



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

**INTERIM MEASUREMENT
QUALITY CHILDCARE CARIBBEAN NETHERLANDS**

The quality of childcare on Bonaire, Saba, and St. Eustatius
in 2023

Utrecht, 26th February 2024

Foreword

There is tentative progress, but also much that needs to be improved; this is how I interpret the interim measurement on quality of childcare in the Caribbean Netherlands. For 3 years, the Inspectorate of Education has been monitoring this together with the local inspectorate on the three islands. Our first inspection was a measurement over 2021 and 2022 and based on this we identified many areas for improvement. However, we did observe a great willingness among all stakeholders to improve the quality of childcare. This second measurement covers 2023. Of course, a comparison of the inspections immediately forces itself upon us. But how much change can be achieved in a year?

We note that the childcare centres, the pedagogical staff, and others involved in childcare on the islands have made strides together over the past year. Many pedagogical employees are undergoing training with the aim of becoming better at their jobs. It is also nice to see that more than half of the locations have a professional at level 4 of Senior Secondary Vocational Education (MBO-4). And that there are more locations where the group size meets the requirements and where there is almost always a permanent professional in the group. The developments of the staff are hopeful; after all, well-trained staff are an important prerequisite for good quality childcare.

However, staff shortages remain a concern. We see many changes at the locations, which does not benefit the stability and the quality. For sustainable quality improvement, continuity is a prerequisite. I call on the locations to find ways to retain employees.

Good and sufficient staff is necessary, as is safeguarding the health and safety of children. Unfortunately, last year's concerns are not abating. This year too, we are seeing too many locations where Certificates of Good Conduct are not in order or where housing does not meet the requirements. The safety and health policy is not always in order and in the day-to-day practice there are sometimes unsafe and unhealthy situations. This should be prevented at all times.

Good planning and focus is necessary for the childcare centres and management of childcare. Especially with so much coming at the locations in the run-up to the BES Childcare Act, it is important for the Central Government, the Public Entities of the three islands, and the childcare centres to set priorities and to continue to work step by step on the quality improvement. Much has already been done, but much also remains to be done; responsible childcare is a long-term issue. This requires sufficient financial resources.

Persevere and keep the goal of responsible childcare in mind: providing a safe and healthy environment for children in which their development is stimulated through play. Continue to take joint steps to further improve the quality of childcare in the Caribbean Netherlands in the years to come.

Ria Westendorp
Deputy Inspector-General of Education

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Summary

This report contains the results of the research into the quality of childcare in the Caribbean Netherlands in 2023. It is the second measurement (hereafter: interim measurement) by the Inspectorate of Education (hereafter: the Inspectorate)¹ of the quality at all 76 locations² for daycare³, out-of-school care, and host parent care on Bonaire, St. Eustatius, and Saba. The number of childcare locations differs per island: there are 65 locations on Bonaire, 9 on St. Eustatius, and 2 on Saba. Of the over 4,000 children (0-12 years) on the three islands, more than half use childcare, mostly daily.

We examined the following topics in association with the local inspectorate on the three islands:

- whether the childcare complies with the requirements in the area of administration, staffing, and housing
- whether children are stimulated sufficiently in their development
- whether it is safe and healthy for children
- whether the management of the childcare centre steers towards improvement of the quality

We compared the results of the interim measurement with those of the first measurement (hereafter referred to as: the baseline measurement) in 2021-2022⁴. We also describe the quality of the 12 new locations. In addition, this interim measurement provides insight into the context of the islands.

Background and working method of interim measurement

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 set up the supervision of childcare in the Caribbean Netherlands. Based on the various island ordinances, we developed an assessment framework consisting of four quality areas and 12 standards.

In 2023, the Inspectorate- in association with the local inspectorates on the islands - examined the 33 daycare locations, 39 out-of-school care locations, and four host parent care locations. These were all childcare locations that had an operating licence (valid with a date between the 1st of July 2022 and the 1st of July 2023). All locations were then assessed. They received a report with the results of the inspection. Where necessary, we made remedial arrangements. In this report, we describe the outcomes of the inspections of the daycare centres, out-of-school care centres, host parent care centres (if applicable on the island).

We compare the results of the interim measurement with those of the baseline measurement to show the development of the quality.

1 The Inspectorate supervises the quality of childcare in the Caribbean Netherlands and does so in association with the local inspectorate on the islands. The supervision by the local inspectorate takes place under the responsibility of the Inspectorate. Therefore, in this report we also refer to Inspectorate when we mean both.

2 In total, this interim measurement includes survey results from 76 locations. At one new location, we only inspected the five standards, and at another new location we only inspected the seven standards. This brings the totals in the tables with all locations to 75, and in the tables with the new locations to 11.

3 In this report, we refer to daycare or childcare centre when it comes to childcare for children aged 0-4 years.

4 Inspectorate of Education. (2023). Final report baseline measurement quality childcare Caribbean Netherlands. Inspectorate of Education.

Outcome

We provide an explanation of the quality of childcare in Bonaire, St. Eustatius, and Saba in 2023. We start by sketching a general picture. Then we describe per quality area what the notable results are whether the quality has changed compared to the baseline measurement, and what the quality is at the new childcare locations.

General picture

We observe that the quality of childcare in the Caribbean Netherlands does not meet the basic quality standards and underlying requirements on several of the standards inspected. However, we do see improvement on a number of components compared to the baseline measurement. Sometimes we conclude that the improvement is not enough yet for a satisfactory score on a standard.

We also note that more locations meet important preconditions for quality improvement. More than half of the locations now employ a professional at level 4 of Senior Secondary Vocational Education (MBO-4). There are also more locations where group size meets the requirements and where there is almost always a permanent professional in the group.

At the same time, the results show that more than half of the locations do not meet the requirements concerning health and safety. At every location, Certificates of Good Conduct (VOG) must be in order and there must be someone who can give first aid to a child. All childcare providers must also offer healthy nutrition so that children can develop properly. We reiterate our call for attention to this and continue to focus on it in supervision.

Our context description in chapter 2 shows that childcare centres in the Caribbean Netherlands face sometimes complex and difficult circumstances that can affect the quality of childcare. We mention the lack of suitable housing, a shortage of staff, (too) little financial resources and, at the same time, high costs for healthy food, for example. This context may have a negative effect on the necessary quality improvement of childcare in the Caribbean Netherlands.

Below an explanation is provided of the outcome by quality area.

1. Quality area: Operation, Administration, Staff and Housing (EAPA)

If there are any changes in the operating licence, almost all locations notify the Public Entity. Most locations use the required retention period for the administration. We find that at more than half of the locations at least one adult is qualified to provide first aid to children. We are also positive about the number of professionals at level 4 of Senior Secondary Vocational Education (MBO-4). More than half the locations dispose of this kind of professional at least three days a week, who can also identify learning and developmental delays.

Looking at the stability of childcare, we also observe a positive picture in this regard. At almost all locations, childcare is provided in master groups and permanent professionals are employed. Group sizes also meet the requirements at many locations and the number of professionals is adjusted accordingly. The indoor and outdoor areas of the childcare locations are mostly safe, accessible, and equipped appropriately.

Apart from the aforementioned positive points, we also see areas for improvement in this quality area linked to risks to the development, safety, and health of children.

At many of the locations, not all staff meet the training requirements. In addition, it is not yet routine to attend annual child first aid training (EHBO). Also, more than half of the locations do not have all Certificates of Conduct (VOG) in order. At the same time, trainee professionals and apprentices are placed alone at the group at a moment when this is not yet appropriate for their stage of training. Finally, about half of all locations have insufficient square metres of indoor or outdoor space per child.

2. Quality area: Childcare Process (KP)

At more than half of the locations for daycare, out-of-school care, host parent care, we graded the offer as satisfactory. This means that children at these locations receive an offer that stimulates their development in the four development areas (language, maths, socio-emotional, and motor skills). The educational approach of the pedagogical staff at almost all locations is satisfactory. The pedagogical staff deal with the children in a positive manner. The professionals have pleasant contact with parents.

We are less positive about the monitoring of the development of children. At only one location do we find that the development of children is observed and that children receive additional guidance when needed. The educational practice of the professionals also requires improvement. At locations where this is not in order, we see, for example, that there is little playing along and that it is not being demonstrated what is intended. Parents could also be more encouraged to support the development of their child at home. The cooperation with primary schools is mostly lacking. We expect information about the development of a child to be transferred, as this is important for a continuous line of developmental support.

3. Quality area: Safety and Childcare Climate (VK)

At most locations, the childcare centre provides healthy and varied food for the children. We also find that at most locations there is a pedagogical climate in which children are treated in a sensitive and responsive manner. In doing so, children are guided in their interactions, playfully teaching them social knowledge and skills, and encouraging them to become acquainted with generally accepted values and standards in an open manner.

In this quality area, we again see some risks and this requires improvement. More than half of the locations do not have a step-by-step plan for domestic violence and child abuse or lack the appropriate steps. In addition, most locations do not have a complete safety and health policy yet. Also, at many locations the (plan of approach of the) four-eye principle is not in order; there, a second adult cannot watch or listen in or it is not put on paper that this is happening. About a third of the locations have a pedagogical policy plan (or similar document for the host parents) that meets the requirements.

4. Quality area: Steering, Quality Care, and Ambition (SKA)

At more than half of the locations for daycare, out-of-school care, and host parent care, the standard for steering on implementation and quality culture was assessed as satisfactory. It is positive that at a large proportion of the locations, the management steers on the improvement of the quality of childcare and that there is a learning and improvement culture.

At more than half of the locations for daycare, out-of-school care, and host parent care, the standard for vision, ambitions, and goals was assessed as room for improvement. Childcare centres indicate they need help with this. This has consequences for the standard for evaluation, accountability, and dialogue. There is still little monitoring and evaluation, as plans and goals to evaluate are missing in most cases.

Comparison with the baseline measurement

At the 64 locations we inspected for the second time, we see improvement in some standards and underlying requirements. For example, locations that we inspected for the second time more often have their Certificates of Good Conduct (VOG) in order. In addition, there are more locations where the maximum size of the master group is sufficient and more childcare centres where the number of professionals is adjusted to the number of children present. There are also more locations with safe, accessible, and appropriately equipped indoor and outdoor spaces. Moreover, there are more locations with an offer in the four development areas and where cooperation with parents and primary schools has improved. We also assessed the standard for vision, ambitions, and goals and for the standard for steering on implementation and quality culture more often as satisfactory.

In addition, there are standards and underlying requirements where there is no improvement; the picture is then similar to that of the baseline measurement. Sometimes there is a deterioration. Of the 64 locations we previously inspected, in this interim measurement there are fewer locations where the professionals attend annual first aid training and where at least one adult is present who can provide first aid to children. The training phase of trainee professionals and apprentices is also less often taken into account. Fewer locations, especially out-of-school care centres, have a (full) step-by-step plan for domestic violence and child abuse. Daycare centres offer healthy nutrition less often. In addition, the (plan of approach of the) four-eye principle complies at fewer locations than during the baseline measurement. The same applies to the pedagogical policy plan. Moreover, we observe that there are fewer locations where the pedagogical practice is compliant.

We have no substantiated explanation for the deterioration of the aforementioned requirements. However, we do find this deterioration worrisome, as many of these points are related to the health and safety of childcare and, therefore, of the children.

Finally, we note that while we sometimes see progress within standards, this does not always translate into a satisfactory assessment yet.

New locations

The new locations do not yet meet all requirements. For each requirement, we note that the new locations sometimes do and sometimes do not meet the standards and underlying requirements from the island ordinance and the assessment framework. This also means that the new locations do not (fully) meet the requirements that are imposed on the operating licence.

Recommendations

In the report of the baseline measurement, we made some recommendations to all stakeholders in childcare. We notice that some of these have since been implemented.

At the same time, many recommendations we made last year remain valid, sometimes supplemented by new ones. We highlight four of them:

1. We ask the childcare centres to ensure that key health and safety requirements, including Certificates of Good Conduct (VOG), are in order quickly to reduce risks to the children. We continue to intensively monitor these requirements in 2024.
2. We ask the stakeholders to continue the BES(t) 4 kids programme⁵ and support for the childcare centres and locations until the majority of sites meet the statutory requirements.
3. We ask the Public Entities to safeguard that new locations meet requirements before a licence is issued ('strict at the gate').
4. We ask the Public Entities to initiate actions for the improvement of the housing so that all children are cared for in housing that meets the requirements.

In conclusion

It takes time to raise the quality of childcare in the Caribbean Netherlands. Besides time, it requires continuous commitment and involvement of all partners. Much is asked of the childcare centres, management, and pedagogical employees in childcare. It is necessary to continue supporting them in the coming years. Think of the provision of training, education, and external support by, among others, the pedagogical coaches.

The report *Funding childcare in the Caribbean Netherlands*⁶ reveals that a large part of the organisations in the Caribbean Netherlands receive less subsidy than they incur costs in 2022. Additional measures were taken in 2023 to improve the financial situation. At the same time, much remains to be done before all locations meet the requirements imposed in the upcoming Childcare BES Act. We therefore advocate sufficient financial resources for the childcare centres in the Caribbean Netherlands. This in order to be able to make the necessary quality improvement in the coming years, to meet future statutory requirements, and to retain childcare staff.

This report can be downloaded on the website of the Inspectorate (www.onderwijsinspectie.nl).

⁵ Within the BES(t) 4 kids programme, the Public Entities and the Ministries of Social Affairs and Employment (SZW), Education, Culture and Science (OCW), Public Health, Welfare and Sport (VWS) and the Interior and Kingdom Relations (BZK) are working closely together to achieve the improvements in childcare.

⁶ Sjoerd Boerdijk, Tom Smits, Saskia de Rijke, and Koert van Buijen. (2023). *Funding childcare in the Caribbean Netherlands, Phase III – second cost measurement and definitive advice funding methodology*. Amsterdam Bureau for Economics.

1 Introduction

1.1 Background

In 2020, the Inspectorate was given the task of supervising the quality of childcare on Bonaire, St. Eustatius, and Saba (hereinafter referred to as: BES). Due to the Covid-19 pandemic, the supervision did not start in 2020, but in June 2021. From then on, we conducted a baseline measurement of the quality of daycare, out-of-school care (BSO), and host parent care (GOO). We completed this in 2022. In April 2023, we published the outcome of the baseline measurement in the *Final Report on Baseline Measurement Quality Childcare in the Caribbean Netherlands*. The report was sent to the House of Representatives with the policy response of the Minister for Poverty Policy, Participation and Pensions, also on behalf of the Minister for Primary and Secondary Education. This policy response states the following: "I continue to monitor the quality of childcare and look forward to the outcome of the next monitoring inspections and reports of the Inspectorate. These shall show whether the efforts and energy actually lead to quality improvement. I shall inform the Honourable Chamber in early 2024 about the quality of childcare in the Caribbean Netherlands".

The baseline measurement showed that the quality of childcare in the Caribbean Netherlands needs to be improved. This is necessary to meet the requirements of the island ordinances and the requirements of the forthcoming Childcare BES Act. We saw enthusiasm and commitment among the childcare centres, management, and professionals involved to improve the quality of childcare. At the same time, we noticed that the childcare centres and professionals in childcare in the Caribbean Netherlands are at the very beginning of a process to improve the quality step by step.

In 2023, we again inspected the quality of all childcare locations on Bonaire, St. Eustatius, and Saba. We agreed with the relevant departments SZW and OCW to also report on the outcome of the interim measurement of the quality of childcare. We do so in this report in which we present the outcome of the measurement of the quality of childcare in the Caribbean Netherlands in 2023, and changes therein compared to the baseline measurement carried out in 2021 and 2022.

1.2 Interim measurement of the quality of childcare in the Caribbean Netherlands

The report is entitled *Interim measurement quality childcare Caribbean Netherlands*. The word 'interim measurement' refers to the measurement of the quality, which takes place between the baseline measurement and the moment the Childcare BES Act enters into force. The intended date of entry into force is the 1st of January 2025 (with the exception of the funding part). At that time, the updated inspection framework for the supervision on the quality of childcare in the Caribbean Netherlands also takes effect.

The report gives opinions on the quality encountered on the standards inspected in the draft assessment framework for childcare in the Caribbean Netherlands. We differentiate between daycare / childcare centre (KDV), BSO, and GOO.

We inspected a total of 76 locations on the three islands:

- Bonaire: 27 KDV, 34 BSO, and four GOO;
- St. Eustatius: five KDV, and four BSO;
- Saba: one KDV, and one BSO.

This concerns all childcare locations that had an operating licence (valid between the 31st of May 2022 and the 1st of July 2023).

The following changes have taken place since the baseline measurement:

- There are a total of 12 new locations (11 on Bonaire, one on St. Eustatius).
- Three KDVs, three locations for BSO, and two host parents on Bonaire discontinued.

This means a total of 64 locations inspected in both measurements (28 locations for daycare, 33 for BSO, and three for GOO).

We provide a picture of the quality of childcare on the basis of the draft assessment framework. The framework can be found on the website of the Inspectorate⁷. The underlying island ordinances can be found on the BES(t) 4 kids' website⁸. We reflect the quality through the assessments given on the 12 standards divided into four quality areas.

The four quality areas are:

1. Operation, Administration, Staff, and Housing (EAPA)
2. Childcare Process (KP)
3. Safety and Childcare Climate (VK)
4. Steering, Quality Care, and Ambition (SKA)

The 12 standards are:

- EAPA1 Registration and administration
- EAPA2 Staff and groups
- EAPA3 Housing
- KP1 Offer
- KP2 Insight into development
- KP3 Pedagogical-educational practice
- KP4 Cooperation
- VK1 Health and safety
- VK2 Pedagogical climate
- SKA1 Vision, ambitions, and objectives
- SKA2 Steering on implementation and quality culture
- SKA3 Evaluation, accountability, and dialogue

On the requirements under the five standards in the quality areas EAPA and VK, we give the assessments compliant and non-compliant. We give the assessments room for improvement, satisfactory, and good under the seven standards in the quality areas KP and SKA. The *Technical Report*, including the draft assessment framework, can be found on the website of the Inspectorate.

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

8 <https://www.best4kids.nu/>

We inspected the quality per location at two moments:

- In the period March 2023 up to and including October 2023, the annual inspections of the five standards in the EAPA and VK quality areas and all underlying requirements took place by the local inspectorate.
- The inspection by the Inspectorate of the seven standards in the KP and SKA quality areas took place in:
 - January 2023: St. Eustatius and Saba
 - March 2023: Bonaire, half of all locations
 - September 2023: Bonaire, other half of all locations

In this report, we only include the outcome of the annual inspections. We do not include the outcome of the recovery inspections in this interim measurement. This means that changes may have taken place since the interim measurement and the publication of this report. If the childcare centres complied with the remedial arrangements made, then the current situation is expected to be better.

The *Technical Report* details the procedure during the investigation at the locations.

1.3 Inspection questions

The inspection focuses on two main questions. The first main question can be broken down into five sub-questions.

Main question 1.

What is the quality of childcare (at all locations for daycare, BSO and GOO) on Bonaire, St. Eustatius, and Saba in 2023 on the 12 standards inspected from the draft assessment framework?

Sub-questions arising from this with the corresponding standards are:

Sub-question 1a.

Does the childcare meet the requirements in the area of administration, staffing, and housing?

Quality area: Operation, Administration, Staff, and Housing (EAPA)
Standards:

- EAPA1 Registration and administration
- EAPA2 Staff and groups
- EAPA3 Housing

Sub-question 1b.

Are the children sufficiently stimulated in their development?

Quality area: Childcare Process (KP)
Standards:

- KP1 Offer
- KP2 Insight into development
- KP3 Pedagogical-educational practice
- KP4 Cooperation

Sub-question 1c.

Is it safe and healthy for children?

Quality area: Safety and Childcare Climate (VK)

Standards:

- VK1 Health and safety
- VK2 Pedagogical climate

Sub-question 1d.

Does the management of the childcare steer towards the improvement of the quality?

Quality area: Steering, Quality Care, and Ambition (SKA)

- SKA1 Vision, ambition, and objectives
- SKA2 Steering on implementation and quality culture
- SKA3 Evaluation, accountability, and dialogue

Sub-question 1e.

What is the outcome per standard at the 12 new locations⁹?

Main question 2.

What are the differences in outcome per standard compared to the baseline measurement in 2021 or 2022 (only at locations that were also inspected then)?

1.4**Reading guide**

This report is structured as follows. Chapter 2 contains a description of the context of childcare on the three islands. Chapter 3 contains the outcome of the inspections. Chapter 4 contains the conclusions and recommendations. We conclude with an outlook in Chapter 5.

⁹ By new locations, we mean locations for daycare, BSO or GOO with an operating licence issued between July 2022 and July 2023.

2 Context of childcare in the Caribbean Netherlands

In this chapter, we outline the context of childcare in Bonaire, St. Eustatius, and Saba. We first describe the size of the childcare sector in the Caribbean Netherlands in 2023 in section 2.1. Section 2.2. follows with a description of, among other things, the context regarding location housing, staffing, finances, and other relevant childcare issues. This context information mainly concerns impressions that we distilled from the interviews with childcare centres, pedagogical staff, representatives of the Public Entity, BES(t) 4 kids, and external network partners. In addition, we consulted external documents. This description is intended for illustration purposes.

2.1 Childcare in the Caribbean Netherlands in 2023

In this section, we first provide an overview of the size of the childcare sector in the Caribbean Netherlands in 2023.

Table 2.1: Number of locations on the islands per type of childcare

	KDV	BSO	GOO
Bonaire	27	34	4
St. Eustatius	5	4	0
Saba	1	1	0

Table 2.1 shows that there are a total of 76 childcare locations on the three islands. Some holders offer both daycare and out-of-school care (BSO) at the same location. We marked these as two locations, because they represent two objects of supervision for the supervisory authority.

Table 2.2: Number of children on the islands per age group (1st January 2023)

	Aged 0 - 3	Aged 4 -12	Aged 0 -12
Bonaire	960	2,344	3,304
St. Eustatius	161	348	509
Saba	61	182	243

Table 2.2 shows that there are a total of 3,304 children aged 0 to 12 on Bonaire. There are 509 children of this age on St. Eustatius, and 243 children aged 0 to 12 on Saba.

Table 2.3: Number and percentage of children that relies on a childcare location

	KDV		BSO		GOO	
	n	%	n	%	n	%
Bonaire	712	74	1,295	55	12	0.4
St. Eustatius	90	56	166	48	0	0
Saba	56	92	76	42	0	0

Table 2.3 shows the number of children who use the different types of childcare and what percentage of the total number of children this represents.

2.1.1 *Bonaire*

On Bonaire, there are 27 locations for daycare (aged 0 to 3), see Table 2.1. In addition, there are 34 locations for BSO (after school; aged 4 to 12), and four locations for host parent care (GOO) (aged 0 to 12). There are some childcare providers (hereinafter referred to as: childcare centres or operators) who operate multiple daycare centres (KDV's) or who also offer BSO.

As Table 2.2 shows, there are a total of 3,304 children aged 0 to 12 in Bonaire. Of the 960 children aged 0 to 3, 74% use daycare. There are 2,344 children aged 4 to 12. Of these children, 55% use BSO. Only 0.4% use GOO (aged 0 to 12).

2.1.2 *St. Eustatius*

On St Eustatius, there are five locations for daycare (aged 0 to 3), see Table 2.1. Two of these locations do not offer full daycare for children aged 0 to 3. They only offer early stimulation care: morning care for children aged 3 to prepare them for primary school. There are also four locations that offer BSO (aged 4 to 12), one of which is exclusively for girls. St. Eustatius has no GOO. There are no childcare centres who have multiple KDV's or BSO. However, there is one childcare centre that offers both daycare and BSO. There is also one organisation that, besides daycare, also cares for some children participating in the early stimulation groups in the afternoon. They also fall under daycare, as these are children who are not yet attending primary school.

As shown in Table 2.2, there are a total of 509 children aged 0 to 12 on St. Eustatius. Of the 161 children aged 0 to 3, 56% are cared for at one of the five locations for daycare. There are 348 children aged 4 to 12. Of these children, 48% make use of BSO.

2.1.3 *Saba*

On Saba, there is one location for daycare (aged 0 to 3) and one location for BSO (aged 4 to 12), see Table 2.1. There is no GOO on Saba.

As Table 2.2 shows, there are a total of 243 children aged 0 to 12 on Saba. Of the 61 children aged 0 to 3 years, 92% use daycare. There are 182 children aged 4 to 12. BSO houses 42% of these children after school.

2.2 **Context description of childcare in the Caribbean Netherlands**

Daily childcare for all children

Most children aged 0 to 4 who attend daycare use it five days a week. Daycare opening hours are usually from 7:30 until 17:30 o'clock. In practice, we see that many babies, toddlers, and pre-schoolers use daycare for 40 to 50 hours a week. For children aged 1.5 to 2, the day often starts in the circle, after which they have breakfast together. After that, there are various activities, such as singing together and craft activities. At lunchtime, there is a hot meal together, a moment of rest, and activities again.

Children aged 4 to 12 attending BSO are either brought by parents/other adults or collected by the BSO professionals. BSO usually starts for the children between 12:00 and 13:00 o'clock. They start the afternoon with a hot meal and often a moment of rest. Then there is an opportunity to do homework and around 15:00 o'clock the activities start. These last until around 17:00 or 17.30 o'clock. Children spend around 20 to 25 hours a week at BSO.

Many children in the Caribbean Netherlands grow up in a socio-economically unfavourable situation. Some of them live in a family in which the income of the parents / carers is insufficient to meet living expenses. "The incomes are too low and the cost of living is extremely high. As a result, many parents (...) cannot get their finances in order"¹⁰. Our conversations at the locations show that many parents work full-time. They sometimes have multiple jobs to meet the (rising) cost of living. "People who have to make ends meet with multiple (part-time) jobs often do not have enough energy and time left for their families and raising their children"¹¹. This increases the importance of good childcare.

The working language on Bonaire is Papiamentu. At most locations, this is the language spoken with the children, sometimes in combination with Dutch and sometimes Spanish or English. At some locations, Dutch is the working language. The working language on St. Eustatius and Saba is English.

Growth in number of locations and a shortage of baby places

On Bonaire, a total of 11 new childcare locations have started in 2023 and there is also one new BSO on St. Eustatius¹². At the same time, as during the baseline measurement, there is a shortage of baby care places on Bonaire. Although the fee for looking after babies has been increased, there are hardly any childcare centres that want to start baby care. Existing childcare centres discontinue baby care, for example because they cannot realise separate sleeping quarters in the premises and, therefore, do not meet the requirements or because the funding for baby care was not sufficient. We cannot comment on the level of waiting lists; there is no central registration of the number of children on the waiting list and estimates vary.

Healthy food remains expensive

We notice that at daycare on the three islands, children receive breakfast in the morning and a hot meal at lunchtime. At BSO, the children also receive a hot meal. The children also get a snack once or twice a day. Some children bring their own food, but at most locations they either cook for themselves or prepare and buy food at another location. Fresh fruit and vegetables are very expensive on the three islands. The Public Entity Bonaire has therefore set up a "basic basket". 'Bon Kompra Plùs' is a basket of 38 basic products each with a maximum price. Based on the public interest, the Executive Council does not want these products to be sold above the set maximum price¹³. It remains a challenge for childcare providers to offer children enough fruit and vegetables, fresh or canned, every day. Also, according to the pedagogical staff and children we spoke to in BSO, not all children are used to eating this kind of food.

Developmental stimulation in childcare

10 Making ends meet. A reflection on poverty-related issues in the Caribbean Netherlands. Page 6. Report number: NO/KOM 2023/179 | Date: 23rd November 2023.

11 Caribbean Netherlands Social Minimum Committee. (2023). *A dignified existence. A social minimum that provides increasing prospects for self-reliance*. Page 38. Caribbean Netherlands Social Minimum Committee.

12 This location already had a licence to provide out-of-school care, but in 2023, it was the first time children aged 4 were there.

13 Bon kompra plùs: the basic basket for consumers. Public entity Bonaire: 'Bon kompra plùs': the basic basket for consumers (bonairegov.com), 20th December 2023.

Most children on the three islands spend relatively many hours in childcare compared to children in the European Netherlands. This makes it even more important to stimulate and support children in their broad development in a playful way and to the maximum extent, with a good content-based offer. Compared to the baseline measurement, we see that many locations now work with a different offer. Bonaire is also working on an island-specific programme for both childcare and groups 1 and 2 in primary school. On Saba and St. Eustatius, they work with the Highscope programme.

Staffing: higher level of education and shortages

During our inspections, we spoke to many enthusiastic and motivated professionals, who are participating in (further) training to obtain a higher level of Senior Secondary Vocational Education (MBO) to meet current (and future) requirements. Some have now completed MBO level 2 and are now following an MBO level 3 course. Many pedagogical staff also take various courses, such as first aid for children or working with a new programme.

We hear back that staff shortages persist. This creates competition among the childcare centres to recruit and retain scarce (and adequately qualified) staff. During our investigations, we hear about the many staff changes at the locations. This creates several new faces for the children in the group. Staff changes can be a risk to the stability, the continuity in working on quality improvement, and the safeguarding of the quality achieved.

At a few locations, we see the creation of combined childcare - primary education positions, with professionals working in primary education in the morning and in BSO in the afternoon. We also hear that pedagogical staff choose education rather than childcare, because education is subject to a collective labour agreement (CLA) and childcare is not.

Shortage of appropriate housing

We hear from the childcare centres that there is a shortage of suitable childcare housing. There is a mix of childcare locations on the islands. These are mostly rented residential houses and sometimes privately owned residential houses. In addition, childcare is provided in churches, mobile units (containers), and multifunctional childcare centres that house childcare and education. There are old, renovated, and new buildings. Just as during the baseline measurement, we see small locations where one group of babies, toddlers, and pre-schoolers is taken care of, and large locations where several groups for daycare and BSO are housed. BSO also uses primary school classrooms at some locations.

Childcare centres indicate that it is difficult for them to find suitable spaces. We spoke to childcare centres who incur costs to make their rented residential house suitable for the provision of childcare. We also spoke to holders who are not having their lease agreements renewed and are urgently looking for other suitable premises. We also see childcare centres who are looking for one large building and now have multiple locations with a certain age group at each location. Parents with multiple children then have to pick up their children at multiple locations.

Safety: training and signals

Meanwhile, courses are being offered on Bonaire several times a year, launched by the BES(t) 4 kids programme in cooperation with various parties. There are, for instance, courses for first aid for children and working with the reporting code for domestic violence and child abuse. Because of these fixed (refresher) training moments, it is easier for holders to meet the requirements of the island ordinance.

We do hear back that not all staff can participate, because there is a maximum number of places.

On St. Eustatius and Saba, there are sufficient course opportunities to obtain a first aid diploma focused on children. We hear at the locations that there is a need for training in working with the reporting code for domestic violence and child abuse.

On the islands, until the Childcare BES Act comes into force, it is not clearly established where parents, pedagogical staff, and childcare centres can go if they have concerns about the, physical and emotional, safety of a child. Both the Inspectorate and the local inspectorate receive signals about possible unsafety at childcare locations. Parents, staff members, and childcare centres are increasingly aware of how to find the Inspectorate. We include these signals in our supervision; it may lead to an (unannounced) investigation. Where necessary, we refer to the childcare centres or to other organisations. In case of urgent signals, so-called contingencies, about possible unsafety for children and/or staff at the childcare centre, we directly contact the Public Entity. We also refer, among others, to the domestic violence and child abuse hotline.

In 2023, there were contingencies at a few locations related to shortcomings in childcare health and safety. In these situations, there was intensive contact between the childcare centres, the Public Entity of the relevant island, the local inspectorate, and the Inspectorate. In one contingency, steps were taken towards temporary closure by the Public Entity using an escalation ladder. This process was evaluated and adjusted to be able to act faster in similar situations.

More assistance from care organisations for childcare

Each of the three islands has its own care structure. On Bonaire, Akseeso, the organisation for care and social assistance, has tasks in the field of (supporting) childcare. Youth health care, for instance, falls under Akseeso. Pedagogical coaches are also deployed for childcare. They are all linked to a number of locations. They support, for instance, in dealing with care children, observing children and pedagogical staff, or drawing up policy plans.

A pilot for care toddlers is ongoing on Bonaire¹⁴. In the run-up to the new Act, the Expertise Centre Education Care (EOZ) is given more tasks. On Saba and St. Eustatius, the lines of communication with external partners are short. Nurses on those islands are also often a point of contact when it comes to children with specific care needs.

Support from “twinning” partners

St. Eustatius and Saba had already been working closely with childcare organisations in the European Netherlands. In September 2023, Bonaire also started so-called twinning. The aim is to learn from each other and to contribute to raising the quality of childcare on the islands.

Financial shortages

In the report of the baseline measurement, we highlighted the need for sufficient financial resources to improve the quality of childcare and to retain childcare staff. During our 2023 childcare inspections, the lack of financial resources also came up regularly.

¹⁴ Rijksdienst Caribisch Nederland. (2023, 20th December). Start of pilot childcare for children with special care needs, Rijksdienstcn.com. 20th December 2023.
<https://www.rijksdienstcn.com/actueel/nieuws/2021/mei/19/start-pilot-kinderopvang-voor-kinderen-met-een-speciale-zorgbehoefte>.

The report *Funding Childcare Caribbean Netherlands*¹⁵ shows that a large part of the organisations in the Caribbean Netherlands will receive less subsidy in 2022 than it incurs in costs: 'Many organisations received insufficient subsidy (and income from parental contributions) in 2022 to cover the costs. Also for 2023, despite an increase in subsidy, this seems to be the case for some of the organisations. A number of organisations were asked how they deal with this difference between subsidy and costs. In response, it was indicated that this difference is met by drawing on existing buffers, not paying salaries (or paying them late), running up credits with suppliers, and taking out (private) loans'.

¹⁵ Amsterdam Bureau for Economics. (2023). *Funding Childcare Caribbean Netherlands, Phase III - second cost measurement and definitive advice costing methodology*. Amsterdam Bureau for Economics.

3 Quality of childcare in the Caribbean Netherlands

In this chapter, we discuss the outcome of the inspections of the quality of childcare. Each subsection contains the outcome per quality area. Each subsection contains the outcome of one standard from the assessment framework. The explanation of the outcome is based on a sample from the underlying definitive location reports. For the standards in the quality areas KP and SKA, we included some texts from the location reports in a text box for illustration purposes. We chose reports that are a good reflection of the situation found at the locations (room for improvement / compliant) or are an example for others (good).

The Technical Report accompanying this publication contains all the opinions of the Inspectorate per standard inspected, per care type, and per island. The Technical Report also contains the tables comparing the assessments of the interim measurement and the baseline measurement. In total, we were able to compare the assessments of 64 locations. The results of the new locations are shown in independent tables.

3.1 Administration, Staff, and Housing Requirements (EAPA)

In this section, we describe the standards from this quality area:

- Registration and administration (EAPA1)
- Staff and groups (EAPA2)
- Housing (EAPA3)

3.1.1 Registration and administration (EAPA1)

In particular, the Registration and Administration standard (EAPA1) consists of the requirements that the Public Entity imposes on the operating licence.

Main outcome Registration and Administration (EAPA1)

- Almost all locations have a (correct) operating licence (72). This is in the name of a natural person or legal entity at almost all locations (73) and is affixed in a visible place at most locations (60). The latter is an improvement compared to the baseline measurement.
- If there are any changes in the licence, many locations (43 out of 47) pass them on to the Public Entity.
- Compared to the baseline measurement, fewer locations are using the required retention period for the administration; this mainly concerns daycare centres (KDV's) (baseline measurement 27, interim measurement 22).
- The 11 new locations have their operating licences in order and a majority meet the conditions (nine out of 11). One location has received a temporary exemption from the Executive Council.

Operating licence

The core of this standard is that the operator¹⁶ of the childcare centre has an operating licence and meets the requirements that are imposed on it by the Public Entity. In addition, it must keep records, for example of the Certificates of Good Conduct (VOG) and diplomas of the professionals.

Table 3.1a The assessments of the requirements imposed on the **Registration and Administration (EAPA1) – Operating licence**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N) and 'not applicable' (X).

	Total			KDV			BSO			GOO		
	V	N	X	V	N	X	V	N	X	V	N	X
1. The operator has an operating licence.	72	3	0	33	0	0	35	3	0	4	0	0
2. The operator meets the conditions.	27	48	0	12	21	0	14	24	0	1	3	0
3. The licence is in the name of a natural person or legal entity.	73	2	0	32	1	0	37	1	0	4	0	0
4. The operator communicates changes in the registered name to the Public Entity.	38	0	37	18	0	15	17	0	21	3	0	1
5. The licence has been affixed at a visible location.	60	15	0	27	6	0	29	9	0	4	0	0
6. The operator communicates changes in the licence and the reasons to the Public Entity.	43	4	28	19	2	12	22	1	15	2	1	1
7. The operator has a temporary exemption from the Executive Council in respect of certain obligations.	17	3	55	9	1	23	8	0	30	0	2	2
8. The operator must retain the administration for at least five years.	57	13	5	23	7	3	31	5	2	3	1	0

Table 3.1a shows the assessments on the Registration and Administration (EAPA1) - Operating Licence requirements. 72 locations have an operating licence issued by the Public Entity and three did not have a correct operating licence. The first location had moved and the holder did not have the new operating licence on the day of the investigation. At the second location, childcare was provided without a licence for the address in question. At the third location, the operating licence was not available to the supervisory officer. Where the licence was not in the name of a natural person, one case involved incorrect registration of the name of the childcare centre and one involved an incorrect address. 11 new locations assessed on EAPA1 have an operating licence. A majority of these meet the conditions (nine out of 11).

At the same time, we note that the majority of locations (48) do not yet meet the conditions for the operating licence. This is mainly due to the licensing process on Bonaire. At the time, locations received an operating licence without meeting all the requirements laid down in the island ordinance (see also the report of the baseline measurement)¹⁷. Licences have been issued stating that holders are given additional time (grace periods) to comply with the requirements in certain areas, or where a licence has been issued for more childcare places than the (housing) rules allow. Most grace periods expire at the end of 2024.

If there are changes in the registered name, the holders communicate this to the Public Entity (38). Compared to the baseline measurement, this happens less often. This may be because there were fewer changes to pass on (the number of not applicable assessments arrives at 37 in the interim measurement).

¹⁶ Operator also stands for holder of a childcare centre or host parent.

¹⁷ Inspectorate of Education. (2023). *Final report baseline measurement quality childcare Caribbean Netherlands*. Inspectorate of Education.

A majority of the locations (60) affixed the licence in a visible location. This is an improvement compared to the baseline measurement. Back then, this was 32 locations.

A majority of the locations (57) apply the required retention period for the administration. However, the interim measurement did give the compliant assessment less often compared to the baseline measurement. This decrease in the number of compliant assessments (from 59 to 53) was mainly caused by the daycare centres (from 27 to 22). Some of the holders are in the process of digitising their administration. However, we also saw that the administration is kept in hard copy. Where the administration is not compliant, this is mainly because not the entire administration is present at the location. For example, diplomas, school statements, floor plans or Certificates of Good Conduct (VGO) may be missing.

3.1.2 *Staff and groups (EAPA2)*

The Staff and Groups standard (EAPA2) consists of requirements regarding staff, Certificates of Good Conduct (VOG), the stability of childcare, and the number of professionals.

Staff

Main outcome Staff and Groups (EAPA2) – Staff

- At a majority of the locations, the professionals do not or not all have the required level of training (52). This is similar to the baseline measurement and also applies to the new locations (eight out of 11 do not comply). Raising the educational level of the pedagogical staff logically takes time.
- More than half of the locations have at least one adult present who can administer first aid to children (40). Taking this training annually is not compliant at 40 locations; this is a decline from the baseline measurement. New locations also fail both requirements more often than they do (seven and nine out of 11, respectively).
- At more than half of the locations (44), a professional with education at level 4 of Senior Secondary Vocational Education (MBO-4) has been appointed and at more than half of the locations they are there at least three days a week (43). At the new locations, both requirements are met at about half of the locations (six out of 11).

Table 3.1b The assessments of the requirements imposed on **Staff and Groups (EAPA2) – Staff**, totals and broken down based on type of childcare: **absolute** numbers 'compliant' (V), 'non-compliant' (N), 'not applicable' (X), and 'not assessed' (NB)¹⁸

	Total				KDV			BSO		GOO		
	V	N	X	NB	V	N	NB	V	N	V	N	X
1. Professionals dispose of a pedagogical training at level 3 of Senior Secondary Vocational Education (MBO-3)*.	22	52	0	1	8	24	1	13	25	1	3	0
2. At least on adult is present who is qualified to provide first aid to children.	40	35	0	0	18	15	0	21	17	1	3	0
3. A first aid for children training must be followed annually.	35	40	0	0	15	18	0	19	19	1	3	0
4. A professional is employed who disposes of a training at level 4 of Senior Secondary Vocational Education (MBO-4) who specifically focuses on the signalling of learning and developmental delays**.	44	27	4	0	21	12	0	23	15	0	0	4
5. Professionals at level 4 of Senior Secondary Vocational Education (MBO-4) are employed at least three days a week.	43	28	4	0	20	13	0	23	15	0	0	4

* For Bonaire, professionals should have training at level 3 of Senior Secondary Vocational Education (MBO-3). For St. Eustatius and Saba, professionals must have training at level 2 of Senior Secondary Vocational Education (MBO-2). On these islands, employees follow the English-language variant, the *Caribbean Vocational Qualification (CVQ)* training courses. This is similar to the levels of Senior Secondary Vocational Education (MBO). The professionals must therefore be qualified at least at level 2 of Senior Secondary Vocational Education (MBO-2) (CVQ level 2).

** For Bonaire, the professional must have an education at level 4 of Senior Secondary Vocational Education (MBO-4). For St. Eustatius and Saba, this is level 3 of Senior Secondary Vocational Education (MBO-3) (CVQ level 3).

Table 3.1b shows the assessments of the requirements imposed on Staff and Groups (EAPA2) - Staff. It is noticeable that 52 of the 74 locations assessed do not yet meet the training requirements, or not for all the professionals. At the new locations, eight out of 11 professionals do not have the required level of training.

Our inspections on Bonaire show that most professionals are educated at level 2 or level 3 of Senior Secondary Vocational Education (MBO-2 or MBO-3). The requirement to have at least pedagogical training at level 3 of Senior Secondary Vocational Education (MBO-3) ensures that many professionals go back to school. A few professionals are at level 1 of Senior Secondary Vocational Education (mbo-1) or are unskilled. Also, on Saba and St. Eustatius, meeting the educational requirements demands a lot from the organisations and professionals. The inspections show that professionals are in the process of attaining or have already attained the requirement of level 2 of Senior Secondary Vocational Education (MBO-2) as required on these islands. At one location this requirement was not assessed.

At 40 locations, at least one adult is present who is qualified to administer first aid to children. Compared to the baseline measurement, this is a decline (36 compared to 49 in the baseline measurement), which appears to originate mainly from BSO. At 40 locations, no one attended first aid training in the past year. This is a decline (33

¹⁸ The figures from the baseline measurement differ from what is included in the 2023 report. The Technical Report includes an explanation on this.

compared to 51 in the baseline measurement). We see at these locations that certificates have expired. It is also not always clear whether specific training in first aid for children has been followed. While this is a requirement pursuant to the island ordinance. There are also locations where first aid training has recently been followed, but the pedagogical staff member(s) has (have) not received a certificate yet. If the certificates were not sent in the period between the draft report of the inspection and the final report then we uphold the assessment non-compliant. At seven of the 11 new locations, there is no adult present who has a child first aid certificate and nine of the 11 do not repeat this annually.

We observe that at 44 locations, a professional has training at level 4 of Senior Secondary Vocational Education (MBO-4), aimed at the signalling of learning and developmental delays. Most pedagogical training is currently provided at level 3 of Senior Secondary Vocational Education (MBO-3), but level 4 of Senior Secondary Vocational Education (MBO-4) is also followed by some professionals. On St. Eustatius and Saba, the requirement is level 2 of Senior Secondary Vocational Education (MBO-2) and at least one professional trained at level 3 of Senior Secondary Vocational Education (MBO-3) must be employed for at least 3 days a week. There is no training at level 4 of Senior Secondary Vocational Education (MBO-4) on these islands. At six of the 11 new locations assessed, a vocational employee trained at level 4 of Senior Secondary Vocational Education (MBO-4) is present 3 days a week.

Certificate of Good Conduct (VOG)

Main outcomes Staff and Groups (EAPA2) – Certificate of Good Conduct

- At about half of the locations (40), there is not a (current) Certificate of Good Conduct (VOG) for everyone. At the locations we inspected for the second time, there is an improvement (16 baseline measurement, 29 interim measurement). New locations sometimes have the Certificates of Good Conduct (VOG) in order (six) and sometimes not or not completely (five).

Table 3.1c The assessments of the requirements imposed on **Staff and Groups (EAPA2) – Certificate of Good Conduct**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N) and 'not assessed' (NB)

	Total			KDV			BSO		GOO	
	V	N	NB	V	N	NB	V	N	V	N
1. Everyone who is employed at the location has a Certificate of Good Conduct (VOG).	35	40	0	18	15	0	14	24	3	1
2. The Certificate of Good Conduct (VOG) was not older than three months upon submission and is updated every two years.	38	36	1	19	13	1	16	22	3	1
3. The operator of the childcare centre retains the Certificate of Good Conduct (VOG) in its administration.	43	32	0	23	10	0	17	21	3	1

Table 3.1c shows the assessments of the requirements imposed on Staff and Groups (EAPA2) - Certificate of Conduct. These are, for example, also applicable to the cook, the driver, and the board members. We found that 40 locations did not meet the requirement to have a current Certificate of Good Conduct (VOG) for everyone working at the childcare location.

The number of 40 non-compliant locations does call for nuance. It is not the case that not a single employee at these locations has a Certificate of Good Conduct (VOG). A location is only assessed as compliant if all Certificates of Good Conduct (VOG) are present and up to date. If one Certificate of Good Conduct (VOG) is missing or not up to date at a location, then the childcare centre does not meet the requirements and we gave the assessment non-compliant.

Compared to the baseline measurement, the assessment compliant was given more often (29 versus 16 in the baseline measurement). The increase is mainly due to the KDV. If we highlight the new locations, we find that at six of the 11 new locations assessed, the Certificates of Good Conduct (VOG) are in order.

The Certificate of Good Conduct (VOG) must be updated every two years for every employee of the childcare centre. At just under half (36 of the 74 assessed) of the locations, not all professionals have an up-to-date Certificate of Good Conduct (VOG). At one location, this requirement was not assessed. At three locations not everyone has a Certificate of Good Conduct (VOG), but the Certificates of Good Conduct (VOG) that are present are current and therefore this requirement was assessed as compliant by the supervisory officer. This explains the difference in the table between 35 locations (first requirement) and 38 locations (second requirement). At five new locations, the Certificates of Good Conduct (VOG) are not present for everyone or they are not current.

We observe, as during the baseline measurement, that childcare centres need to develop more routine to apply for the Certificate of Good Conduct (VOG) with the Public Entity in a timely manner. Furthermore, we note that in practice the application for a Certificate of Good Conduct (VOG) is the final piece of the recruitment and selection procedure. Often, the new professional has already started working before the Certificate of Good Conduct (VOG) is applied for. Moreover, on Bonaire, a new Certificate of Good Conduct (VOG) must be applied for each time a professional switches to another childcare centre, as the Certificate of Good Conduct (VOG) bears the name of the employer.

At more than half the locations (43), Certificates of Good Conduct (VOG) are kept with the administration. At 32 locations this is not the case.

Stability of the care for children

Main outcome Staff and Groups (EAPA2) – Stability of the care for children

- At most locations, care takes place in master groups (63) and permanent professionals are used as much as possible (69). This is similar to the baseline measurement. All new locations work with permanent professionals as much as possible.
- At more than half of the locations, the master group meets the maximum size (57). Compared to the baseline measurement, there are more locations where the maximum size of the master group meets the requirements (baseline measurement 43, interim measurement 51). The improvement mainly concerns the daycare centres. At six new locations this is in order, at four it is not.
- As during the baseline measurement, a majority of the master groups have a separate permanent master group room during the interim measurement (61).

Table 3.1d The assessments of the requirements imposed on **Staff and Groups (EAPA2) – Stability of the care for children**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N), 'not applicable' (X), and 'not assessed' (NB)

	Total				KDV				BSO			GOO
	V	N	X	NB	V	N	X	NB	V	N	X	X
1. The care is organised in master groups. A child is cared for in one master group. The maximum size is geared to the age of the children in the master group.	63	8	4	0	27	6	0	0	36	2	0	4
2. Permanent professionals are used per master group as much as possible.	69	1	4	1	32	0	0	1	37	1	0	4
3. The maximum size of the maser group complies with the requirements.	57	14	4	0	25	8	0	0	32	6	0	4
4. The operator informs parents and child in what master group the child has been placed and what professional has been assigned to it on what day.	70	1	4	0	33	0	0	0	37	1	0	4
5. There is no child that stays at a childcare centre for more than 11 consecutive hours.	68	2	5	0	31	2	0	0	37	0	1	4
6. Each master group has its own separate permanent master group space.	61	9	5	0	28	5	0	0	33	4	1	4
7. A child uses a maximum of two different master group spaces per week.	67	2	6	0	30	1	2	0	37	1	0	4

Table 3.1d shows the assessments of the requirements imposed on Staff and Groups (EAPA2) - Stability of care for children.

The children in the daycare and BSO are mostly cared for in one master group (63 locations). At 69 locations there is a permanent professional. All ten assessed new locations for daycare and BSO work with permanent professionals as much as possible.

The maximum master group size is compliant at 57 locations. Compared to the baseline measurement, KDV do better (from 16 to 23 non-compliant locations). At 14 locations, the maximum group size does not meet the requirements from the table of the island ordinance. This means that the groups at these locations are (slightly) too large. The master group size is in order at six new locations and at four it is not.

Although at 61 locations each master group has a separate master group room, this does not apply to five KDV and four BSO. In the event of KDV, it concerns, for example, the lack of a play area for children aged up to 1.5 years. In the event of BSO, it concerns, for example, not having access to the master group room, because this room is also used by the school. At those times, BSO has no master group room. Another example concerns a location where a refurbishment took place, as a result of which master groups were merged.

Almost all locations inspected (68) meet the requirement that no child stays at the childcare centre for more than 11 hours. At the two locations where children do spend more than 11 hours at the daycare centre, a single parent collects the child much too late (e.g. 20:00 o'clock instead of 18:00 o'clock at the latest). The childcare centres are approaching the parents about this.

Number of professionals

Main outcome Staff and Groups – Number of professionals

- There are 57 locations where the number of professionals is matched to the number of children present.
- The maximum master group size is compliant at 53 locations. This is similar to the baseline measurement. At five new locations this is in order, at four it is not.
- At 33 locations, the training phase of trainee professionals and apprentices is not taken into account. Compared to the baseline measurement, there is a deterioration (42 baseline measurement, 22 interim measurement). At four of the seven new locations, where this requirement was applicable, this is non-compliant.

Table 3.1e The assessment of the requirements imposed on **Staff and Groups (EAPA2) – Number of professionals**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N), 'not applicable' (X), and 'not assessed' (NB)

	Total				KDV			BSO				GOO	
	V	N	X	NB	V	N	X	V	N	X	NB	V	X
1. The number of professionals is geared to the number of children present in the master group.	57	14	4	0	27	6	0	30	8	0	0	0	4
2. The ratio between professionals and the number of children is in conformity with the table.	53	17	5	0	24	8	1	29	9	0	0	0	4
3. In case of ten hours of daycare, fewer professionals can be deployed for a maximum of three hours per day.	30	2	43	0	28	2	3	2	0	36	0	0	4
4. At GOO it regards simultaneous care of at most six children, including the relative by blood or affinity of the host parent, during which a maximum of three children aged 0 to 1.5 years can be present.	4	0	71	0	0	0	33	0	0	38	0	4	0
5. In case of the deployment of professionals in training and apprentices, the training phase in which they then are is taken into consideration.	25	33	17	0	10	15	8	15	18	5	0	0	4
6. The operator complies with the conditions in terms of when professionals in training and apprentices can be included in the calculation.	19	27	28	1	5	14	14	12	13	12	1	2	2

Table 3.1e shows the assessments of the requirements imposed on Staff and Groups (EAPA2) - Number of professionals. We note that the majority of the locations meet the requirements regarding the number of professionals. At 57 locations, the number of professionals is in order. This is an improvement on the baseline measurement. At six new locations the number of professionals is geared to the number of children. This is not the case at four new locations.

At 53 locations, the professional - child ratio is compliant. It should be noted that professionals in training count, but apprentices do not. Apprentices cannot independently manage a group. The host parents comply with the requirements regarding the number of children.

At 25 of the 58 locations where there are professionals in training or apprentices, the training phase is taken into account. This means, among other things, that in the first years of their training they are not at a group without supervision yet. At 33 locations, this is not compliant. At these locations, professionals in training and apprentices work independently in the groups, although they have not yet received sufficient training. Compared to the baseline measurement, there was question of a decline (42 baseline measurement, 22 interim measurement). At four of the seven new locations where there were professionals in training or apprentices, the phase of their training was not taken into account.

3.1.3 Housing (EAPA3)

The Housing standard consists of the requirements for indoor and outdoor spaces.

Main outcome Housing (EAPA3)	
<ul style="list-style-type: none"> • More than half of the locations (49) have safe, accessible, and appropriately equipped indoor and outdoor spaces. This is an improvement (baseline measurement 30, interim measurement 41). • At 36 locations, the indoor space per child is less than three square metres and so is the outdoor space at 35 locations. There are too many children for the number of square metres available at the locations. • The four host parents have sufficient play and sleeping space for the children, as well as sufficient outdoor play opportunities, tailored to the number and age of the children cared for. • Of the ten new daycare and BSO locations, four have too few square metres of indoor play space and five have too few (covered, shaded) outdoor play areas. 	

Table 3.1f The assessments of the requirements imposed on **Housing (EAPA3) – Requirements imposed on spaces**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N), 'not applicable' (X), and 'not assessed' (NB)

	Total				KDV			BSO				GOO	
	V	N	X	NB	V	N	X	V	N	X	NB	V	X
1. The indoor and outdoor spaces are safe, accessible, and appropriately equipped in accordance with the number and the age of the children.	49	26	0	0	22	11	0	23	15	0	0	4	0
2. There is at least three-square metres of indoor play space per child present.	35	36	4	0	19	14	0	16	22	0	0	0	4
3. There is at least three-square metres of partly covered or shaded outdoor play space per child present.	36	35	4	0	17	16	0	19	19	0	0	0	4
4. A childcare centre disposes of a separate sleeping area for children up to the age of 1.5 (only KDV).	20	3	52	0	20	3	10	0	0	38	0	0	4
5. All spaces must have been provided with good ventilation for a health indoor climate.	66	7	0	2	28	5	0	34	2	0	2	4	0
6. A GOO disposes of sufficient play and sleeping space for children, including a separate sleeping area for children up to the age of 1.5	4	0	71	0	0	0	33	0	0	38	0	4	0

geared to the number of children. Section 20 Subsection 8.													
7. A GOO disposes of sufficient outdoor play options geared to the number and the age of the children to care for. Section 20 Subsection 9.	4	0	71	0	0	0	33	0	0	38	0	4	0

Table 3.1f shows the assessments of the requirements imposed on Housing (EAPA3) - Requirements imposed on spaces. The indoor and outdoor spaces at 49 locations comply in terms of safe, accessible, and appropriate equipment. This is an improvement on the baseline measurement (baseline measurement 30, interim measurement 41). The KDV in particular improved. A total of 26 locations do not meet the set requirements. In total, eight of the 11 new locations assessed are compliant.

When assessing the indoor and outdoor spaces, we check, for example, whether there are no dangerous objects that children can hurt themselves on, whether sockets are covered, whether the sleeping area for babies meets requirements, and whether a cleaning schedule is used. In some locations, the rooms are very dirty or dusty and are not cleaned properly. This can be a risk to the health of the children and the professionals. We therefore make arrangements with the childcare centre at these locations. A short remedial period is then applicable.

The requirement of three-square metres of indoor and outdoor space per child is not met at about half of the locations. Especially at childcare centres in residential and rented houses, this requirement can often not be met. Of the ten new daycare and BSO locations, four locations have too few square metres of indoor play space for the number of children and five locations have too few (covered, shaded) outdoor play areas for the number of children.

If spaces in a house or building are added up, sometimes the number of square metres in relation to the number of children present suffices. What pinches, however, is the requirement of a separate space for a master group. At most, the 'living room' of these kinds of locations meets the standard. Making other rooms suitable often requires major and costly adjustments. These are investments that childcare centres often cannot afford. Moreover, childcare centres in rented houses are usually not allowed by their landlord to refurbish. The number of square metres of indoor space is also assessed as non-compliant if no floor plan is present. As a result, we cannot determine what the actual area is, even if it appears sufficient on the face of it. This is the case at some locations.

The problem of lack of space in houses is also seen in outdoor space. This is often limited and by no means always equipped with a canopy or play equipment, so there is not always shade or a play opportunity. At 35 locations, the outdoor space does not meet requirements. Many childcare centres are non-compliant because they do not have a plan of the outdoor area.

At three KDV, the separate sleeping area for children up to the age of 1.5 does not meet the imposed requirements. There is no separate sleeping area or the sleeping area has a passage to other rooms. However, ventilation is adequate at almost all locations (66). Where it is not (seven locations), this requires improvement in the short term. We made short-term remedial arrangements with the childcare centre at these locations.

By this standard, the four host parents meet all requirements that are applicable to the GOO.

3.2 Childcare Process (KP)

In the following subsections, we describe the assessments per standard from the quality area Childcare Process (KP):

- Offer (KP1)
- Insight into development (KP2)
- Pedagogical-educational practice (KP3)
- Cooperation (KP4)

3.2.1 Offer (KP1)

The core of the Offer standard is that the offer prepares children for primary school and society. Components of the description of the standard include:

- the programme used to playfully challenge children in the development of their motor, cognitive, social, and creative skills
- an offer that takes the home language of the children into account
- an activity programme on which targeted work is carried out
- a day rhythm
- equipment of the spaces and play materials appropriate to the development of the children

Main outcome Offer (KP1)

- At 42 locations for daycare, BSO, and GOO, the offer is assessed as compliant.
- Compared to the baseline measurement, there has been an improvement. Among the 64 locations we inspected for the second time, the number of locations with the satisfactory rating increased from 28 to 35. This increase is mainly from the daycare (from nine to 14).
- At one GOO the offer is good.
- Of the 11 new locations where we assessed the offer, seven locations received a satisfactory and one a good assessment.

Table 3.2a The assessments of the **Offer** standard (KP1) totals and broken down based on type of childcare; absolute numbers 'satisfactory', 'room for improvement', and 'good'

	Total	KDV	BSO	GOO
Satisfactory	42	18	23	1
Room for improvement	32	15	15	2
Good	1	0	0	1

Table 3.2a shows the assessments of the Offer standard. At 42 locations for daycare, BSO, and GOO, the offer was assessed as satisfactory. Compared to the baseline measurement, there was an improvement. Of the 11 new locations where we assessed the offer, seven locations were assessed as satisfactory and one as good.

Because of the difference between the content of the Offer standard at the daycare, BSO, and GOO, we make a distinction in the explanation below.

Explanation KDV

At 18 KDV, we assessed the Offer as satisfactory. At some of them, the professionals work with a clear daily rhythm for the children. They also make use of an (integral) offer in the different development areas (cognition, socio-emotional, motor skills, and creativity) of the children. Compared to the baseline measurement, we see that a pre-school programme is used increasingly more often and that there is a goal-oriented offer more often.

Professionals often work from annual plans, with themes as the starting point. They then make monthly or weekly plans with activities. We find that a connection is made with goals of the offer in the four development areas.

The children in the daycare benefit from a language-rich learning environment, especially since several languages are spoken on the islands. Therefore, a good language programme with room for vocabulary development and speaking and listening skills is important. The locations tend to be multilingual, with Papiamentu (Bonaire) and English (St. Eustatius and Saba) being the most commonly spoken languages, followed by Dutch and Spanish. Often, the professionals match the home language of the children. However, what could be better at some of the locations is a pre-planned and reasoned offer of the different languages.

We see that some of the locations adjusted the arrangement of the rooms and acquired more play and development materials. For example, some of the locations set up different corners (a home corner, reading corner, craft corner, construction corner or play corner) in which the children can explore. Other locations could improve in this area. We also see that the professionals themselves develop materials that fit the theme.

At the locations where the provision was assessed as room for improvement, goals are often not worked with or activities that are tailored to the different levels and ages of the children do not take place. Also, at some locations, the offer does not include an increasing level of difficulty. Finally, at some locations we see a shortage of play and development material, both in the indoor and outdoor areas. When working with themes, we expect to see this more reflected in, for example, the activities, spaces, books, and work of the children, so that the theme becomes more alive. Sometimes during a theme activity, there were too few materials available, so the goal was not achieved properly.

Text from a location report daycare in which the Offer is assessed as satisfactory:

Compared to the previous inspection in 2021, this is where we see the biggest improvement. The daily activity plans now include developmentally appropriate goals; this allowed us to check whether all developmental areas are adequately covered. In addition, a year ago, there were few developmentally appropriate and attractive play and learning materials available. This has been invested in. We see inviting and richly furnished corners (a house corner, reading corner, construction corner, and arts corner) and there is also sufficient material available for the babies. The offer is now more focused on moving play and learning, where children were still sitting in their chairs for a long time last year.

Explanation BSO

23 locations for BSO receive a satisfactory assessment for the Offer standard. Those locations provide an offer that supports children in their broad development.

At the locations for BSO, we see a varied offer of homework, free play, and other activities. As during the baseline measurement, we observed that the children are given opportunities to do homework, usually at the beginning of the afternoon. Sometimes a teaching assistant from the school provides this, but mostly professionals try to support the children themselves. There is limited evidence of actual guidance, broadening or deepening of lessons.

We get the impression that, compared to the baseline measurement, the time to do homework has been shortened at several locations, leaving more space for other activities. We also saw that professionals sometimes put together their own 'homework' for children. With the aim of stimulating the development of the children in language and maths while keeping the children busy who do not have homework from primary school.

A number of locations are now working with a targeted programme of attractive activities in the various developmental areas. These include activities at the locations themselves, such as sports and exercise. There are also activities on the island, whether or not given by external providers. Sometimes there are outings, usually matching a theme.

The professionals choose appropriate activities for each theme, tailored to the different ages of the children. At a few locations, the arrangement of the indoor or outdoor spaces could be improved. Sometimes we hardly see the theme reflected in the indoor and outdoor spaces. Also, some spaces are rather bare and austere. Children then have too few opportunities to learn and discover new things. If children spend several days a week at the BSO, we expect more variety.

Text from a location report BSO in which the Offer is assessed as satisfactory:

A fixed weekly schedule is in place for both groups, with activities including sports and exercise, cooking and baking, theatre and drama, music, and science and technology. Several activities are given weekly by external teachers. The activities address the different developmental areas of the children. In addition, much attention is paid to the development of social skills.

Explanation GOO

At two GOO locations we rated the Offer as satisfactory, at one location as room for improvement, and at one location as good. We saw at the host parents where the offer is in order, that there is a fixed daily rhythm and also a varied programme of activities that challenges the children through play. The extent to which there are sufficient materials for the children to play with varies. Where the offer is assessed as good, good account is taken of the child population. Both the offer and the layout are geared to this.

Text from the location report GOO in which the Offer is assessed as good:

The space has been furnished appropriately and richly by the host parent, without overstimulation. (...) There are corners where children can retreat but also inviting corners where children can play. And there is a 'thinking chair' that children sit on when they need to think about something first. There are many (reading) books and developmental materials available. Letters, numbers, colours, shapes, and days of the week hang on the wall. With a matching song, the host parent pays attention to these every day.

3.2.2

Insight into development (KP2)

The core of the Insight into Development standard is that the childcare centre monitors the development of the children, providing appropriate guidance and extra support where necessary. Components of the description of the standard include:

- the collection of information on the development of each child in the different developmental areas (standardised observation instrument)
- the signalling and analysis of peculiarities or obstacles in the development of the child
- the referral of parents to appropriate agencies for further support

Main outcome Insight into Development (KP2)

- At 60 locations for daycare, BSO, and GOO, Insight into Development was assessed as room for improvement.
- The outcome is similar to the baseline measurement.
- At two locations, we assessed Insight into Development as good.
- Of the 11 new locations where we assessed the offer, six locations were assessed as room for improvement, four locations were assessed as satisfactory, and at one location we assessed Insight into Development as good.

Table 3.2b The assessments of the **Insight into Development** standard (KP2) totals and broken down based on type of childcare; absolute numbers 'satisfactory', 'room for improvement', 'good', and 'not assessed'

	Total	KDV	BSO	GOO
Satisfactory	12	3	9	0
Room for improvement	60	29	29	2
Good	2	1	0	1
Not assessed	1	0	0	1

Table 3.2b shows the assessments of the Insight into Development standard (KP2). For both the KDV and the locations for BSO, we assess the Insight into Development standard as room for improvement in most cases. 29 out of 33 KDV, 29 out of 38 BSO locations, and two GOO locations do not yet meet this standard. We rated the standard as good at two locations. Of the 11 new locations, six received the rating room for improvement, four received the rating satisfactory, and at one location we rated Insight into Development as good.

At the majority of locations, an intake takes place with parents. The management then talks to the parents about the development of a child, among other things. A next step could be to record this information, so that the professionals can also gain insight into the initial situation of a child.

Just as during the baseline measurement, the Insight into Development standard is of a satisfactory level at a minority of the locations. Both the KDV and the BSO hardly use any observation instruments. Observation instruments are hardly ever used in the baby groups. Where a (pre-school) programme is used, the professionals sometimes use the corresponding observation instrument and sometimes another observation instrument. When observations take place, they are not always systematic. And if observations are made systematically, this often does not lead to an analysis of problems or concrete actions in the practice of the professionals. As a result, children receive too little targeted guidance or are referred to external care.

However, we do hear at the locations that out-of-school care is also increasingly thinking about working with an observation instrument to chart the development of the children. At several locations, for example, the children already receive a portfolio folder to take home, which includes the works.

Where we assess the Insight into Development standard as Good, continuous observations take place and a comprehensive child monitoring system is completed. Based on the observations, the professionals adjust the offer and the supervision so that children are actively stimulated in their development. They also evaluate the results of the observations and the extra help deployed and then discuss these with the parents.

Text from a location report BSO in which Insight into Development is assessed as room for improvement.

During the inspection, the director of the location showed us several formats that may be used to structurally monitor the development of children, but it is not yet clear which tool will be chosen. The pedagogical staff do have access to an app in which all kinds of data about a child can be recorded. From the notes in the app we saw, it appears that targeted observation and registration is not (yet) an issue. Due to the lack of observations, there is no clear overview of the development of the children and there is no planned guidance yet.

3.2.3

Pedagogical-educational practice (KP3)

The core of the Pedagogical-Educational Practice standard (FP3) is that the professionals enable children to learn and develop through play. Components of the description of the standard include:

- Professionals challenge the children playfully in the development of their motor, cognitive, and creative skills.

- Professionals take the level of the child into account and match their choices to the developmental level.
- Professionals encourage the independence of the children, guide them in interactions, and are active and engaged.

Main outcome Pedagogical-Educational Practice (KP3)

- At 39 locations for daycare, BSO, and GOO, we rated pedagogical-educational practice as room for improvement.
- The results are similar to the baseline measurement.
- At one location, we rated pedagogical-educational practice as good.
- Of the 11 new locations where we assessed the offer, seven locations received a satisfactory and one a good assessment.

Table 3.2c The assessments of the **Pedagogical-Educational Practice** standard (KP3) totals and broken down based on type of childcare; absolute numbers 'satisfactory', 'room for improvement', and 'good'

	Total	KDV	BSO	GOO
Satisfactory	35	15	19	1
Room for improvement	39	18	19	2
Good	1	0	0	1

Table 3.2c shows the assessments of the Pedagogical-Educational Practice standard (FP3). At 39 locations, we assessed the pedagogical-educational practice as room for improvement. At 18 of the 33 KDV, pedagogical-educational practice was assessed as room for improvement. This also applies to 19 of the 38 locations for BSO and to two of the four locations for GOO. Of the 11 new locations, seven received a satisfactory and one a good assessment.

During our observations, we noted that the professionals interact with the children in a positive and engaging manner. The children are approached respectfully. The professionals deal with the babies in a loving and caring manner. The professionals promote the independence of children, for example by letting the children decide for themselves what they want to do. This also increases the involvement of the children in play.

We find other elements within the pedagogical-educational practice of the professionals to be of varying quality. These include the targeted and playful stimulation of the development of the children and the step-by-step demonstration of what is intended. Within the groups, for example, we regularly see that the language activities for all children are of the same level, while the language level of the children (in Dutch or Papiamentu) does differ.

In general, we see that where pedagogical-educational practice needs improvement, there is still little alignment with differences between children. This may be related to the Insight into Development standard (KP2). For activities, the professionals could sometimes do better to divide the children into small groups or offer one-on-one guidance. Now the level of activities is the same for all children, while there are children who can do more and children who need extra guidance. In the baby groups, including during the nursing moments, the professionals can stimulate the babies more in their development. Among other things, by talking, singing songs, and providing appropriate (play) materials.

We also saw at the locations where the standard was assessed as room for improvement that the professionals do little playing along with the children. Showing what is intended and active supervision of play are lacking. As during the baseline measurement, there are gains to be made in the interaction between the professionals and the children, and in the stimulation of interaction between children. We expect the professionals to use a lot of language and teach the children new things and new words throughout the day. At the BSO, actively involving the children in both homework and activities is an area of focus.

Sometimes it was too restless in a group. The rules and boundaries were then not clear to children and professionals communicated with the children in a loud voice. At some locations, the professionals paid more attention to punishing undesirable behaviour than to giving positive feedback. Where this was the case, we mentioned these points in the final interview with the childcare centre and also included this in the location report. Where possible, we advised the childcare centre to engage the help of an educational coach to improve this.

We rated pedagogical-educational practice at one location as good. There we noted that there is a pleasant, safe, and structured pedagogical climate. The professionals deal with the children in a calm, respectful, and sensitive manner. The autonomy and independence of the children is encouraged. The actions of the professionals are tailored to the needs of the children. One child is given more of a challenge, while another has to repeat more. Communication with the children takes place at eye level. Language development is encouraged throughout the day. Children are given plenty of opportunities to talk, songs are sung, and reading is done.

Text from the location report in which Pedagogical-Educational Practice is assessed as room for improvement.

During the inspection, we observed the pedagogical-educational practice of both pedagogical employees. We observed a slight improvement compared to the previous inspection. At the KDV, for instance, we saw that the pedagogical employee also plays along in the different corners. At the BSO, the pedagogical employee shows the children what to do and helps them with the assignments. We find that the atmosphere is usually pleasant. The atmosphere is a point of attention, though, because at the KDV there are regular 'fights' between children. The children need clear rules.

Some children sit in their highchairs or bouncers for a long time. They are not involved enough in activities and are not offered enough play materials to learn new things. We do not yet see that the developmental delays of some children are taken into account. At the BSO, too, we see that attuning to differences (ages and levels of development) is a point of attention.

3.2.4

Cooperation (KP4)

The core of the Cooperation standard (FP4) is that the childcare centre collaborates with relevant partners to shape the childcare for its children. Components of the description of the standard include:

- the collaboration with the parents, who can also encourage the development of the children at home
- the cooperation with the primary schools and BSO

Main outcome Cooperation (KP4)

- At 56 locations for daycare, BSO, and GOO, Cooperation is assessed as satisfactory.
- Compared to the baseline measurement, there has been an improvement. Among the 64 locations we inspected for the second time, the number of locations assessed as satisfactory increased from 35 to 46. This increase came mainly from daycare (up from 13 to 20).
- At one location, we assessed the cooperation as good.
- Of the 11 new locations, ten received a satisfactory and one a room for improvement rating.

Table 3.2d The assessments of the **Cooperation** standard (KP4) totals and broken down based on type of childcare; absolute numbers 'satisfactory', 'room for improvement', and 'not assessed'

	Total	KDV	BSO	GOO
Satisfactory	56	25	30	1
Room for improvement	17	7	8	2
Good	1	1	0	0
Not assessed	1	0	0	1

Table 3.2d shows the assessments of the Cooperation standard. In total, we assessed the cooperation at 56 of the 75 locations as satisfactory. This standard in the quality area Childcare Process seems to be the best developed. At 30 of the 38 locations for BSO we assessed the Cooperation standard as satisfactory; this applies to 25 of the 32 KDV and to one of the four GOO. We assessed the cooperation at one location as good. Of the 11 new locations where we assessed the Cooperation standard, ten locations received a satisfactory and one a room for improvement assessment.

For the Cooperation standard, we make a distinction between the cooperation with parents and the cooperation with other parties, including the primary schools.

There are often pleasant contacts with the parents. Some of the professionals use the times when the children are brought and picked up to have brief contact. Any particularities are exchanged. In addition, parents receive information on activities, developments or practical matters via, for example, newsletters or a WhatsApp group. Some of the locations organise information evenings, theme meetings or parent meetings (10-minute interviews) about the development of a child.

What still happens too little is the encouragement of the parents to support the development of their child at home. Only a few KDV activate parents to read to their children or do activities that fit the theme. This can be done, for example, by giving a theme letter with activities, but also words in Dutch, Papiamentu or English. Increasingly, we hear that the professionals give parents tips on parenting or healthy eating, so that there is a logical connection between how things are done at home and at childcare.

To get a picture of the cooperation of a KDV with the primary school, one of the things we check is whether information about the development of a child is transferred. A transfer form is increasingly being used. Only - as during the baseline measurement - there is little or no warm transfer to primary schools. We expect that, in the interests of the children, a transfer should at least take place when a child turns four. The primary schools on the islands also play a role in this. It is not

yet obvious to maintain good contacts with the primary schools and to coordinate the offer and the approach in the interest of uninterrupted development of the children. At the BSO, for example, this means that there is not always contact about the homework given by the primary school and done at the BSO. Contacts with the schools often take place via the child or via the parents.

In a positive sense, it stands out that childcare centres and professionals are satisfied with the cooperation with BES(t) 4 kids. In addition, the professionals make use of BES(t) 4 kids training programmes that are carried out by various parties on the three islands. There are also various contacts with other external partners, such as pedagogical coaches, external care providers, and partners from the Netherlands with whom cooperation takes place in the context of twinning.

At the location where we assessed the Cooperation standard as good, intensive cooperation takes place with the parents and the primary school. Among other things, parents are encouraged to do activities with their child at home. In addition, there are meetings for parents in which the professionals discuss parenting and the importance of, for example, a daily routine with parents. Before a child goes to primary school, the pedagogical employees speak several times a year with the teachers of group 1 of the primary school to ensure a smooth transition for the child. Moreover, there is a warm transfer to the primary school.

Text from the location report in which Cooperation is assessed as satisfactory.

As during the previous inspection, it is clear that the location cooperates sufficiently with parents. We see this during the walk-in at the daycare, where some information is exchanged, but parents also receive information via an app about practical matters and fun events on a day. A positive aspect is that the parents of toddlers are given 'homework': words that come up during the theme that parents can repeat with their children at home and worksheets to do with their children at home. In this way, the childcare increases the involvement of the parents and encourages that parents also support and stimulate the development of their child(ren) at home.

3.3 Safety and Childcare Climate (VK)

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

- Health and safety (VK1)
- Pedagogical climate (VK2).

3.3.1 Health and safety (VK1)

The Health and Safety standard consists of the step-by-step plan for domestic violence and child abuse, nutrition and safety, and health.

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

Main outcome Health and Safety standard (VK1) – Step-by-step plan for domestic violence and child abuse

- 45 locations do not have a step-by-step plan for domestic violence and child abuse (HGKM). Compared to the baseline measurement, there is a decline (baseline measurement 32, interim measurement 22). This is particularly attributable to the BSO.
- There is no consideration framework at most locations (49). Compared to the baseline measurement, more locations did not include all the steps in the step-by-step plan and thus there is a decline (baseline measurement 29, interim measurement 15).
- Of the 11 new locations, eight have the aforementioned requirements in place.

Table 3.3a The assessments of the requirements imposed on **Safety and Childcare Climate (VK1) – Step-by-step plan for domestic violence and child abuse**, totals and broken down based on the type of childcare; **absolute** numbers 'compliant (V), 'non-compliance' (N), 'not applicable' (X), and 'not assessed' (NB)

	Total				KDV			BSO				GOO		
	V	N	X	NB	V	N	X	V	N	X	NB	V	N	X
1. The operator establishes the step-by-step plan for domestic violence and child abuse as applied by the Public Entity. The step-by-step plan comprises a description of the steps for the handling of signals.	30	45	0	0	15	18	0	14	24	0	0	1	3	0
2. In addition to the step-by-step plan, the operator can establish the following elements: a. a consideration framework; b. an allocation of responsibilities to the various employees; c. specific attention for special forms of violence; d. specific attention for the handling of confidential data.	23	49	1	2	11	22	0	11	25	0	2	1	2	1
3. The step-by-step plan comprises the following steps: a. analyse signals as factually as possible; b. request a colleague and/or coordinator for advice; c. meeting with the parents and, where possible, the child; d. consideration of nature and seriousness of the domestic violence or the child abuse; e. decision-making: organise assistance and/or report to the notification coordinator.	34	38	3	0	16	16	1	17	20	1	0	1	2	1

Table 3.3a shows the assessments of the requirements imposed on Safety and Childcare Climate (VK1) - Step-by-step plan for domestic violence and child abuse. The table shows that less than half of the locations (30 out of 75) have a step-by-step plan for domestic violence and child abuse. The content of the step-by-step plan also requires improvement in many cases. More than half of all locations (49 out of 73 locations inspected) have not yet added elements in it, such as the consideration framework, or have not yet included all the steps (38 out of 72).

Nutrition

Main outcome Health and Safety (VK1) – Nutrition

- At most locations (54), the holder provides healthy and varied food. At 19 locations, however, this is not the case. At the BSO this is similar to the baseline measurement, but at the KDV there is a deterioration (baseline measurement 27, interim measurement 21).
- Eight of 11 new locations offer children healthy nutrition.

Table 3.3b The assessments of the requirements imposed on **Safety and Childcare Climate (VK1) – Nutrition**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N), and 'not applicable' (X)

	Total			KDV			BSO		GOO	
	V	N	X	V	N	X	V	N	V	N
1. The operator provides for (healthy) nutrition.	54	19	2	25	6	2	26	12	3	1

Table 3.3b shows the assessment of the requirement imposed on Safety and Childcare Climate (VK1) - Nutrition. We find that most locations comply with the requirement on (healthy) nutrition. In total, 54 of the 73 locations where this requirement was applicable are compliant. This concerns not only having a varied weekly menu on paper, but also what is actually served. Drinking water is always available at the locations.

Although most locations offer healthy nutrition, this is not the case at 19 locations. It is also possible that healthy nutrition (breakfast and lunch) is offered, but that no weekly menu has been drawn up or that the snacks are unhealthy. At the BSO, it is striking that about a third of the locations do not meet the requirement regarding (healthy) nutrition. This also applies to six KDV and one GOO. The quantity of fruit and vegetables in meals and snacks is sometimes (too) limited. Also, too many sweet drinks are sometimes offered. At the daycare there is a decrease in the number of compliant ratings (baseline measurement 27, interim measurement 21).

At two KDV, this requirement was assessed as not applicable because no breakfast was offered there in the morning and no hot meal at lunchtime.

At the new locations, we observe the following in respect of the Safety and Childcare Climate - Nutrition standard. Eight of the 11 new locations assessed offer children healthy nutrition.

Health and safety

Main outcome Safety and Childcare Climate (VK1) – Health and safety

- As during the baseline measurement, most locations do not have their health and safety policy in order. At 33 of the 75 locations it meets the requirements. At 22 of the 75 locations the policy is evaluated and adjusted and at ten locations it is complete. The majority of the new locations are also non-compliant.
- There has been a decline in the number of compliant scores for the (plan of approach of the) four-eye principle (baseline measurement 46, interim measurement 26). Six of the 11 new locations do not have this in order.

Table 3.3c The assessments of the requirements imposed on **Safety and Childcare Climate (VK1) – Health and safety**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N), and 'not applicable' (X)

	Total				KDV			BSO			GOO		
	V	N	X	NB	V	N	NB	V	N	X	V	N	X
1. The operator has a policy that results in the health and safety of the children being safeguarded as much as possible. The operator ensures that the practice complies with the H&S policy.	33	42	0	0	13	20	0	19	19	0	1	3	0
2. The operator establishes the H&S policy in writing, evaluates, and keeps the health and safety policy up to date.	22	51	2	0	10	23	0	11	26	1	1	2	1
3. The adopted policy includes at least: a. a description of how the H&S policy is a continuous process of implementation, evaluation, and updating together with the professionals; b. a description of the risks to the health and safety of children (major and minor risks) and cross-border conduct; c. a plan of approach to mitigate the risks; d. a description of how children are taught to deal with risks; e. a description of how the operator ensures that the H&S policy and evaluations are also comprehensible to others; f. a description of how the establishment, fire safety, hygiene, and safety are dealt with.	10	63	1	1	5	27	1	4	34	0	1	2	1
4. The plan of approach states that an employee can only perform work while being seen or heard by another adult.	32	43	0	0	15	18	0	16	22	0	1	3	0

Table 3.3c shows the assessments of the requirements imposed on Safety and Childcare Climate (VK1) - Health and Safety. More than half of the locations (42 out of 75) do not yet have the health and safety policy in place. At 51 locations, the policy is not in writing or not up to date. We often see the beginnings of a policy plan, but discussing and updating it is an area for improvement.

At 63 locations, the health and safety policy is incomplete. The identification of major and minor risks and the establishment of a plan of approach to improve the situation is still a point of attention at many locations. The safety and health policy does not comply at most of the new locations (seven).

The four-eye principle, which means that another adult can always watch or listen in, is in order at 32 locations, but not at 43. In total, six of the 11 new locations do not have the (plan of approach of the) four-eye principle in order.

Where it is in order, there are often several people at the location and the spaces are open and accessible. Where it is not in order, many of them are residential houses, where bedrooms and toilets do not have half doors or a window. Hence, visibility from one room to another is lacking. This is risky. In some locations, cameras are deployed to keep a view of what is happening in another room from one room. Parents and staff must give permission for this. Sometimes the four-eye principle suffices for part of the groups at the location. Sometimes it is not stated in

the pedagogical policy plan that the four-eyes principle applies or how this is achieved.

3.3.2 Pedagogical climate (VK2)

The Pedagogical Climate standard is about whether locations meet the requirements laid down in the island ordinance on responsible childcare, pedagogical climate section.

The Pedagogical Climate standard has common ground with the Pedagogical-Educational Practice standard (see section 3.3.3). A good pedagogical climate is characterised by fixed rules and structure, among other things, and thus provides predictability and calm. The Pedagogical Climate standard includes the four basic pedagogical objectives of Riksen-Walraven: emotional safety, personal and social competence, and socialisation¹⁹. The emphasis in this standard is placed on the development of social and societal competencies. In the Pedagogical-Educational Practice standard, the main focus is on how the actions of the professionals enable the children to learn and develop through play.

Main outcome Pedagogical Climate (VK2)

- At most locations (60), there is a pedagogical climate in which children are treated in a sensitive and responsive manner, where they are guided in their interactions and playfully learn social knowledge and skills. They are also encouraged to become acquainted with generally accepted values and norms in an open manner (basic goals Riksen-Walraven). Compared to the baseline measurement, there is a decline in pedagogical practice (baseline measurement 60, interim measurement 51).
- At nine of the 11 new locations, the pedagogical practice meets the imposed requirements.
- About a third of the locations have a compliant pedagogical policy plan (or similar document for the host parents). This is a decline compared to the baseline measurement (baseline measurement 28, interim measurement 20). In total, ten KDV, 14 BSO, and four host parents have this in order.

Table 3.3d The assessments of the requirements imposed on **Pedagogical Climate (VK2) – Responsible childcare**, totals and broken down based on type of childcare; **absolute** numbers 'compliant' (V), 'non-compliant' (N), and 'not applicable' (X)

	Total			KDV			BSO			GOO	
	V	N	X	V	N	X	V	N	X	V	X
1. The operator, in consideration of the developmental phase of children, ensures that: a. children are treated in a sensitive and responsive manner, showing respect for the autonomy of children, setting boundaries, and providing structure for the behaviour of children, in order that children can feel emotionally safe and secure; b. children are guided in their interactions, teaching them social knowledge and skills through play, in order to enable children to build and maintain increasingly independent	60	15	0	24	9	0	32	6	0	4	0

¹⁹ Riksen-Walraven, J.M.A. (1998). Veiligheid voorop: basisdoelen voor de opvoeding in de kinderopvang en in het gezin (*Safety first: basic objectives for the upbringing within childcare and within the family*). Triangel, 15(1), 15-23.

relationships with others, and children are encouraged to become acquainted with the generally accepted values and norms in society in an open manner, with a view to treating others respectfully and participating actively in society.											
2. Each childcare centre has a pedagogical policy plan and acts accordingly.	24	47	4	10	23	0	14	24	0	0	4
3. The GOO should ensure that the implementation of the policy referred to in the first and second Subsections of Section 11 is documented in writing.	4	0	71	0	0	33	0	0	38	4	0

Table 3.3d shows the assessments of the requirements imposed on Pedagogical Climate (VK2) - Responsible childcare. At 60 locations we rated the pedagogical climate as positive. Compared to the baseline measurement, there is a deterioration. At nine of the 11 new locations assessed, the pedagogical practice meets the requirements.

The professionals generally approach the children in a respectful manner. We conclude that attention is paid to the needs of a child and that the professionals do their best to communicate at the level of the child. They do this, for example, by talking to the child at eye level and listening to the child. The professionals offer safety and security. They provide fixed rituals and familiar arrangements. The professionals respond to signals from children and deal with them in a warm and supportive manner.

Where pedagogical practice is not in order, the development of children could be stimulated more. At some locations, the youngest children are put in their beds and not further stimulated in their development. Older children have to sit on their chairs at tables for too long without play and developmental materials. We also see children watching television or playing by themselves for long periods without any form of supervision.

The preparation of and acting in accordance with the pedagogical policy plan is a point of improvement for 47 locations. Of the 11 new locations assessed, four have a compliant pedagogical policy plan. We see in practice that some of the locations are considering visions, (verifiable) goals, and ambitions. However, for many holders it is a step too far to put on paper what is meant, how this will be done, and ensure that the policy becomes part of the quality cycle. On Bonaire, pedagogical policy plans are mostly drawn up in Dutch and sometimes in Papiamentu. On Saba and St. Eustatius the pedagogical policy plans are written in English.

The four GOO established in writing how they work towards responsible childcare.

3.4 Steering, Quality Care, and Ambition (SKA)

In the following subsections we describe the assessments per standard from the quality area Steering, Quality Care, and Ambitions (SKA):

- Vision, ambitions, and goals (SKA1)
- Steering on implementation and quality culture (SKA2)
- Evaluation, accountability, and dialogue (SKA3).

3.4.1 Vision, ambitions, and goals (SKA1)

The core of the Vision, Ambitions, and Goals standard is whether the childcare centre has a supported vision of good childcare, has set goals and ambitions for this, and steers towards their achievement. Components of the description of the standard include:

- a supported vision, ambition, and goals
- the presence of a pedagogical policy plan that includes the required elements and on the basis of which action is taken
- a description of how realising, securing, and improving the quality of childcare is achieved

Main outcome Vision, Ambitions, and Goals (SKA1)

- At 43 locations for daycare and BSO, Vision, Ambitions, and Goals was assessed as room for improvement.
- Compared to the baseline measurement, there has been an improvement. Among the 64 locations we inspected for the second time, the number of locations with a satisfactory assessment increased from 15 to 21. The increase mainly concerns KDV (from two to eight).
- One KDV received the assessment good.
- Of the 11 new locations where we assessed Vision, Ambitions, and Goals, six locations received a satisfactory and four a room for improvement assessment, and the standard was not assessed at one location.

Table 3.4a The assessments of the **Vision, Ambitions, and Goals** standard (SKA1), totals and broken down based on type of childcare; absolute numbers 'satisfactory', 'room for improvement', 'good', and 'not assessed'

	Total	KDV	BSO	GOO
Satisfactory	27	11	16	0
Room for improvement	43	21	22	0
Good	1	1	0	0
Not assessed	4	0	0	4

Table 3.4a shows the assessments of the Vision, Ambitions, and Goals standard. The results show that the Vision, Ambitions, and Goals standard was assessed as room for improvement at 43 locations. For 21 of the 33 assessed KDV and 22 of the 38 locations for BSO this is a point of improvement. Among the ten new locations where we assessed Vision, Ambitions, and Goals, six locations received a satisfactory and four a room for improvement assessment.

The document in which the childcare centre - as part of the quality control system - records the vision, ambitions, and goals is the pedagogical policy plan. In section 3.4.2, we noted that 47 locations do not yet have a pedagogical policy plan. If there is a policy plan, it is not always complete and, moreover, not always reflected in practice. We sometimes see plans copied from the European Netherlands to meet the requirement of having a pedagogical policy plan, making it inadequate. At the locations where a pedagogical policy plan has already been drawn up, parts are 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 as much as possible.

Compared to the baseline measurement, more locations with a pedagogical policy plan have included a vision in it. This is increasingly discussed with the professionals. However, systematic work on the improvement of the quality of

childcare is still lacking. Much happens ad hoc and many things are worked on simultaneously. It is then unclear who does what, what the intended result is, and when it should be achieved. So a cyclical way of working is missing; formulating, implementing, safeguarding, and evaluating concrete goals.

Several holders indicate that they need assistance in drafting a good pedagogical policy plan and in learning to work systematically to improve the quality of childcare.

Where this standard was assessed as satisfactory, points for improvement were recorded and discussed with the professionals. At these locations, it is clear what the short-term and long-term goals are that the childcare centre wants to achieve with the team. It is clear to everyone what the priorities are this year. Elements of the pedagogical policy plan are reflected in the groups at these locations.

At one location, we rated the Vision, Ambitions, and Goals standard as good. The text box below contains an explanation.

Text from the location report daycare in which Vision, Ambition, and Goals was assessed as good.

In the area of quality care, the location made great strides. During the previous inspection, it was clear that quality thinking was present and a clear vision had been formulated. Now there is a clear plan-do-check-act cycle. Besides the pedagogical policy plan, the management and the employees work with an annual plan with concrete goals for improvement. During the year, progress is monitored and it is indicated when the goals have been achieved. In this way, the location ensures that quality is continuously improved and safeguarded.

The vision, ambitions, and goals transcended the papers and there was strong support from all involved. The team thought about the vision and mission at an external location for a few days and then elaborated them into more operational components. As a result, the pedagogical policy plan was adapted and all team members own this plan.

3.4.2 *Steering on implementation and quality control (SKA2)*

This standard focuses on the implementation. The childcare centre should realise the goals for good childcare, ensure that it meets the preconditions, and make interim adjustments. Components of the description of the standard include:

- the realisation of the vision, goals, and ambitions
- ensuring a professional and safe learning and improvement culture by the leadership
- working together on the implementation of the quality care system and making interim adjustments where necessary
- the promotion of expertise of the employees within the imposed objectives.

Main outcome Steering on Implementation and Quality Culture (SKA2)

- At 47 locations for daycare and BSO, Steering on Implementation and Quality Culture was assessed as satisfactory.
- Compared to the baseline measurement there is question of an improvement.
- Among the 64 locations we inspected for the second time, the number of locations rated satisfactory increased from 26 to 38.
- Of the ten new locations where we assessed the Steering on Implementation and Quality Culture standard, nine locations received a satisfactory and one a room for improvement assessment.

Table 3.4b The assessments of the **Steering on Implementation and Quality Culture** standard (SKA2), totals and broken down based on type of childcare; absolute numbers 'satisfactory', 'room for improvement', 'good', and 'not assessed'

	Total	KDV	BSO	GOO
Satisfactory	47	21	26	0
Room for improvement	22	11	11	0
Good	1	1	0	0
Not assessed	5	0	1	4

Table 3.5b shows the assessments of the Steering on Implementation and Quality Culture standard (SKA2). The table shows that this standard was assessed as satisfactory at 47 locations. At 21 of the 33 KDV and at 26 of the 37 BSO locations assessed, we rate the standard as satisfactory. Of the ten new locations where we assessed the standard, nine locations received a satisfactory and one a room for improvement assessment.

Compared to the baseline measurement, we see an improvement; there is more frequent steering towards the achievement of the vision, ambitions, and goals. Moreover, we are positive about the learning and improvement culture at the locations. The professionals show a desire to improve the quality of their own actions and thus the quality of childcare as a whole. Many professionals have now completed or are in the process of completing higher-level vocational training. The professionals also follow other training courses to meet the requirements, such as first aid for children or working with the reporting code for domestic violence and child abuse. At some locations a training plan has been drawn up.

Meetings take place between the management and the professionals on practical matters and, increasingly, they also cover substantive issues, such as the range of activities on offer. Agreements made are recorded in minutes. We now also regularly hear about performance reviews and on-the-job coaching. Some locations have VVE coaches. In addition, several locations employ a pedagogical coach, either employed by the holder or an external party. At a few locations, the actions of each professional in the group are recorded by means of video interaction. This provides an overview of what goes well and what improvement goals there are for pedagogical-educational behaviour.

Where the standard is assessed as good, the professionals use a self-assessment tool to assess their own knowledge and skills. They then draw up a personal development plan. The management also observes the professionals in the group. Here, there is an open and safe learning culture and a strategy of continuous improvement.

Text from a location report BSO in which Steering on Implementation and Quality Culture was assessed as satisfactory.

The management of the BSO steers to improve the quality of the implementation of agreements. Coordination, communication, and cooperation are central to this. There are daily meetings between the pedagogical employees in which they elaborate the range of activities together. The management focuses on team building, especially now that new pedagogical employees have arrived.

We see that there is a culture of improvement. The management works together with the childcare centre and pedagogical employees to achieve responsible childcare. The pedagogical employees, together with the teachers at the school, attend various refresher courses, including refresher courses organised by Akse. The management regularly visits the groups to observe and the results are discussed. A next step is to link the observations to the goals of the BSO and to visualise this.

3.4.3 Evaluation, accountability, and dialogue (SKA3)

In this standard, we inspect whether the childcare centre systematically evaluates and analyses and whether the intended goals are being achieved. It also addresses whether policies need to be adjusted, and whether internal and external stakeholders are involved in a well-functioning dialogue. Components of the description of the standard include:

- the monitoring, evaluation, analysis, and assessment, as part of the quality care system, of the extent to which goals and policy are achieved
- the analysis and assessment of results of the evaluation of the childcare process, the health and safety, and the pedagogical climate

Main outcome Evaluation, Accountability, and Dialogue (SKA3)

- At 53 locations for daycare and BSO, Evaluation, Accountability, and Dialogue was assessed as room for improvement.
- The assessments are comparable to the baseline measurement.
- One KDV received the assessment good.
- At the 64 locations we inspected for the second time, the number of KDV rated satisfactory increased from one to five.
- Of the 11 new locations where we assessed Evaluation, Accountability, and Dialogue, three locations received a satisfactory and five a room for improvement assessment and three were not assessed for the standard.

Table 3.4c The assessments of the **Evaluation, Accountability, and Dialogue** standard (SKA3), totals and broken down based on type of childcare; absolute numbers 'satisfactory', 'room for improvement', 'good', and 'not assessed'

	Total	KDV	BSO	GOO
Satisfactory	14	6	8	0
Room for improvement	53	25	28	0
Good	1	1	0	0
Not assessed	7	1	2	4

Table 3.4c shows the assessments of the Evaluation, Accountability, and Dialogue standard. It makes clear that this standard still requires development. A minority of the locations (14) has this in order. At 25 of the 32 KDV assessed and 29 of the 36 locations for BSO assessed, we assess this standard as room for improvement. Of the 11 new locations where we assessed Evaluation, Accountability, and Dialogue, three locations received a satisfactory and five a room for improvement assessment and the standard was not assessed at three locations. It was still too early for evaluation at these locations.

The organisation and implementation of standards SKA1 and SKA2 obviously affect this standard. We found that, as during the baseline measurement, they are not optimal and we see this reflected in the assessments of SKA3. There is no monitoring and evaluation yet, as the plans and goals to evaluate are largely missing.

It is often not yet customary to inform parents about (parts of) the pedagogical policy plan or to ask them whether they are satisfied with the childcare. A few locations use a satisfaction survey conducted among staff and/or parents. Some childcare centres also have an annual report. Websites of locations are often not up to date.

The organisation of consultation still hardly takes place. Locations with more than 50 children are required to set up a parents' committee. There are few locations with more than 50 children. Often these locations do make an effort to set up a parents' committee, but there is too little enthusiasm among parents. They also often lack a complaints committee, the establishment of which is mandatory for all locations.

Text from a location report BSO in which Evaluation, Accountability, and Dialogue was assessed as room for improvement.

A start has been made on the quality care at the BSO. Some internal evaluation is already taking place within the team and the coordinator plans to ask parents about their satisfaction. However, structural monitoring, evaluation, and analysis of areas of improvement are not yet in place. Also, parents are not informed of the development of the care, while the childcare centre is working on various areas of improvement.

4 Conclusions and recommendations

This chapter contains the results of the baseline measurement of the quality of childcare on Bonaire, St. Eustatius, and Saba at 76 locations for daycare, out-of-school care (BSO) and host parent care (GOO). The inspection was conducted by the Inspectorate and the local inspectorate during the period from January 2023 up to and including October 2023. The number of childcare locations differs per island: on Bonaire there are 65 locations, on St. Eustatius 9, and on Saba 2. There are over 4,000 children (aged 0 to 12) on the islands and a large proportion of them use childcare, mostly daily.

Section 4.1 contains the conclusions and the recommendations follow in section 4.2.

4.1 Conclusions

4.1.1 General picture

The quality of childcare in the Caribbean Netherlands requires further improvement. On some standards and underlying requirements, we see that more than half of the locations are compliant. More often, on the standards and requirements inspected, we observed that a majority of locations are non-compliant. This includes the training level of the professionals and the step-by-step plan for domestic violence and child abuse. Not all locations meet key health and safety requirements. Elements linked to the context of the islands, particularly staff shortages and lack of financial resources, are likely to make it difficult to meet the requirements.

Although improvement is visible in some areas compared to the baseline measurement, there are also some requirements where there is deterioration. In the area of health and safety, improvement is needed quickly. A few locations were assessed as good during this interim measurement. New locations sometimes do and sometimes do not meet the requirements, but in any case not all requirements.

We are positive about the commitment of all stakeholders on the islands to meet the imposed requirements. We see a focus on quality improvement and the will to take steps. Sometimes it takes more time to meet the requirements. Think, for instance, of meeting training requirements and the improvement of housing. Moreover, for some locations it is still searching for how they are going to pick up the many points for improvement and what to start with. We think it is positive that the holders request and receive support in this respect.

4.1.2 *Outcome per quality area*

Below we describe the main conclusions for each quality area.

Quality area Administration, Staff, and Housing Requirements (EAPA)

- Most locations report changes in the operating licence to the Public Entity. New locations have this in order and the majority comply with the conditions.
- At a majority of the locations, the professionals do not yet or not all meet the required level of training. This also applies to the new locations. However, we do hear at the locations, as we did during the baseline measurement, that many professionals are taking courses at a higher level of Senior Secondary Vocational Education (MBO). We also find it positive that 43 locations have a professional employee at level 4 of Senior Secondary Vocational Education (MBO-4).
- More than half of the locations have at least one adult present who is qualified to administer first aid to children. At the same time, this means that just under half of the locations do not have this in place, and this poses risks.
- About half of the locations do not yet have a current Certificate of Good Conduct (VOG) for all employees. We also observed this during the baseline measurement. It is essential that this is quickly put in order. This point also needs to be improved at new locations.
- We are positive about the stability of care for children. A majority of the locations work with master groups and almost all locations work with permanent faces for the children. This also applies to the new locations.
- Compared to the baseline measurement, there are more locations where the maximum size of the master group meets the requirements. Especially at the KDV this is now more in order.
- At about half of the locations, the number of square metres of indoor and outdoor space is not sufficient for the number of children. This means children have less than three square metres of space to play and exercise. Host parents do have this in order. Of the ten new locations we assessed, four have too few square metres of indoor play space for the number of children and five have too little (covered, shaded) outdoor play space for the number of children.

Quality area Childcare Process (KP)

- We rate the offer at more than half the locations as satisfactory. Compared to the baseline measurement, there is an improvement. We see that there is more often a goal-oriented and integral offer to stimulate the development of children in all areas (cognitive, socio-emotional, motor skills, and creative). We also see that adaptations have been made to the rooms and that there is more play and developmental material.
- The Insight into Development standard requires improvement. An observation tool is mostly not used to monitor the development of children.
- At most locations, the pedagogical-educational practice of the professionals were assessed as room for improvement. We think it is positive that the professionals ensure a pleasant atmosphere. They also interact with the children in a calm manner. Children are active and

involved. However, the offer is not yet sufficiently geared to the differences between children in terms of age and development. We do not see the professionals playing along with the children and explaining step by step what is intended. The interaction between the professionals and the children and between the children themselves also needs to be improved.

- The Cooperation standard shows an improvement compared to the baseline measurement. There are contacts with parents, for instance during the intake, when children are picked up and dropped off, and sometimes there are 10-minute meetings. Cooperation with primary schools is already taking more shape at some locations than others. There is still hardly any 'warm' transfer of information about the children in the interest of a continuing line.

Quality area Safety and Childcare Climate (VK)

- More than half of the locations do not have a step-by-step plan for domestic violence and child abuse. This is a decline compared to the baseline measurement. Moreover, if the plan does exist, it still does not always contain all the steps.
- At the majority of locations, children receive healthy food, but at 19 locations this is not the case. Vegetables and fruit are not part of the weekly menu at all locations and sometimes unhealthy snacks are also provided.
- As during the baseline measurement, more than half of the locations do not have a (draft) health and safety plan. Parts are often missing.
- The (plan of approach of the) four-eye principle is not in order at more than half of the locations. This is a deterioration from the baseline measurement. This requires short-term actions.
- We are positive about the pedagogical climate at the majority of locations. At most locations, the professionals ensure that children are treated in a sensitive and responsive manner. They also set boundaries and provide structure so that children can feel emotionally safe and secure. At the same time, we observe a deterioration compared to the baseline measurement. At the locations where the pedagogical climate is not adequate, children are not stimulated enough in their development. For example, we note that there are children who are not supervised during play, watching television (for a long period of time), being put in their beds or sitting at tables without play and developmental material.
- Compared to the baseline measurement, the locations are less likely to have an educational policy plan that is also discussed with the team.

Quality area Steering, Quality Care, and Ambition (SKA)

- Compared to the baseline measurement, more locations with a pedagogical policy plan have included a vision in it. At the same time, the majority of locations are not yet working purposefully and systematically on the improvement of the quality of childcare.
- For the Steering on Implementation and Quality Culture standard, there is an improvement. There is more steering by the management and there are also more locations with a learning and improvement culture. Just as during the baseline measurement, there is a great willingness to increase their own knowledge and skills in order to improve the quality.

- Evaluation, accountability, and dialogue on the quality achieved are still hardly present at a majority of locations. Despite efforts, they often fail to establish a parents' committee.

4.1.3 *Differences between the baseline measurement and the interim measurement*

Progress

The quality of childcare in the Caribbean Netherlands shows improvement in certain areas. Below are the main requirements where we see an improvement compared to the baseline measurement. There are more locations:

- of which the employees are more likely to have a Certificate of Good Conduct (VOG)
- where the maximum size of the master group is sufficient (especially KDV)
- where the number of professionals is more often matched to the number of children present (especially KDV)
- with safe, accessible, and appropriately equipped indoor and outdoor space
- where the offer is satisfactory
- with the assessment satisfactory for the Cooperation standard
- where we assessed the Vision, Ambitions, and Goals standard as satisfactory (especially KDV)
- where we assessed the Steering on Implementation and Quality Culture standard as satisfactory

Deterioration

There are also requirements where we observe a deterioration compared to the baseline measurement. Below are the main requirements where we note a deterioration. There are fewer locations:

- where the professionals attend annual first aid training and where at least one adult is present who can administer first aid to children
- where account is given to the training phase of professionals in training and apprentices
- with a (complete) step-by-step plan for domestic violence and child abuse (especially BSO)
- where healthy nutrition is often offered (especially KDV)
- where (the plan of approach of the) four-eyes principle is compliant
- with a pedagogical policy plan that is compliant
- where the pedagogical practice is compliant

We have no substantiated explanation for the deterioration of the aforementioned requirements. However, we do find them worrisome, as a large part relates to the health and safety of childcare and thus that of the children.

The assessment good

For the first time, we could also give the rating good. These locations can be an example to others. At one new location, a GOO, we rated the offer as good. At one daycare centre (KDV) and one GOO (new location), we rated Insight into Development as good. At one new GOO, we rated Pedagogical-Educational Practice as good. At one KDV, we assessed Cooperation as good. At one KDV, we assessed the Vision, Ambitions, and Goals as good. One KDV was also assessed as good on

the Steering on Implementation and Quality Culture standard. Finally, one KDV was rated as good on the Evaluation, Accountability, and Dialogue standard.

New locations

The new locations do not yet meet all requirements. For each requirement, we observe that the new locations sometimes do and sometimes do not meet the requirements from the operating licence and the assessment framework. However, we do note that for certain standards from the quality areas Childcare Process and Quality Care and Ambition, a large proportion of the new locations are compliant.

4.2 Recommendations

Based on the conclusions in section 4.1, in this section we make some recommendations for the partners involved in raising the quality of childcare in the Caribbean Netherlands. We first highlight some of the recommendations we made in the report of the baseline measurement. We selected five concrete recommendations of which it appeared from our discussions with the parties involved that they have since been followed up and, in addition, we address two action points for ourselves.

We then organise the recommendations per childcare stakeholder in the Caribbean Netherlands. Sometimes these are recommendations that we also made during the baseline measurement and that have not yet been (sufficiently) addressed and sometimes these are new recommendations. It is up to the stakeholders to address these points.

4.2.1

Some recommendations followed

Recommendation selected from the report of the baseline measurement	Realised in 2023
<p>1. Continue the BES(t) 4 kids programme until a large proportion of locations meet the statutory requirements (recommendation for the Public Entities and the relevant departments).</p>	<p>The BES(t) 4 kids programme is continued for the next four years (2025-2028).</p>
<p>2. Ensure the deployment of more pedagogical coaches in the workplace. Continue to support and guide the childcare centres regarding, among other things, the pedagogical policy plan, the health and safety plan, and the step-by-step plan for domestic violence and child abuse. Support childcare centres in the prioritisation of areas for improvement (recommendations for the Public Entities).</p> <p>Connect to what locations need. Organise learning from and with each other (recommendation for BES(t) 4 kids).</p>	<p>We note that pedagogical coaches are active in the workplace at several locations in 2023. Each location looks at its support needs and works on further quality improvement by providing guidance on the pedagogical practice and by helping to draw up, complete, and implement the pedagogical policy plan, among other things.</p> <p>On Saba and St. Eustatius, there have been contacts with twinning partners from the Netherlands for years. A twinning programme has also been running on Bonaire since 2023. Almost half of the childcare centres on Bonaire have established contacts with twinning partners from the European Netherlands.</p>
<p>3. Ensure that multiple training opportunities for first aid for children and the step-by-step plan for domestic violence and child abuse are offered (recommendation for the Public Entities).</p>	<p>Various training opportunities have been organised on the islands, such as those for first aid for children (structural offer) and for the developmental stimulation of babies.</p>
<p>4. Support the locations in choosing an appropriate integrated offer (including a pre-school education programme) (recommendation for the Public Entity of Bonaire).</p>	<p>An integrated programme is being developed on Bonaire (Krese Bon) that fits within the island context.</p>
<p>5. We make an accessible summary of this report for parents and professionals (action for the Inspectorate).</p>	<p>We published the report of the 2023 baseline measurement in an accessible leaflet for childcare centres and professionals. This can be found on the website of the Inspectorate.</p>
<p>6. We also ask the holders and locations about their experiences with the supervision and with the investigation at their location (action for the Inspectorate).</p>	<p>Since autumn 2023, we have been asking the holders / managers of the locations through a satisfaction questionnaire about their experiences with supervision and with the inspection at their location.</p>

4.2.2 *Recommendations*

1. Recommendations for childcare centres, the management, and the professionals at the locations
 - Reduce risks to the health and safety of children. Therefore, first ensure that Certificates of Good Conduct (VOG), training on first aid for children, and the four-eye principle are in place quickly.
 - Require new pedagogical employees to submit a Certificate of Good Conduct (VOG) immediately. In acute situations where this is not feasible, ensure that this is done within two months of commencing the employment at the latest. Include this as a resolute condition in the employment agreement.
 - Set priorities in the tackling of the areas for improvement identified by the Inspectorate and, if necessary, ask for support in doing so, e.g. from the pedagogical coach or twinning partner.
2. Recommendations for BES(t) 4 kids
 - Continue to support and hold all stakeholders accountable for their role in the whole. Only a joint approach will succeed in achieving the intended quality of childcare.
 - Support holders in the prioritisation of areas for improvement to be tackled.
3. Recommendations for the Public Entities of the three islands (if applicable to the island in question)
 - Stay strict at the gate with childcare centres who want to open new locations, so that these locations fully comply with the requirements of the island ordinance at the start. We also made this recommendation in the report of the baseline measurement and it is very important that it is followed up on.
 - Formulate the actions required when grace periods in the operating licences expire and provide clarity on this to the childcare centres.
 - Support the childcare centres in quickly putting Certificates of Good Conduct (VOG) and the (plan of approach of the) four-eye principle in order. Ensure that several training opportunities for first aid for children and the step-by-step plan for domestic violence and child abuse are offered throughout the year. This needs to be put in place quickly to reduce risks to the health and safety of children.
 - Take the lead in setting up a clear support structure including a clear annual planning of the training offer. Offer continuous training throughout the year, focusing among other things on working with an integral curriculum, an observation tool, and first aid in case of accidents. In addition, provide training for childcare centre managers and management on the principles of quality care.
 - Continue to support and guide the childcare centres with regard to the pedagogical policy plan, the health and safety plan, and the step-by-step plan for domestic violence and child abuse, among others.
 - Develop a joint transfer form towards primary education.
 - Build on the improvement of the working conditions of childcare staff. Offer perspective.
 - Provide clarity to locations on the grace periods, in any case with regard to the housing. Houses that are let and churches may not meet (some of) the

imposed requirements. Provide housing policy for childcare and enable new buildings.

- Commit to insight into the waiting list and the elimination of the same, especially for baby care. Together with the Central Government, map reasons for childcare centres to stop baby care and possible barriers to starting baby care.
 - Establish an (island) complaints committee.
 - Provide clear guidelines on healthy nutrition on each island that can be monitored.
4. Recommendations for the training in Senior Secondary Vocational Education (MBO) on Bonaire
- Include a quality care module in the offer at levels 2, 3, and 4 of Senior Secondary Vocational Education (MBO).
5. Recommendations for the departments concerned of SZW, OCW, BZK, and VWS
- Ensure sufficient financial resources for the childcare centres in the Caribbean Netherlands. This is essential to achieve the necessary improvement in quality, meet statutory requirements, and retain staff for childcare. Increasing the amount that the childcare centres receive for baby care will make the offer of this form of care more attractive.
 - Continue the BES(t) 4 kids programme until a large proportion of locations meet the statutory requirements.
 - In the run-up to the Childcare BES Act, provide more clarity to the childcare centres on the tasks around the reporting code and the step-by-step plan for domestic violence and child abuse. Also ensure that it is made clear in the Childcare BES Legislative Bill (Wetsvoorstel KO-BES) who will supervise the protection code for domestic violence and child abuse, as this has not currently been assigned.
 - Together with the Public Entities, map reasons for childcare centres to stop providing baby care and possible barriers to starting baby care. Then try to make this form of care more attractive so that there is enough space for all babies.
 - As the Central Government, look at the possibilities the islands have for issuing a Certificate of Good Conduct (VOG) for childcare on the island as a whole, rather than a Certificate of Good Conduct (VOG) linked to an individual holder.
6. Actions initiated or continued by the Inspectorate based on the findings of this report
- We continue to apply tight remedial deadlines in the area of health and safety. These requirements must be met promptly by the childcare centres to reduce risks in relation to the health and safety of children. In the remedial periods, until the entry into force of the Childcare BES Act, we take the grace periods into account.
 - We continue to invest in cooperation with and training of the local inspectorates on the islands. This includes the formalisation of the cooperation arrangements regarding the division of tasks in the supervision when the Childcare BES Act enters into force.
 - We create an accessible summary of this report for the childcare centres and the professionals.

- We inspect from 2024 onwards how many locations largely or fully meet the imposed requirements and how many locations do not or barely meet the imposed requirements. We inform the relevant departments of Social Affairs and Employment and of Education, Culture and Science and the Public Entities of the islands about this. They can use this information in the coming years when making policy and offering support to the childcare centres of childcare. The departments can also use this information when evaluating the Childcare BES Act. This to check whether the requirements imposed on childcare in the Caribbean Netherlands prove to be feasible for the childcare centres and the professionals.

5 Outlook

We annually monitor the quality of childcare in the Caribbean Netherlands. The Inspectorate and the local inspectorate on the three islands will, until the Childcare BES Act takes effect, supervise on the basis of the draft assessment framework, which we used in the baseline measurement and this interim measurement.

Each location is inspected at least twice a year: once on the quality of the five standards in the quality areas Administration, Staff, and Housing Requirements (EAPA) and Safety and Childcare Climate (VK) and once on the quality of the seven standards in the quality areas Childcare Process (KP) and Steering, Quality Care, and Ambition (SKA). Together, both surveys provide a complete picture of the quality of childcare at each location. At locations where we made remedial agreements during the interim measurement, we inspect more often whether the identified areas for improvement have been addressed within the agreed deadlines. We continue to focus our supervision on health and safety.

As soon as the Childcare BES Act enters into force, the Inspectorate starts working with an inspection framework, including an updated assessment framework. The Sections set forth in the Childcare BES Act, the associated Order in Council, and the island ordinances are incorporated into these frameworks. As from the coming into force, the location reports also become public. From then on, we also start reporting periodically on the developments in the quality of childcare in the Caribbean Netherlands.

Colophon

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