4	0		
ASAR2. Staff and groups																		
Responsible childcare																		
Responsible childcare, Article 10, paragraphs 2 and 3	18	49	11	18	4	30	7	16	3	27	3	1	4	2	1	3		
Staff																		

The professionals and host parents have at least a teaching qualification at senior secondary vocational education level 2 (mbo-2)/CVQ-2, or are attending a relevant course/training. If they are not yet attending the course, the operator records in writing when the professional is going to start. The following applies to Bonaire: Professionals and host parents have at least a teaching qualification at senior secondary vocational education level 3 (mbo-3), or are attending a relevant course/training. If they are not yet attending the course, the operator records in writing when the professional is going to start.	16	51	9	20	5	29	5	18	3	27	2	2	4	2	2	2
While the childcare is being provided, there will always be at least 1 adult present who is qualified to provide first aid to children.	24	43	11	18	11	23	6	17	7	23	2	2	5	1	4	0
An annual first aid for children training course must be attended to maintain knowledge and skills.	23	44	10	19	11	23	5	18	7	23	2	2	5	1	4	0
The operator complies with the additional rules imposed on the qualifications by island decree.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
The operator complies with the additional rules which can be imposed on the professional's teaching qualifications by island decree.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
At least one of the professionals employed has a qualification at senior secondary vocational education level 3 (mbo-3)/CVQ-3, aimed at identifying learning and developmental delays (not applicable to host parent care). The following applies to Bonaire: the childcare centre employs at least one professional who has a qualification at senior secondary vocational education level 4 (mbo-4), aimed specifically at identifying learning and developmental delays.	20	43	12	17	8	26	8	15	7	23	-	-	4	2	1	3
The professionals who have a qualification at senior secondary vocational education level 3 (mbo-3)/CVQ-3, work at least 3 days per week (not applicable to host parent care). The following applies to Bonaire: The professionals who have a qualification at senior secondary vocational education level 4 (mbo-4) work at least 3 days per week.	19	44	11	18	8	26	8	15	7	23	-	-	3	3	1	3
Certificate of Conduct																
Everyone who works at the childcare location (childcare centre or host parent) has a certificate of conduct.	17	50	7	22	9	25	3	20	7	23	1	3	4	2	2	2
The certificate of conduct was not older than 3 months when it was submitted to the competent authority and must be updated every two years.	33	34	9	20	22	12	5	18	20	10	2	2	4	2	2	2
The childcare centre operator keeps the certificates of conduct in the organisation's records.	38	29	11	18	26	8	5	18	22	8	1	3	6	0	4	0
Stability of the care for children																
The care is provided in core groups. One child is cared for in 1 core group. The maximum size of the core group is appropriate for the age of children in the core group, whereby the older the children in the core group are, the more children can be accommodated in the core group.	53	10	21	8	32	2	15	8	28	2	-	-	6	0	4	0
Wherever possible, each core group is run by the same professionals.	60	3	28	1	32	2	22	1	30	0	-	-	6	0	2	2

The maximum size of the core group meets the requirements in the island ordinance, as recorded in table 1.	45	18	17	12	28	6	13	10	25	5	-	-	4	2	1	3
The operator of a childcare centre informs the parents and the child regarding which core group the child has been assigned to and which professional or professionals have been allocated to the core group in question on which day.	61	2	28	1	33	1	22	1	29	1	-	-	6	0	4	0
No child stays in a childcare centre for longer than 11 consecutive hours.* (only nurseries and host parent care)	33	0	29	0	-	-	23	0	-	-	4	0	6	0	-	-
Each core group has a separate fixed core group space.	54	9	24	5	30	4	18	5	26	4	-	-	6	0	4	0
A child is cared for in a maximum of 2 different core group spaces per week.	62	1	28	1	34	0	22	1	30	0	-	-	6	0	4	0
Number of professionals																
The minimum number of professionals to be used in a core group is appropriate for the number of children present in the core group, whereby the older the children are, the fewer professionals are needed.	45	18	20	9	25	9	16	7	22	8	-	-	4	2	3	1
The ratio between the minimum number of professionals used and the number of children present in a core group is determined on the basis of table 1 in the annex to the island ordinance.	44	19	19	10	25	9	15	8	22	8	-	-	4	2	3	1
If at least 10 consecutive hours of daycare are offered per day, fewer professionals are needed for a maximum of 3 hours per day. What is more, during the hours that fewer professionals are needed, at least half the number of professionals is needed as required on the basis of the second paragraph.	29	0	29	0	-	-	23	0	-	-	-	-	6	0	-	-
In the event of a combined daycare and out-of-school care group, the ratio between the minimum number of professionals needed and the number of children present in the combined group is determined on the basis of the professional-child ratio for daycare.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
In the case of host parent care, this means simultaneously caring for a maximum of 6 children, including the blood relative or relative in the direct line of descent of the host parent or their partners, whereby a maximum of 3 children aged 0 to 1.5 will be present (only host parent care).	4	0	-	-	-	-	-	-	-	4	0	-	-	-	-	-
As regards using trainee professionals and interns, the phase of training they are in at that point in time is taken into account.	50	13	25	4	25	9	20	3	22	8	-	-	5	1	3	1
The operator fulfils the conditions imposed by island decree with regard to the use of trainee professionals and interns, with it being possible to stipulate that, and under which conditions, trainee professionals and interns can be included in the calculation of the minimum number of professionals needed pursuant to this article.	52	11	24	5	28	6	19	4	24	6	-	-	5	1	4	0
ASAR3. Accommodation																
Responsible childcare																
Responsible childcare, Article 10, paragraphs 2 and 3	16	51	9	20	5	29	6	17	4	26	2	2	3	3	1	3
Requirements imposed on spaces																
The indoor and outdoor spaces are safe, accessible and appropriately organised in accordance with the number of children to be cared for and their age.	32	35	13	16	16	18	8	15	12	18	3	1	5	1	4	0

A childcare centre has at least 3 square metres (m ²) of indoor play area per child present in the childcare centre.	31	36	14	15	13	21	11	12	12	18	4	0	3	3	1	3
A childcare centre has at least 3 square metres (m ²) of partially covered or shaded outdoor play area per child present in the childcare centre. The outdoor play area is preferably adjacent to the childcare centre. If an outdoor play area is not adjacent, it will be located in the immediate vicinity of the childcare centre and will be safely accessible for the children. A host parent care location has sufficient outdoor play options which is appropriate for the number and age of the children at the location.	34	33	18	11	12	22	14	9	10	20	4	0	4	2	2	2
A childcare centre has a separate sleeping space for children aged up to 1.5 years, which is appropriate for the number of children present. A host parent has sufficient play and sleeping space for children, including a separate sleeping space for children aged up to 1.5 years which is appropriate for the number of children present.	17	10	14	9	-	-	8	9	-	-	3	1	6	0	-	-
All spaces in a childcare centre must be fitted with good ventilation to ensure a healthy indoor environment.	62	5	26	3	33	1	20	3	29	1	3	1	6	0	4	0

Table annex 1b The opinions on the requirements of the standards in the **Safety and Childcare Climate (SCC)** quality area, as totals and broken down according to type of childcare and per island; absolute numbers of 'Satisfactory' (S) and 'Unsatisfactory' (U)

	Total for nurseries, out-of-school care, host parent care		All nurseries and out-of-school care				Bonaire						St. Eustatius and Saba			
	N=67 /63		Nurseries N=29		Out-of-school care N=34		Nurseries N=23		Out-of-school care N=30		Host parent care N=4		Nurseries N=6		Out-of-school care N=4	
	S	U	S	U	S	U	S	U	S	U	S	U	S	U	S	U
Safety and Childcare Climate																
SCC1. Health and safety																
Responsible childcare																
Responsible childcare, Article 10, paragraphs 2 and 3	14	53	9	20	4	30	5	18	2	28	1	3	4	2	2	2
An operator of a childcare centre or host parent care location must offer responsible childcare. This means the provision of emotional security to children in a safe and healthy environment, the promotion of the children's personal and social competency and the socialisation of children through the transfer of generally accepted standards and values.	57	10	24	5	29	5	18	5	25	5	1	3	6	0	4	0
Step-by-step plan for domestic violence and child abuse																
The operator of a childcare centre adopts the phased plan for the staff to tackle domestic violence and child abuse as used by the public entity. This step-by-step plan includes a description of the steps for staff to deal with signals of domestic violence or child abuse.	32	35	13	16	19	15	8	15	15	15	0	4	5	1	4	0
Supplementary to the step-by-step plan, the operator of a childcare centre can adopt the following elements:	29	38	13	16	16	18	8	15	12	18	0	4	5	1	4	0
a. an assessment framework which staff can use to weigh up the risk, and the nature and seriousness of the domestic violence or child abuse and that enables staff to assess whether there is serious domestic violence or child abuse, or a suspicion thereof, to the extent that it requires reporting;																
b. an assigning of responsibilities to the various members of staff for the steps referred to in the first paragraph, including stating the position of the person who has final responsibility for deciding whether or not to report;																
c. a specific focus, if applicable, on exceptional forms of violence which require special knowledge and skills on the part of staff and;																
d. a specific focus on the way in which the staff deal with data which they know, or should reasonably suspect, is confidential.																
The phased plan to tackle domestic violence and child abuse consists of the following steps:	29	38	14	15	15	19	8	15	12	18	0	4	6	0	3	1
a. Identify signs and concerns as factually as possible.																
b. Request advice from a colleague and/or the reports coordinator.																
c. A discussion with the parents and, if possible, the child.																
d. Weigh up the nature and seriousness of the domestic violence or the child abuse																
e. Decide whether to organise help and/or report to the reports coordinator.																
Additional rules relating to the application of the phased plan to tackle domestic violence and child abuse can be stipulated by an island decree containing general measures. The operator is compliant.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Nutrition																
The operator provides (healthy) food.	53	14	28	1	22	12	22	1	19	11	3	1	6	0	3	1

The operator ensures that food is provided in accordance with the guidelines of the National Institute for Public Health and the Environment [Rijksinstituut voor Volksgezondheid en Milieu] and the Netherlands Nutrition Centre [Voedingscentrum] or comparable guidelines. The following applies to Bonaire: The operator provides healthy food in compliance with the guidelines of the public entity, as detailed in the second paragraph. Additional rules relating to nutrition can be stipulated by an island decree containing general measures.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
The operator complies with the additional rules with respect to nutrition stipulated by island decree.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Health and safety																	
The operator has a policy for each childcare centre or host parent care location that results in the health and safety of the children being cared for being guaranteed as much as possible. The operator ensures that people act in the childcare location in accordance with the health and safety policy.	27	40	11	18	16	18	5	18	12	18	0	4	6	0	4	0	0
The operator or proposed operator of a childcare centre records the health and safety policy in writing and issues the Executive Council with this document when submitting the application, as referred to in Article 4. The operator evaluates, and if necessary updates, the health and safety policy within 3 months after the childcare centre has opened. After that the operator keeps the health and safety policy up-to-date. The operator of a host parent care ensures that the implementation of the health and safety policy as referred to in the first paragraph of Article 22 is recorded in writing.	20	47	9	20	11	23	3	20	7	23	0	4	6	0	4	0	0
The health and safety policy that has been recorded in writing includes in any event:	10	57	7	22	3	31	2	21	1	29	0	4	5	1	2	2	2
a. a description of the way in which the operator ensures that the health and safety policy is a continuous process of creating, implementing, evaluating and updating policy together with the professionals; b. a description of the risks which are implicit in the care provided to children at the childcare centre in question, with an assessment of in any event: <ul style="list-style-type: none"> • the main risks which could have significant consequences for children's safety; • the main risks which could have significant consequences for children's health, and: • the risk of improper behaviour by professionals, trainee professionals, interns, volunteers and other adults and children present. c. an action plan which states in concrete terms which measures have been, or are going to be, taken by which deadline in order to mitigate the risks referred to under b and the response if these risks materialise; d. a general description of the way in which children are taught to deal with risks of which the consequences for children's health and safety are limited and which therefore do not constitute risks as referred to under b; e. a description of the way in which the operator ensures that the current health and safety policy and its evaluations are transparent for the professionals, trainee professionals, interns, volunteers and parents, and: f. a description of the approach to the design, fire safety, hygienic condition and safety of the childcare centre, insofar as these regulations are necessary for the childcare.																	

In the framework of the measures to be described in the action plan, as referred to in the third paragraph under c, which are aimed at mitigating the risk of improper behaviour, as referred to in the third paragraph, section b, under 3°, the operator describes, in any event, the way in which the operator organises the childcare in such a way that a professional, trainee professional, or intern can only perform the work while being seen or heard by another adult.	48	19	26	3	22	12	20	3	19	11	0	4	6	0	3	1
The operator meets the additional requirements stipulated by island decree, in accordance with the BES Building Decree [Bouwbesluit BES] relating to the issues referred to in paragraph 3 under f.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Each childcare centre has a social safety description in its teaching policy plan. The operator ensures that people act in the childcare centre in accordance with the teaching policy plan.	38	29	15	14	19	15	9	14	15	15	4	0	6	0	4	0
SCC2. Teaching climate																
Responsible childcare																
Responsible childcare, Article 10, paragraph 2	31	46	13	16	14	20	9	14	12	18	4	0	4	2	2	2
An operator of a childcare centre offers responsible childcare, meaning the provision of emotional security to children in a safe and healthy environment, the promotion of the children's personal and social competency and the socialisation of children through the transfer of generally accepted standards and values.	60	7	25	4	31	3	19	4	27	3	4	0	6	0	4	0
In the context of offering responsible childcare the operator ensures the following, in any event, while taking account of the children's phase of development:	63	4	27	2	32	2	21	2	28	2	4	0	6	0	4	0
<ul style="list-style-type: none"> The interaction with the children takes place in a sensitive and responsive way, respect is shown for the children's autonomy, boundaries are set and structure provided for the children's behaviour so that the children feel emotionally safe and protected. Children are supervised in their interactions, with them being taught social knowledge and skills through play so that they are able to build and maintain relationships with others increasingly independently and are encouraged to find out, in an open way, about generally accepted values and standards in society, with a view to respectful interaction with others and active participation in society. 																
Each childcare centre has a teaching policy plan. The operator ensures that the people who work in the childcare centre act in accordance with the teaching policy plan.	32	35	15	14	14	20	9	14	10	20	3	1	6	0	4	0

Table annex 1c The opinions on the requirements of the standards in the **Childcare process (CP)** quality area, as totals and broken down according to type of childcare and per island; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	All locations		Totals for nurseries and out-of-school care				Bonaire						St. Eustatius & Saba			
	N=64/68*		Nurseries n = 30		Out-of-school care n = 34		Nurseries n = 24		Out-of-school care n = 30		Host parent care n = 4		Nurseries n = 6		Out-of-school care n = 4	
	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI
CP1 Provision (childcare process)	30	38	9	21	18	16	6	18	15	15	3	1	3	3	3	1
CP2 Insight into development (childcare process)	11	53	4	26	7	27	2	22	7	23	-	-	2	4	0	4
CP3 Teaching and educational practices (childcare process)	25	43	6	24	16	18	4	20	15	15	3	1	2	4	3	1
CP4 Cooperation (childcare process)	36	28	14	16	22	12	10	14	19	11	-	-	4	2	3	1

* N=68 if the host parent care is also included. That is only the case with regard to provision and teaching and educational practices. Otherwise N=64.

Table annex 1d The opinions on the requirements of the standards in the **Control, Quality Assurance and Ambition (CQA)** quality area, as totals and broken down according to type of childcare and per island; absolute numbers of 'Adequate' (A) and 'Can Be Improved' (CBI)

	All locations		Totals for nurseries and out-of-school care				Bonaire						St. Eustatius & Saba			
	N=64		Nurseries n = 30		Out-of-school care n = 34		Nurseries n = 24		Out-of-school care n = 30		Host parent care n = 4		Nurseries n = 6		Out-of-school care n = 4	
	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI	A	C BI
CQA1. Vision, ambitions and goals	14	50	2	28	12	22	1	23	12	18	-	-	1	5	0	4
CQA2. Focus on execution and culture of excellence	26	38	10	20	16	18	7	17	13	17	-	-	3	3	3	1
CQA3. Evaluation, accountability and dialogue	8	56	1	29	7	27	0	24	7	23	-	-	1	5	0	4

Colophon

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