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Broadening the scope of QA

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Proposal

Title: Internal QA Policies across the Full Spectrum of Institutional Activities

Abstract:

Quality and quality assurance (QA) is everyone's responsibility. In a higher education institution (HEI) this includes all teaching, research and support staff. Students also play a key role mainly through feedback but increasingly as active participants in governance and quality review. QA in Europe is defined by the *European standards and guidelines for quality assurance* (ESG) that provide guidance to HEI's when developing their own internal policies and procedures (P&Ps). The scope includes mainly teaching, services and quality monitoring but in many HEIs this scope is now increasing to include activities such as research, gender and equality, collaborative partnerships and other processes. This paper studies the broadening scope of QA in HEIs from two perspectives - a national QA agency and a large HEI – both based in Ireland. Early findings suggest that broadening the scope of QA to new processes that staff and students value, enhances quality culture.

Has this paper previously been published/presented elsewhere? No.

Text of paper (3000 words max)

1 Introduction

The interactions between Quality Assurance (QA) Agencies and Higher Education Institutes (HEI) is explained in the *General Model* (VanVught & Westerheijden, 1994) and also in the *Standards and Guidelines for Quality Assurance in the European Higher Education Area* (ESG, 2015). In these models, QA Agencies develop national policies and guidelines to be used by HEIs and that together with other stakeholder requirements contribute towards development of internal processes, policies and procedures (P&Ps). Internal P&Ps can then be evaluated by QA agencies as part of compliance monitoring together with process enhancements and overall impact on raising quality standards. Figure 1 illustrates this interaction. In Ireland, so called *national compacts* with funding agencies, that agree specific quality and performance targets, and the *student voice* combine with *national guidelines* to influence the development and enhancement of *internal P&Ps* and also *internal structures and processes*. Meeting the needs of these different stakeholders presents a "power struggle" (Barnett, 1992) where each stakeholder vies to have their voices heard when allocating enhancement effort and resources. Together, these various requirements invoke a chain of *initiatives & enhancements* guided by an overarching *HEI strategy*. Qualitative changes to both *internal P&Ps* and also *internal structures & processes* in turn lead to quantitative impacts often in the form of improvements to key performance indicators (CUC, 2006).

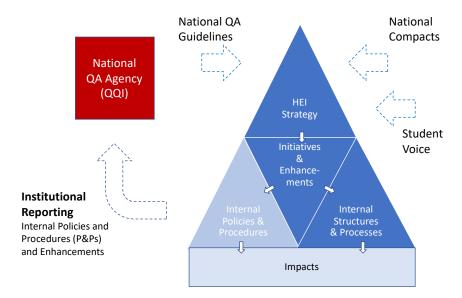


Figure 1: Relationship between QA Agency and HEI



1.1 Quality Assurance

QA is a continuous process of monitoring and enhancement, predicated upon provider autonomy, the professional competence of staff and the active involvement of students and provides public accountability in an era of eroding trust in higher education (Boland, 2018). QA is often thought of in terms of quality review and ongoing monitoring but also includes policy and procedure development and enhancement across the full spectrum of institutional processes. QA drives change, and effective QA systems drive enhancement and impact. While all processes need to be monitored, the QA process itself must also be monitored and enhanced to ensure a dynamic, fit-for-purpose, improvement-focused and quality-oriented learning environment. Successful, provider-owned, QA systems have the following features:

- A quality ethos or culture together with procedures that embed that ethos in all of the HEIs activities;
- Examining and achieving mission, value-for-money, fitness-for-purpose and satisfaction of stakeholders' needs;
- Taking full responsibility for the quality of programmes and related services offered to learners;
- Setting realistic targets (ranging from those at the provider mission level through to those concerning specific programmes, products and related services);
- Establishing indicators and evaluating provision and related services against those indicators;
- Proactively seeking to improve the effectiveness of the internal QA system;
- Continually and systematically self-monitoring and reviewing critical indicators established (by HEIs) and promptly remedying any serious deficiencies identified;
- Using internal, quality evaluation findings to identify problems and design actions that will improve provision and related services and processes (including the QA processes themselves);
- Proactively making national and international comparisons—benchmarking and using self-assessment and peer review to support continuous improvement;
- Providing credible and meaningful information on provider and programme quality to learners and other stakeholders;
- Supporting the QA system with ongoing planned enhancement activities; and
- Publishing the results of internal quality evaluations together with quality improvement responses to further action required.

The purpose of this study is to present the interactions between QA Agency and a HEI with a specific focus on internal P&Ps that together with quality reviews provide evidence of "relative quality" (Harvey & Green, 1993, p. 10). The study includes a review of the full spectrum of P&Ps and presents a case study of a P&P Repository in a large HEI based in Ireland.

2 National QA Guidelines in Ireland

QA begins with standards and guidelines that in Europe are the ESG (ESG, 2015). In Ireland, national QA guidelines (QAG) assist HEIs in the development of internal QA processes and systems, including P&Ps. Ireland's QAG are divided into three types of guidelines: core, sector specific and topic-specific (see Figure 2). They are applicable to all HEIs and cover key education, training, research and related activities (QQI, 2016). The QAG are informed by the ESG and other legal responsibilities. In addition to encompassing regular periodic reviews of study programmes, HEIs are encouraged to undertake quality reviews of academic, administrative and service departments and, depending on structure, unit-based reviews of schools, faculties and colleges. Institutions may also undertake thematic reviews of institution-wide issues. A provider's scale and scope of activity determines the level of complexity of their internal QA procedures, which should always be fit-for-purpose and context. National guidelines are supported by *Sectoral* and *Topic-Specific QA Guidelines* on specific areas beyond the scope of the QAG. The sector guidelines for Universities for example includes guidelines on areas such as research quality and collaborations with other HEI colleges. Topic-specific guidelines include topics such as International Learners (QQI-1, 2015), Access Transfer and Progression (QQI-2, 2015) and Blended Learning (QQI, 2018).

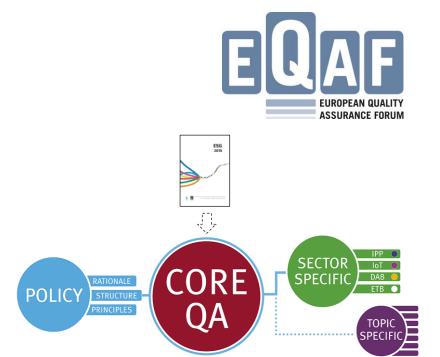


Figure 2: National QA Guidelines (QAG)

2.1 Institutional Reporting

Institutional reporting (see Figure 1) in Ireland adopts a multi-layered, multi-modal and integrated approach between HEIs and the QA agency.

Annual Reporting: Each year the HEI provides the QA agency with an Annual Institutional Quality assurance Report (AIQR), composed of two major sections: a relatively unchanging section containing baseline information about the full spectrum of QA policies, procedures, governance and management within the institution; and a second section concerned with topics such as changes to QA, QA reviews, quality enhancement, impacts and effectiveness of QA and QA plans for the following year.

Dialogue Meetings: Dialogue Meetings take place regularly between HEIs and the QA agency (every 1-2 years) to provide a forum for each stakeholder to update each other about developments in QA and to advise each other of themes and issues that may arise on a more frequent basis than cyclical review.

Periodic Institutional Self Evaluation Report: Each HEI prepares a periodic Institutional Self-evaluation Report (ISER) in preparation for cyclical review. The purpose of this is to evaluate the quality of the provision of education, training and research, the fulfilment of the third mission, the effectiveness of ongoing monitoring, review and enhancement activities, and to ensure they are fit for purpose. This ISER is combined with the historical AIQR reports (see above) and an Institutional Profile. In this respect, the ISER report can remain focussed mainly on enhancements, proposed enhancements and effectiveness and impact of the QA processes.

Periodic Review: Periodic Review takes place on a cyclical scheduled basis. It provides an opportunity for an external team to reflect on the effectiveness of the P&Ps of the HEI and to provide external advice on their enhancement where necessary. It offers assurance to learners that their experience is being monitored for good practice, and assurances to the public that the institution is offering a valuable service.

3 Internal Policies and Procedures (P&Ps)

Internal P&Ps form a core element in institutional reporting and key instrument in defining and assuring quality. The development of internal P&Ps are informed by external standards and guidelines and internal strategic planning and emerge from key initiatives and enhancements (See Figure 1). Policies are the principles, rules, and standards formulated or adopted by the HEI for high quality behaviour of staff and students. They are typically published as documents but may also appear as forms, software applications and workflows. Procedures are the internal 'step by step' guidelines for implementing a specific policy. P&Ps influence and guide routine and repetitive decisions and activities. P&P and processes ensure that a point of view, held by HEI management and governance, are translated into steps that result in a consistent *high quality* outcome. A collection of P&Ps are sometimes called Quality Manual, Academic Manual or Academic Regulations. The term used later in this paper



will be *P&P Repository*. P&Ps can be developed, implemented and enhanced using a four-step process (Hoyle, 2017):

- Policy Development say what you do
- Policy Implementation do what you say
- Quality Review prove that you do what you say
- Quality Enhancement improve what you say and do

Each of these steps transforms informal behaviours, routines and norms into formally assured standards of quality. The four-step process begins with the University formally "saying what it does" i.e. policy development.

3.1 Policy Development

Policy development is about creating written and formally controlled standards of behaviour or P&P's around a wide range of activities. P&Ps can have a number of key features:

- Well written and unambiguous in order to establish norms of behaviour
- Well-structured to allow effective communication and implementation
- Stored centrally to allow easy access by staff and students
- Version controlled to facilitate and foster continuous improvement

Well-developed P&Ps assure consistent implementation and compliance, foster continuous enhancement and also minimise risk. P&Ps are not a replacement for creative thinking but rather a way to guide users through routine processes such as programme design, research ethics or evaluating student feedback. In a HEI, various workgroups develop policies on a range of important topics that attempt to emulate best practice. A HEI can typically translate a standard such as the ESG (ESG, 2015) into many internal P&Ps. The next step is for HEIs to effectively do what the policy says i.e. policy implementation.

3.2 Policy Implementation

All staff and students are responsible for the effective P&P implementation and increasing their own and collective standards of performance. Effective teamwork, communication, mentoring and training supports policy implementation. A P&P repository can also support implementation by providing a professional system of the most up to date P&P's. Quality review is the third step and attempts "to prove" that a specific or group os P&Ps has been effectively developed and implemented.

3.3 Quality Review

Quality is an inherently *subjective concept* in that it requires individuals to assess whether a standard has been achieved. *Relativity* and *subjectivity* are addressed in the general model (VanVught & Westerheijden, 1994) through the process of *peer review* where reviewers are chosen firstly for their experience and secondly for their skillset or ability in assessing compliance, enhancement and impact. Peer review can be applied within a large HEI in a number of ways:

- Review of Taught Programmes
- Review of Schools
- Review of Research Quality
- Review of Research Institutes
- Review of Services
- Review of Accredited Programmes
- · Review of Linked Providers
- Review of Collaborative Partnerships
- Review of Policies and Themes



The HEI studied as part of this research has implemented all of the above types of QR. Each QR is also itself an individual P&P. It is worth noting that in the context of a research intensive HEI, a review of research quality was seen as important for enhancing the culture of QA since research is a core value of academic staff. The review of policies was also regarded as important although not necessarily as a peer review activity but rather by the units responsible for each individual P&P. In the case study presented later, each of the over 200 P&Ps are reviewed by units at least once every seven years. The final step with internal P&Ps is to *improve* both the development and implementation of P&Ps i.e. *quality enhancement*.

3.4 Quality Enhancement

Many actions may arise from the Quality Review process and these may compete for resources – time, people and money. Many high performing organisations place high importance on project management skills among their staff for effective quality enhancement (Peters & Waterman, 1982). A number of key skills highlighted in many organisations include problem solving, creativity and ideation, teamwork, project management and portfolio management.

4 Case Study

A P&P Repository spanning the full spectrum of P&Ps in a typical HEI is now presented. Core policy areas include teaching, student support and QA (i.e. ESG). However, many other policy areas are also included. The following is a high level list of key policy areas:

- Teaching
 - Governance and organisation
 - Design and approval of programmes
 - · Student centred learning
 - Admission, progression and recognition
 - Teaching staff
 - Learning resources and student support
 - · Information management & public information
- Research
 - Research Degrees
 - Research Support (e.g. research contracts and accounting, technology transfer)
 - Societal Impact
- Services
 - Institutional Governance (e.g. statutes, laws, contracts, legal)
 - Human Resources (e.g. recruitment, development, equality & diversity)
 - Information Systems (e.g. hardware, software, services, GDPR)
 - Buildings, Estates & Infrastructure (e.g. buildings regulations, health & safety)
 - Accountancy and Finance (e.g. financial compliance, audit, insurance, risk, procurement)
 - Marketing and Communications (e.g. news and media, public web sites, staff communications)
- Quality Assurance
 - Periodic peer review (See Section 3.3)
 - Ongoing monitoring (e.g. student surveys, staff surveys)
 - External periodic review
 - Policies and procedures (See Section 4.1)
- Miscellaneous
 - Public engagement
 - Collaborations and partnerships
 - Museums and tourism
 - Campus parklands and amenities

It must be assumed that, although incomplete, all the processes listed above are important to varying degrees for delivering on the core mission of a HEI. P&Ps for example around gender and diversity, GDPR, freedom of information, ethics in research and even campus parklands may be regarded as no less important to that mission.



A key question arising from the QA community is how far European (ESG) and national (QAG) standards and guidelines need to be broadened to encompass these potential policy areas?

4.1 P&P Repository

The P&P Repository studied creates a single location for all staff and students to access all P&Ps across the full spectrum of processes and activities. Similar systems with varying degrees of scope were also reviewed as part of this study and the reader is referred to the following for further information: (UCD, 2015; UChicago, 2015; UvA, 2015; UCL, 2017). This paper will focus on three major dichotomies or design decisions to taken in the design of the P&P Repository:

- 1. Full Spectrum vs. ESG
- 2. Distributed vs. Centralised
- 3. Formal vs. Informal

4.1.1 Full Spectrum vs. ESG

The P&P Repository may focus its scope exclusively around ESG or the national QAG. The HEI studied as part of this research opted to broaden the scope to all core activities including for example a large number of P&Ps in areas such as Human Resources and Information Systems. P&Ps developed in the area of Gender and Diversity and more recently GDPR were regarded as no less important to the research and teaching mission of the HEI. A popular comment used at the HEI was to ask if the policy on "the cutting of ivy" was relevant for academic quality, the response to which was that aesthetics and campus environment are frequently strongly corelated to academic excellence (UBM, 2015). Figure 3 illustrates an interface to the P&P Repository showing a sample list of P&Ps each of which has been given a unique code and title. The figure also illustrates links to the so called 'host pages' where users can find the P&P and a cross reference to keywords used in either ESG or the national QAG. The system allows users to filter and sort P&Ps under various headings. There are over 200 coded P&Ps currently in use at the HEI.

National University of Ireland Galway Policies and Procedures (P&Ps) Updated: 4/24/2018					Find, Filter Click arrow (and Sort Use the "Find" command	
Code 🔻	Title			▼ Click "Host Page" below	¥	Core Statutory QA Guidelines
QA000	Vision 2020			Presidents Office P&Ps		1 Governance And Management Of Quality
QA000	Covernant			Quality Office P&Ps		1 Governance And Management Of Quality
QA001	Quality Ass Unique QA		Quality Office P&Ps		1 Governance And Management Of Quality	
QA002	Policies an Code			Quality Office P&Ps		2 Documented Approach To Quality Assurance
QA003	Review of			Quality Office P&Ps Host		11 Self-Evaluation, Monitoring And Review
QA004	Review of Research Performance			Quality Office P&Ps		11 Self-Evaluation, Monitoring And Review
QA005	External Examiners - Taught Programn			Registrar P&Ps Page:	S	10 Other Parties Involved In Education
QA006	Review of Taught Programmes		Over 200	Quality Office P&Ps		11 Self-Eval
QA007	Operational Plans		P&Ps	Quality Office P&Ps		11 Self-Eval Grouped by QAG
QA008	Taught Programme Boards			Quality Office P&Ps		11 Self-Eval and/or ESG Headings
QA009	Review of Linked Providers		<i> </i>	Quality Office P&P		11 Self-Eval
QA010	Payment to Quality Reviewers (Tax Resid			Quality Office P8 5		11 Self-Evaluatio coring And Review
QA011	Payment to Quality Reviewers (N	Non-Tax	dents)	Quality Office P Ps		11 Self-Evaluatio iitoring And Review
QA012	Review of Research Institutes	/		Quality Office P&Ps		11 Self-Evaluat onitoring And Review
QA013	Review of Services			Quality Office P&Ps		11 Self-Evalua Monitoring And Review
QA100	Procurement Policy			Financial Accounting P&Ps		4 Staff Recrui ht, Management And Development
QA101	Annual Leave	_//_		Human Resources P&Ps		4 Staff Recru ent, Management And Development
QA102	Parental Leave			Equality & Diversity P&Ps		4 Staff Recry ment, Management And Development
QA103	Career Break			Equality & Diversity P&Ps		4 Staff Reculitment, Management And Development
QA104	Part-time Working			Equality & Diversity P&Ps		4 Staff Redruitment, Management And Development
QA105	Sick Leave			Human Resources P&Ps		4 Staff Recruitment, Management And Development
QA106	Employment of Hourly Paid Teaching Staff			Human Resources P&Ps		4 Staff Recruitment, Management And Development
QA107	Employment of Part-Time Teaching Assistants (PTTA)			Human Resources P&Ps		4 Staff Recruitment, Management And Development
QA108	Health and Safety Statement			Health & Safety P&Ps		4 Staff Recruitment, Management And Development

Figure 3: P&P Repository, Source: (NUIG, 2017)



4.1.2 Distributed vs. Centralised

Another design decision is whether to go for a distributed or centralised architecture. A centralised architecture would require one office e.g. Quality Office, to manage all P&Ps centrally. A decentralised approach is presented in the case study where particular units store their own groups of P&Ps and where the Quality Office simply provides links through the P&P Repository to the location of a special 'host page' within each unit. Figure 4 lists the designated hosts that manage their own group of P&P's e.g. *Quality Office P&Ps* There are 26 hosts units at the HEI responsible for managing their own subset of P&Ps and for making sure they are linked into the P&P Repository.

Quality Office P&Ps ... Registrar P&Ps ... Financial Accounting P&Ps ... Academic Records P&Ps ... Research Office P&Ps ... Admissions P&Ps ... ✓ Graduate Studies P&Ps ... Student Fees P&Ps ... ✓ Health & Safety P&Ps ... Audit and Risk P&Ps ... Student Information Desk P&Ps ... Buildings & Estates P&Ps ... Human Resources P&Ps ... Student Services P&Ps ... CKI P&Ps ... Information Systems P&Ps ... Syllabus P&Ps ... Conference and Event Centre P&Ps ... Library P&Ps ... Teaching and Learning P&Ps ... Equality & Diversity P&Ps ... Pensions & Investments P&Ps ... ✓ Teaching with Technology P&Ps ... Presidents Office P&Ps ... Examinations P&Ps ... University Secretary P&Ps ...

Figure 4: Host Units (e.g. Quality Office P&Ps ...)

4.1.3 Formal vs. Informal Document Formats

A third major design decision is whether to have formal or informal P&P documents. HEI's typically use a wide variety of formats across a large and complex organisation. The decision taken with the HEI in the case study was to adopt formal document features but allow units some flexibility in how they used these features. These features were written up in a *policy for policies* and include:

- Unique QA Code
- HEI Logo
- Concise Title
- Creation/Revision Date
- Concise/simple wording
- Modal verbs e.g. "Must", "should" and "may"
- Responsibilities

Readers are now invited to visit the *P&P Repository* in the case study to experience other design attributes: (NUIG, 2017).

5 Conclusions

This research has been a collaboration between Quality and Qualifications Ireland (QQI) and the National University of Ireland Galway (NUIG) ¹. Ireland uses a multi-layered approach to both annual reporting and periodic institutional review between both organisations. Annual reporting (AIQR) requires reporting on the governance, policies, procedures and processes that demonstrate compliance with criteria in the national QA Guidelines (QAG). The QAG are informed by ESG but extend criteria into areas such as collaborative partnerships and research quality in the case of HEIs that are research intensive. AIQR also includes annual enhancements and the impact of these enhancements. Periodic reviews utilise the AIQR reports thereby allowing HEIs to focus the their self-evaluation on enhancements, proposed enhancements and impact and effectiveness.

¹ This collaboration between QQI and NUIG is intended to inform discussion and debate on broadening the scope of QA. In this regard, and cognisant that a reporting relationship also exists between both organisations, QQI does not, through this paper, endorse or otherwise the approaches developed at NUIG or vice-versa.



This paper presented three dichotomies for the development of a P&P repository for guiding the behaviour of all staff and students. These dichotomies are for a HEI to consider adopting full spectrum versus ESG scope, distributed versus centralised architecture or formal versus informal document formats. The case study presented adopted a full spectrum, distributed and pseudo formal document approach to the development of the P&P Repository. This 'full spectrum' approach considered all P&Ps relevant for achieving high quality and also to be subject to quality review. The benefits of such an approach remain to be tested but may include enhanced access and greater policy implementation by staff and greater public accountability. Broadening the scope of QA also has the potential of improving quality culture by including policy areas such as *research assessment* and *gender and diversity* that are equally valued with *programme development* and *student feedback* by academic staff and students and hence equally engaging with providing and enhancing quality and quality assurance.

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Discussion questions

What policy areas supporting quality are not included in the current ESG? Do your own P&P or regulations use modal verbs i.e. must, should, may? How important are reviews of the effectiveness of policies and procedures?