EXTERNAL REVIEW REPORT
ACCORDING TO THE GUIDELINES
OF GOOD PRACTICES OF INQAAHE

National Accreditation Council (CNA) of Colombia

May 2017
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A. Executive Summary

The National Accreditation Council of Colombia (CNA) has been evaluated for the second time in accordance with the Guidelines of Good Practices (GGP) of the International Network of Quality Assurance Agencies in Higher Education (INQAAHE). The evaluation has been carried out according to the 2016 edition of the GGP by an independent team of international experts (or evaluation panel) appointed by INQAAHE and accepted by the CNA.

In accordance with INQAAHE’s guidelines the CNA prepared a self-evaluation report and a set of supporting documents that could be reviewed by the panel of experts before the site visit. Following the established procedure, the panel visited the CNA premises on March 22, 23 and 24, 2017 and met with representatives of the Agency and the stakeholders. Annexes A, B and C contain information about the panel of experts, the timetable of the visit and the participants interviewed.

After the analysis of the self-evaluation report, the attached documents and the information obtained at the interviews during the site visit to the CNA, the evaluation panel presents the following conclusions:

Evaluation according to the INQAAHE guidelines

The following table summarizes the panel’s assessment of each of the six guidelines of the INQAAHE’s evaluation methodology:

<table>
<thead>
<tr>
<th>INQAAHE guideline</th>
<th>Appraisal</th>
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</thead>
<tbody>
<tr>
<td>1. Structure of the External Quality Assurance Agency (EQAA)</td>
<td>Substantially compliant (totally as for internal aspects, partially as for external aspects)</td>
</tr>
<tr>
<td>2. EQAA’s framework for the external review of quality at higher education institutions</td>
<td>Substantially compliant</td>
</tr>
<tr>
<td>3. Decision making</td>
<td>Fully compliant</td>
</tr>
<tr>
<td>4. The EQAA and its relationship to the public</td>
<td>Substantially compliant</td>
</tr>
<tr>
<td>5. Accountability of the EQAA</td>
<td>Substantially compliant</td>
</tr>
<tr>
<td>6. The QA of cross border higher education</td>
<td>Substantially compliant (only partially applicable)</td>
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General observations and appraisal of the CNA in its context

All the interviewed groups consider that the CNA is a prestigious institution and appreciate its work and achievements. All groups highlight the recognition and respect enjoyed by the CNA, its direct effect on the programmes and institutions that are being evaluated and its broader impact on the system as a whole (In Colombia, being accredited by the CNA has become a label of excellence that most HEIs are eager to get), its commitment to supporting HEI’s improvement plans, the quality of its procedures and guidelines and the high level of the Council’s members and academic peers.
The CNA features an intense level of activity; the number of Higher Education Institutions (HEI) and accredited programmes has increased in recent years, and there is no doubt that the quality of the system as a whole has globally increased. Moreover, the CNA has developed new areas of accreditation, in particular for postgraduate programmes, institutional accreditation and some international accreditation schemes.

Yet at the same time, the various groups are aware of the limitations of the CNA’s achievements and, there is a widespread consensus among the principal internal and external stakeholders about the main pending challenges with respect to both functional and structural aspects:

Functional aspects:

- Coverage of (high) quality accreditation: according to the current model, only a minority of HEIs of the Colombian higher education system belongs to the National Accreditation System (SNA), and there are great imbalances depending on the type of HEI and the geographical zone; to encourage more HEIs to opt for seeking the accreditation, more investment is required in the development of their internal quality assurance systems; moreover, some requirements for “high” quality accreditation can be seen as almost insurmountable obstacles for the accreditation of whole categories of HEIs —for example those of the professional/technical branch, the multicampus HEIs or those that serve the less prepared population in the inner regions of the country.

- The accreditation system is rather complex: study programmes can be categorised depending on their current position on the pathway towards (“high”) quality accreditation: registration in the registro calificado, compliance with the “initial conditions” for accreditation, “eligibility for accreditation” (acreditable) of programmes or HEIs, appraisal “with recommendations”, accreditation of (high) quality.

- Some basic concepts are not easily manageable; “high” quality accreditation is officially a voluntary process, but this instead of acting as an incentive for improvement this may actually produce frustration, when not being accredited entails adverse practical and financial consequences for whole HEIs and their students. Moreover, the notion of “high” quality accreditation can become confused when it is intended to be generalized to across HEIs and regions.

- According to their legal and statutory settings, the bodies that shape the SNA have a strong academic focus: the CNA and the National Council of Higher Education (CESU) are defined as essentially academic institutions, with little proactivity in the overall development of the Colombian higher (or “tertiary”) education system; the remainder of stakeholders (students, employers, society in general) have only a marginal role in the current model of quality assurance.

- The evaluation procedures that lead to accreditation are considered quite long and costly, both for the State —that foots the bill— and HEIs —because of the time and resources involved.

- In spite of the “good practices” that have been developed, especially thanks to the improvement plans agreed with HEIs within the framework of accreditation, the accreditation processes still emphasize the compliance with requirements rather than a structured improvement of their quality and relevance.
Structural (statutory) aspects:

- Due to its status as governmental agency, the CNA has very little administrative and financial autonomy, which leaves it very little room for initiative beyond carrying out its evaluation activities.

As a consequence, the CNA does not have at present much capacity to react to the new needs of the country; due to its statutory limitations, the CNA cannot advance at the same pace than the transformations in the education, training, social and economic context of Colombia entailed by the growth of the demand for higher education. There is a deep social and regional gap in terms of access to higher education and its quality while the new post-conflict context opens new opportunities and new challenges, especially in the regions located outside the main urban areas.

Due to its statutory limitations, the CESU and the CNA cannot neither adapt to, nor support, the education, training and social priorities of the government, such as the development of an integrated system of tertiary education, the reduction of the educational, social and regional gaps promotion of inclusion and equity, bilingualism and internationalisation.

Many of the limitations and challenges set out in this report were already identified in the previous INQAAHE evaluation of the CNA in 2012. However, considering the current context of the CNA and the evaluation just carried out, the panel proposes to INQAAHE to accept the CNA as a full member for 5 more years, in view of the following main factors:

- Since 2012 important positive steps have been taken, in spite of CNA’s dependency on other entities and the intrusion of external priorities into the CNA's agenda (e.g. by means of the recent law that requires the compulsory accreditation of bachelor degrees for future teachers (Licenciaturas in Education) by the CNA.

- The CNA is not only an intensively active and recognised institution; it is also fully aware of the need to progress and willing to move in this direction; there is a clear and shared diagnosis of the changes in structure and functions that are necessary for the CNA to achieve the impact expected from it.

- The CNA needs —and deserves— more time to make the necessary strategic and functional adjustments; there is already a solid platform for this, based on current work that is already well —or very well— done and generates the necessary confidence in the CNA’s ability to adapt and grow provided it is empowered to play its full role for the development of an advanced tertiary education system; the CNA does well what it does, but it is prevented from making the changes required for the development of a quality assurance framework encompassing all the segments of the system and benefitting the great majority of students.

- The CNA needs —and deserves— 5 additional years during which it can get the Ministry to undertake the necessary structural reforms; the panel could observe that the Ministry shares the diagnosis about the growth crisis of the Agency and demonstrates its willingness to move towards more autonomy and resources for the CNA, within the framework of the new policy of promotion of an integrated system of tertiary education.

Therefore, the panel considers that it is appropriate and justified to remain confident —in this period of transition, at a time when there is already an open debate in the country about the key challenges of the education and training system— that the current picture will have changed at the time of INQAAHE’s next external evaluation of the CNA.
B. Glossary

**ARCU-SUR** Regional Accreditation System of University Degrees for MERCOSUR (for the Spanish, Sistema de Acreditación Regional de Carreras Universitarias para el MERCOSUR)

**CEQUINT** Certificate for Quality in Internationalisation

**CESU** National Council of Higher Education (for the Spanish, Consejo Nacional de Educación Superior)

**CNA** National Accreditation Council (for the Spanish, Consejo Nacional de Acreditación)

**CONACES** National Inter-sectoral Commission for Higher Education Quality Assurance (for the Spanish, Comisión Nacional Intersectorial para el Aseguramiento de la Calidad de la Educación Superior)

**CONSUAN** Andean University Council (for the Spanish Consejo Universitario Andino)

**ECA** European Consortium for Accreditation

**EQAA** External Quality Assurance Agency

**GGP** Guidelines of Good Practices

**HEI** Higher Education Institutions

**INQAAHE** International Network for Quality Assurance Agencies in Higher Education

**IQAS** Internal Quality Assurance System

**JOQAR** Joint programmes: Quality Assurance and Recognition of Degrees Awarded

**MEN** Ministry of National Education (for the Spanish, Ministerio de Educación Nacional)

**MERCOSUR** Common Market of the South (for the Spanish, Mercado Común del Sur)

**MULTRA** Multilateral Agreement on the Mutual Recognition of Accreditation Results regarding Joint Programmes

**RANA** Network of National Accreditation Agencies (for the Spanish, Red de Agencias Nacionales de Acreditación)

**SACES** Higher Education Quality Assurance System (for the Spanish, Sistema de Aseguramiento de la Calidad de la Educación Superior)

**SNA** National Accreditation System (for the Spanish, Sistema Nacional de Acreditación)
C. Introduction

Aims of the report

This external evaluation report has the objective of checking the alignment of the CNA with the GGPs of INQAAHE.

Within this framework, the report has two purposes:

- To help the CNA to maintain or improve, as far as possible, its quality level through a formal proposal of action for improvement, with the aim of being able to face adequately and with the highest level of quality, the challenges of higher education in Colombia in a globalized environment.
- To present a synthesis of the most significant results of the evaluation, in order to provide INQAAHE with the necessary evidence for decision-making.

According to the 2016 GGPs the external evaluation is focused on the following guidelines:

1. The structure of the External Quality Assurance Agency (EQAA)
2. The EQAA’s framework for the external review of quality in higher education institutions
3. Decision-making
4. Accountability of the EQAA
5. The EQAA and its relationship to the public
6. The QA of cross-border higher education

Procedural remarks

The National Accreditation Council of Colombia (CNA) requested the International Network of Quality Assurance Agencies in Higher Education (INQAAHE) to conduct an external evaluation of its compliance with the INQAAHE’s Guidelines of Good Practice (GGP). These guidelines were proposed and adopted by INQAAHE and were last revised in 2016.

The INQAAHE secretariat took all necessary steps to prepare the evaluation in collaboration with the CNA and agreed that the language used during the visit would be Spanish. On the other hand, INQAAHE appointed, and the CNA accepted, a team of international experts for the evaluation panel responsible for carrying out the mission. The composition and experience of the panel of experts are set out in Annex A.

The CNA prepared a comprehensive self-evaluation report and a set of additional supporting documents that were provided to the panel well in advance of the visit.

After receiving the documents, the Secretary of the panel requested some additional data that was felt missing. Also, a few days before the visit, information was requested in order to clarify several aspects on which the panel had doubts. The CNA quickly provided all the information requested by the panel.

After a thorough analysis of the documents, the panel of experts visited the offices of the CNA in Bogotá on March 22, 23 and 24, 2017 and held interviews with the relevant stakeholders following the timetable previously established (the timetable of the visit and the meeting attendees are provided in Annexes B and C, respectively).
The interviews were conducted in an atmosphere of cordiality and cooperation and allowed the panel to have a broader and deeper information basis at its disposal and to resolve its doubts. The panel appreciates very much the CNA's attitude in relation to the evaluation process and its concern for the overall development of higher education in Colombia. The panel wishes to thank all participants met during the visit for their excellent disposition, patience and positive attitude to all issues raised by the panel members, and for their interest in solving all doubts.

The panel also wants to commend the CNA for its readiness to provide all additional information that was requested during the visit in order to complete the necessary evidence, as well as for the effective organization and management of the site visit.

The panel wishes nonetheless to point out that during the interviews it missed a stronger presence of representatives of professional world and the enterprises. These stakeholders are highly relevant because they know the current and future needs of the labour market and also, as employers who receive graduated students, they know their strengths and weaknesses.

The visit ended with a preliminary feedback provided by the chairperson in the name of the whole panel. After the visit, the secretary of the panel drew up a preliminary report considering the available documents, the interviews held during the visit and the conclusions of the panel. All panel members reviewed the draft report and contributed to it. The final version of the report was agreed among panel members and was sent to the CNA for comment.

**Appraisal of the quality of the documents submitted for the evaluation**

The documents submitted for the visit, the self-evaluation report as well as the attached documents, were provided to the panel through a link to a shared file system (Dropbox folder).

Regarding the self-evaluation report, its structure is aligned with the GGPs, which facilitates the reading and the evaluation. With respect to its content, it should be pointed out that it is essentially descriptive and mainly discusses the positive aspects of the CNA. It would have been desirable that the self-evaluation report would include appraisals as well as more analytical and critical aspects, including on the CNA's weaknesses. Yet, the panel very much appreciated that at the start of the visit the CNA provided a presentation showing not only the strengths but also the weaknesses and future challenges of the institution. This information has been invaluable for the panel because it has brought its information base closer to the CNA's reality, while at the same time ascertaining the CNA's willingness to provide transparency as a means towards improvement.

To conclude, the panel is of opinion that, in general terms, the documentation provided to it has been sufficient to carry the evaluation in good conditions.
D. The CNA in the Higher Education system of Colombia

The Higher Education system in Colombia

Law 30 / December 28, 1992 establishes the organization of higher education in Colombia. The Ministry of National Education (MEN, for the Spanish original) regulates all levels of education; the higher education level depends on to the Vice-Ministry of Higher Education.

There are different levels and modalities of higher education in Colombia; there is a predetermined path from undergraduate to postgraduate modalities:

- **Undergraduate academic level**
  - Professional technical training
  - Technological training
  - University professional training

- **Postgraduate academic level**
  - Professional technical specializations
  - Technological specializations
  - Professional specializations
  - Master’s degrees
  - Doctorates

Higher Education Institutions (HEIs) are classified in four types according to their academic nature, each type having different legal capacity to offer academic programmes:

- Professional Technical institutions (PTI), 32 institutions (9%)
- Technology Institutions (TI), 57 institutions (16.1%)
- University Institutions or Technology Schools (UI/TS), 144 institutions (40.7%)
- Universities (U), 121 universities (34.2%)

<table>
<thead>
<tr>
<th>Modality of education</th>
<th>PTI</th>
<th>TI</th>
<th>UI/TS</th>
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<tbody>
<tr>
<td>Doctorates</td>
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<td>X</td>
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<tr>
<td>Master’s degrees</td>
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<tr>
<td>Professional specializations</td>
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<td>Technological specializations</td>
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<tr>
<td>Professional technical specializations</td>
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<td>University professional training</td>
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<td>Technological training</td>
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<td>Professional technical training</td>
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Geographically, an important number of HEIs are concentrated in a few areas; thus, 68% of the HEIs are concentrated in four of the 27 departments of Colombia.
The Higher Education Quality Assurance System

The education system in Colombia is continuously evolving (especially in recent years) to respond to the new challenges of the Colombian society. In this context, one of the most recent developments was the National Development Plan 2014-18 (PND, for the Spanish original), adopted by the Colombian government with a view to making Colombia “the most educated country in Latin America in 2025”.

Within this framework, and with regard to higher education, the current government has created the National Tertiary Education System (SNET, for the Spanish original) to promote educational quality through a system that integrates and links all organizations and strategies. The SNET includes, among others, the creation of a National Qualifications Framework and a national system for the recognition of prior learning.

One of the main goals of the Higher Education Quality Assurance System is for HEIs to be accountable. The related organizations that coordinate the system are the following ones:

- Ministry of National Education, through the Vice-Ministry of Higher Education
- National Council of Higher Education (CESU, for the Spanish original)
- National Accreditation Council (CNA, for the Spanish original)
- National Inter-Sectoral Commission for Higher Education Quality Assurance (CONACES, for the Spanish original)

The assessment of quality in higher education is formally organized at two levels:

- **Quality certification (in Spanish, Registro calificado)** – It is a mandatory initial verification of the academic programmes carried out by CONACES. In this process, the basic requirements that have to be met by all programmes taught in Colombia are checked for their authorization or licensing;

- **“High” quality accreditation** – It is a voluntary process aimed at certifying programmes and institutions of high quality, carried out by the CNA.

The National Accreditation System

High quality accreditation falls within the framework of the National Accreditation System (SNA, for the Spanish original), which is defined as the set of policies, strategies, organizations and processes aiming at assuring Colombian society that the HEIs that are part of the SNA meet the “highest” quality requirements and achieve their aims and objectives. The main agents in the SNA are the following ones:

- **MEN**: the Ministry, which establishes the policies on higher education and issues the accreditation certifications.
- **CESU**: it establishes the policies related to quality and accreditation.
- **CNA**: it is responsible for the accreditation procedures.
- **IES**: they can voluntarily join the SNA if they get accredited. At present, only 16% of the Colombian HEIs are accredited (47 out of 288).
- **the academic community**.
The National Accreditation Council (CNA)

The CNA is the national accreditation agency of Colombia; as an integral part of the SNA, it develops the processes of high quality accreditation. It is an organization of academic character and technically independent, created by Law 30 / December 28, 1992 (Article 53) and regulated by Decree 2904 / December 31, 1994. It depends on the CESU, which defines its regulations and functions (CESU Agreement 02/2005).

The structure of the CNA consists of Council members, peers responsible for the evaluation and the Technical Secretariat.

The Council members are eight highly respected academics who are experts in different disciplines; they are appointed for a period of 5 years, and are selected through a public call for applications according to their academic merits. Their main task is to promote and execute the accreditation policy adopted by CESU, and to coordinate the various evaluation processes.

The peers are academics from different disciplines who carry out the evaluation work on behalf of the CNA; they are selected by the CNA, through individual calls for application or at the proposal of some HEIs. The peers are the arm and public image of the CNA: they are in charge of performing the external evaluation as part of a team that gives strict opinions about the quality, based on the analysis of the general dimensions, as well as the ones more specific to each institution or programme.

The Technical Secretariat is comprised of civil servants, belonging to the MEN, that provide technical and administrative support to the Council and academic peers, for the proper operation of the CNA.

The strategic goals of the CNA are the following ones:

1. Assuring society that the accredited institutions and programmes meet the “highest” quality requirements and achieve their aims and objectives, through the evaluation and accreditation of undergraduate and postgraduate programmes and institutions.

2. Helping promote high quality in Colombia’s higher education.

3. Strengthening the CNA’s internationalization to promote national and international recognition of the accredited academic programmes and institutions and helping to consolidate the internationalization of the country’s higher education.

4. Improving the coverage of the National Accreditation System.

5. Strengthening the CNA’s internal organization in terms of structure, human resources, and financial independence, so that it can increase its institutional efficiency.

6. Strengthening the ICT tools in order to improve the efficiency of the processes of communication and institutional management.
E. GGP compliance

1. The structure of the External Quality Assurance Agency (EQAA)

The EQAA is a recognized, credible organization, trusted by the higher education institutions and the public. It has adequate mechanisms to prevent conflicts of interest in the decisions it makes; its staff has the needed skills to carry out the functions associated to external QA. The EQAA has the needed resources to carry out their mission.

1.1 Legitimacy and recognition

The CNA legal basis is clearly defined in Law 30/1992 (Article 53 of Chapter V) which creates the "National Accreditation Council" as a body acting within the framework of the SNA and depending on the CESU, which issues its regulations and roles.

The CNA participates in networks and associations such as RIACES, ECA, RANA, CONSUAN and, on the other hand, has adopted guidelines for the regional accreditation of programmes and the mutual recognition of accreditation within the framework of MERCOSUR.

Additionally, the CNA as a member of INQAAHE has been evaluated in 2012 according to the Guidelines of Good Practices (GGP) of this organization.

All these interactions have an impact on the CNA, that has generated new evaluation guidelines enriched with its international experiences, such as the following:

- The conditions of quality for granting and renewing the qualification certification of the bachelor's degree programmes were regulated through Decree 1075/2015.
- The guidelines for the accreditation of higher education institutions were approved through Agreement 003/2014.
- The guidelines for the accreditation of undergraduate programmes were established in January 2013.

To prevent conflicts of interests, the CNA has a code of ethics established and published for Council members, CNA support staff and academic peers.

1.2 Mission and purposes

CNA's mission is to "contribute to promote high-quality in higher education institutions and assure society that the accredited institutions and programmes meet the highest quality standards, and achieve their aims and objectives."

In addition, the vision establishes the role of the CNA as a factor for the promotion and the evaluation of the high quality of HEIs.

This mission and vision unfold in a series of objectives (described in the introductory section of this report) establishing a coherent framework for action.
In the current model of quality assurance, the scope of the CNA is limited to the SNA, which only includes those HEIs that, on a voluntarily basis, have accredited the “high quality” of their institutions or some of their programmes, thus leaving most HEIs in Colombia out of the SNA.

The panel of experts considers that it is necessary to encourage all HEIs to participate in accreditation. The CNA can carry out actions of dissemination and promotion. However, in order to achieve this, HEIs require resources for their development. There is therefore a risk that instead of moving in the expected direction, Colombia moves in the opposite way, since the support provided only to accredited HEIs and their students could expand the gap with HEIs that are not able or not ready to join the SNA.

1.3 Governance and organizational structure

The CNA is an organization of academic nature that depends on the CESU and that carries out external evaluations for the accreditation of (high) quality programmes and institutions. It is governed by a Council comprised of 8 academic members belonging to accredited HEIs, appointed on the basis of a public call for applications. This appointing system has the dual advantage of being impartial and making it possible to appoint the best candidates. However, it has also disadvantages, since the actual composition of the Council does not accurately reflect the different types of HEIs in Colombia and does not include the non-accredited ones.

During the visit, the panel could verify that the CNA has the technical autonomy that is needed to carry out the activities assigned to it. However, it depends on the CESU for most everything else. This is one of the biggest weaknesses of the current system, already detected in the previous evaluation (2012), and it should be addressed as a core priority.

This limitation prevents the CNA from enjoying the independency required internationally in guidelines concerning the external quality assurance of higher education. It also implies that, due to its status, the CNA does not have the necessary flexibility to adjust to the fast development of higher (“tertiary”) education in Colombia, nor to the new governmental priorities in the post-conflict era.

The Council lacks representation of students and other stakeholders in several of its activities. CNA’s council members and academic peers participate in the evaluation processes, but there is no participation of other stakeholders such as students and employers. Nonetheless, in recent years the participation of other stakeholders has started in some of the activities of the CNA: for example, while defining the guidelines for medical and surgical specialties, professional and scientific associations were invited to contribute their vision.

The participation of students in decision-making processes (governing bodies, evaluation panels, etc.) is being promoted internationally as a “good practice” in higher education quality assurance, especially in Europe. The CNA could consider implementing measures to increase the participation of students and other stakeholders in the evaluation and decision-making processes.

The panel of experts found that the stakeholders interviewed during the visit consider that the CNA, through the decisions of its Council, acts really impartially.

Council members, academic peers, and technical and administrative support staff are involved in the accreditation processes carried out by the CNA. The support staff of the CNA belongs to the body of civil servants of the nation and depends on the MEN; this entails a double dependency of the staff, which is accountable to the MEN and to the CNA’s Council. This may lead to complex situations when the interests of the Council are not fully aligned with those of the MEN.
To avoid this double dependency, the panel of experts considers that **the CNA should have more autonomy in the internal management of its human resources.**

### 1.4 Resources

The evaluation processes of the CNA are carried out by academic peers appointed on the basis of strict criteria, with the aim to ensure that they are recognized professionals in the national academic community.

Some accreditation processes include international peers, thus adding a very valuable perspective to the evaluation process. The CNA has a procedure for the training of peers that includes both general aspects of quality assurance in higher education and specific training dealing with the evaluation process, the methodology and the guidelines.

The proposed peers may be rejected by the HEI undergoing evaluation. In addition, peers are formally evaluated by the visited institutions and their assessment is taken into consideration by the Council at the time of setting up panels for future processes.

During the interviews held during the visit, the panel had evidence from representatives of the interviewed HEIs that they acknowledged the contribution of the peers. At the meeting with representatives of the peers, the panel was impressed by their high level of commitment to the accreditation process and to the CNA.

It is noteworthy that the CNA as a member of RIACES shares a database of peers that are qualified to act internationally. The same happens with ARCU-SUR, where the external peers are drawn from the various participating countries.

Currently the CNA is conducting a review of its procedures related to academic peers, in order to strengthen the database of peers and to improve the process for their support and follow-up.

The panel could verify that the CNA’s offices are adequate to carry out its functions.

The financial resources of the CNA come from the national budget, and are set annually on the basis of the forecasted programme of activities. Although in recent years the resources allocated to CNA have increased, their actual availability at the time when they are needed is subject to procedures that lie outside the CNA’s reach, which can occasionally create tensions in the smooth development of the planned activities.

Moreover, the CNA is submitted to the procurement law to be followed by the MEN, which entails limitations and little leeway for the hiring of specific services necessary for the proper functioning of the agency; for example, with respect to its facilities or the updating of its website.

The support staff of the CNA, as civil servants of the nation, can participate in training activities available to state employees. Additionally, the CNA offers opportunities to attend training sessions directly related to quality assurance in higher education.

**Strengths**

- The quality and commitment of the council members, academic peers, and support staff.
- The introduction of international academic peers in the accreditation processes.
- The shared database of international peers in RIACES and ARCU-SUR.
- The quality and efficiency of the internal organization and internal administrative processes.
Areas for enhancement

- Endowing the CNA with greater autonomy of self-government in the planning of the expansion of its capacity for higher education quality evaluation, more financial autonomy in budget management, more autonomy in subcontracting and in human resources management.

- Involving students and other stakeholders in the activities and decision-making bodies of the CNA.

Conclusion of the panel’s assessment

The panel considers that substantial modifications have to be carried out in the statutory capacity of the CNA in terms of its functional autonomy from the CESU and the MEN, its organizational dependency and with respect to the broadening of its field of action.

Assessment for the Guideline: CNA fully complies with the guideline with respect to its internal structure, but complies only partially with respect to the external aspects of its structure; in total, “substantially compliant”.

2. The EQAA’s framework for the external review of quality at higher education institutions

The main concern of the EQAA is the promotion of quality education and student achievement. In doing this, it recognizes that quality is primarily the responsibility of the higher education institutions themselves, and supports this principle in its criteria and procedures. These promote internal quality assurance and provide higher education institutions with clear guidance on the requirements for self-assessment and external review.

2.1 The relationship between the EQAA and higher education institutions

The CNA respects the HEIs’ independence and identity and this was confirmed by HEIs’ representatives during the interviews. As an example, the CNA’s guidelines allow freedom for the curricular development of the programmes, respecting the universities’ autonomy and permitting heterogeneity.

Accredited HEIs, or HEIs in the process of accreditation, must have an Internal Quality Assurance System (IQAS) in place. This group of HEIs receives support from the CNA throughout the accreditation process, starting from the initial moment when an institution decides to apply for the evaluation of high quality.

The CNA's support activities include site visits for the assessment of “initial conditions”, support visits, additional visits, meetings on demand and training to operate the software SACES (Higher Education Quality Assurance System).

However, the majority of HEIs remains outside the SNA and thus they do not benefit from the support and advice of CNA. Although the CNA is carrying out dissemination activities aimed at motivating a greater number of HEIs to join the SNA, the current model for the accreditation of “high” quality hampers the process. Regarding this issue, the panel of experts sees the possibility for CNA to significantly improve its impact, provided it moves beyond its current set of activities by redesigning the accreditation system in order to make it more inclusive.

The current accreditation procedures represent a significant workload for both HEIs and the CNA. The guidelines have a high number of items to be analysed. For example, the guidelines for undergraduate programmes (year 2013) consider 10 factors, 40 features and 243 aspects to be evaluated.

Moreover, the CNA should reflect on the currently long duration of accreditation procedures. Therefore, the panel is of opinion that the CNA should reconsider the accreditation procedures and methodologies in order to make them more sustainable.

2.2. The definition of criteria for external quality review

The CNA conducts its evaluations considering the institutional mission and the reality of each HEI. In the process of drafting the self-evaluation report, each HEI can assign a percentage weight to each of the factors evaluated, in order to balance them according to their relevance to its particular profile. The weight of the various factors is set according to the characteristics of the HEIs, its focus and its context. During the site visit, and later when the Council decides, these weights are taken into consideration and serve as guidance tool for decision-making. During the interview with HEI rectors, the panel of experts could ascertain that the CNA actually
acknowledges the singularities of the HEIs in the evaluation process for accreditation and respects the paradigm of the institution and its institutional educational project in the decision-making.

The CNA is constantly preparing new guidelines and updating the existing ones. Traditionally, in the preparation of the CNA’s guidelines, only academic representatives of different types of entities (HEIs, associations of faculties, scientific associations, etc.) are participating, alongside the CNA and representatives of other bodies of the MEN. However, in one of the most recent guidelines published by the CNA (those dealing with Medical specializations), other stakeholders have participated, e.g. the Network of University Hospitals and the Management of Development of the Human Talent in Health (Ministry of Health and Social Protection).

This shows CNA’s willingness to be open to other stakeholders; yet, some categories of stakeholders remain unrepresented, such as students or professional associations.

Likewise, the panel wants to highlight the current debate about the planned implementation of new guidelines for the institutional accreditation of multicampus HEIs. These guidelines could actually have a negative impact on HEIs that are active in the most fragile areas of Colombia or on those targeting the most vulnerable groups of the population. After the first experiences of application of the new guidelines for multicampus institutions, there is a need for CNA to re-appraise their adequacy and foreseeable impact in this post-conflict period; this is a shared concern among many different types of stakeholders.

Cross-border and distance-learning higher education are not widespread in Colombia; however, it has been observed that they are growing. This led to a request to review the guidelines in order to include distance-learning and mixed or blended (in-person and distance-learning) learning methods. The MEN already organised workshops to deal with this matter and in parallel the CNA has held meetings with several institutions. The new guidelines are currently in the consultation process and are expected to be approved soon. Hitherto, there are five accredited programmes offered in the distance-learning mode. In these accreditation procedures, the CNA has included an additional peer specialised in distance education, in order to evaluate the specifics of this methodology.

Moreover, CNA’s guidelines already contain elements to assess key aspects of cross-border education (see Guideline 6 of this report).

The evaluation factors in the CNA’s guidelines include mission, programme and institutional project, organization, administration and management, programme design and approval, students, teachers, academic processes, national and international visibility, research and artistic creation, institutional welfare, and graduates, and all this taking into account the availability of resources (finance, support staff and learning resources).

Yet, the panel observes that CNA’s procedures lack a focus on students’ competencies and on learning outcomes; although this aspect is included in the guidelines, it is not identified as a key dimension for the evaluation and accreditation of quality. Current trends in quality assurance in higher education emphasise the achievement of the competencies defined for each programme, which must be acquired by students and evidenced in the form of learning outcomes. Moreover, these competencies have to be aligned with the needs of the labour market at all times. The panel encourages the CNA to reflect on this key issue and to increase its weight in the accreditation processes. As a result, it is highly advisable for CNA to take into account the opinion of experts from the labour market and from public policies dealing with social and environmental issues, both for the design of study programmes and the definition of evaluation processes—including in particular accreditation procedures. On the other hand, the CNA should take advantage of solutions that are at hand, for example by involving the Labour Observatory for Education.
The external follow-up process for accredited programmes and institutions is adopted simultaneously with the accreditation decision, on the basis of the analysis of the HEI’s improvement plan. Thus, the CNA is in a position to control the frequency of the monitoring reports, since accreditations are granted for a duration of between 4 and 10 years.

HEIs also have their processes for the review of their IQAS, in order to ensure the internal monitoring of the performance of their programmes and of the institution itself.

The supporting role of the CNA starts with the first visit to the HEI aimed at assessing the “initial conditions” and ensures that institutions are aware of the accreditation criteria and of the type of evidences needed to demonstrate their achievement.

2.3 The external review process

The CNA carries out the external evaluation process based on published criteria and procedures which are known to all agents involved in the process.

The accreditation process begins with a self-evaluation conducted by the HEI, followed by a site visit conducted by academic peers. After the visit the peers draft a report for the CNA and later the Council issues its decision, together with recommendations for improvement that the HEI must include into its improvement plan. The CNA will monitor the improvement plan in the accreditation renewal process.

The CNA publishes guidelines for accreditation of programmes and institutions, stating what is expected from HEIs —in the form of factors, characteristics and indicators. It also publishes guides to help HEIs preparing the self-evaluation report, which are available to the general public.

The external evaluation is carried out by teams of academic peers. For programme accreditation, panels are composed of two to three peers, whereas institutional accreditation panels usually consist of five peers, including a council member. An increasing trend to include international peers into the panels was perceived. Evaluation panels do not include students or other stakeholders. The panel of experts invites the CNA to explore the possibility of including other stakeholders in its external evaluation procedures, in order to add broader perspectives to the process.

The CNA has clearly established the requirements to be met by the peers involved in the evaluation processes. Peers are trained before starting an external review and have at their disposal a specific documentation for peer training. Additionally, all documents issued by the CNA, such as guides and guidelines for accreditation, are available to peers. Throughout the process, academic peers maintain a contact with the CNA, if deemed necessary, through the coordinating peer. During the interview with academic peers, the panel of experts found that there is general satisfaction with their training, the support documents available for the evaluation and the support received from CNA. In addition to the support received from CNA, peers were of opinion that certain aspects of the evaluation work can only be learned through experience, e.g. with respect to the relevance and context of a programme or institution.

The peers’ appointment procedure includes mechanisms aimed at avoiding conflicts of interest inasmuch as possible. Furthermore, the code of ethics for Council members deals with the resolution of possible conflicts of interests.

External visits for accreditation are performed by different teams of peers that always receive the same training. Inevitably, some peers may have predefined opinions based on their own previous experience; however, there are mechanisms to minimize these effects. First, the decisions of the team of peers have to be taken by consensus; and second, the CNA’s Council plays a very relevant role —from its previous knowledge it can act to keep consistency between the CNA’s decisions.

From the moment a HEI sends its self-evaluation report to the CNA until the Council issues its resolution about accreditation, the usual duration is about 11 months. The site visit by the peers...
usually takes place at the mid-point of this period, which seems suitable for the evaluating team to have enough time to review all documents, while at the same time preventing the information to become obsolete.

According to the established procedure, the HEI receives the peers’ report after the site visit. At this point, the HEI has the opportunity to correct any factual errors that may appear in the report, and to present any appeals it considers appropriate. The feedback given by the HEI to the peers’ report is presented in what is known as the Rector’s report.

Following the decision of the Council, the MEN is responsible for issuing the official accreditation resolution. The CNA has no control over the time that elapses between its decision and the issuance of the MEN’s resolution.

2.4 The requirements for self-evaluation

The CNA guides the HEIs during the process of preparation of the self-evaluation report:

The process for the accreditation starts with a preliminary phase of “assessment of the initial conditions”. This phase stands in time before the preparation of the self-evaluation report and it establishes whether the HEI meets the minimum requirements to start the accreditation procedure. A CNA’s council member visits the HEI and, after carrying out an analysis, issues a series of observations; on this basis, the HEI can decide whether or not to initiate the preparation of the self-evaluation report for accreditation.

To facilitate the preparation of the self-evaluation report, the CNA has prepared a series of guidelines for each type of accreditation offered: undergraduate, master’s degree and doctorate programmes, and institutional accreditation. These guidelines present the accreditation model, the process, the structure and contents of the self-evaluation report, the factors to be considered and the structure of the data tables providing supporting information.

Likewise, for each accreditation scheme the CNA has prepared specific guidelines that complement the guides for the preparation of the self-evaluation report.

All these documents prepared by the CNA are available for the general public on the CNA’s webpage.

During the panel’s visit to CNA, the interviews with different groups of HEI representatives confirmed the CNA’s willingness to provide support to them during the accreditation process.

Strengths

- The quality of the contents of the CNA’s documents, such as guides and guidelines; nevertheless, certain aspects should be improved (for example, the new digital or mixed methodologies) and others should be reconsidered (multicampus universities, appraisal of educational innovations, and even reduction of dropouts and retention of vulnerable-class students in the most fragile zones of the country, in the post-conflict era.

- The capacity of the CNA to assume new challenges in the development and revision of evaluation methodologies.

Areas for enhancement

- Broadening the CNA’s mission and purpose to encompass all of the HEIs in the nation and to foster the emergency of an integrated system of tertiary education in Colombia.
• Redesigning the evaluation processes to make them more efficient (saving time for the HEIs and for the CNA) and more sustainable.

• In the accreditation processes, giving more significance to the achievement of the competences established in the programmes, that are shown in students’ learning outcomes.

• Incorporating other stakeholders (for example, students, and representatives of the labour market and other work spheres) into the design and external execution of the evaluation processes.

• Involving the Labour Observatory for Education in the accreditation processes.

**Conclusion of the panel’s assessment**

The panel considers that the CNA has a good relationship with those HEIs belonging to the SNA and has the full capacity to develop the procedures and methodologies for which it is in charge.

Assessment for the Guideline: “Substantially compliant”.
3. Decision making

The EQAA has policies and procedures in place that ensure a fair and independent decision-making process in the final review of the institution or the program. It provides effective procedures to deal with appeals and complaints.

- Not compliant
- Partially compliant
- Substantially compliant
- Fully compliant

3.1 The decision-making process

The CNA’s Council decides whether to recommend, or not, the accreditation of programmes and institutions to the MEN. These decisions are made by consensus, and at this point, the council examines not only the external visit report (peers’ report), but also the self-evaluation report, the rector’s response to the peers’ report and the indicators. The availability of indicators and their inclusion in decision-making is seen positively by the panel, as an element of objectivity across the various processes carried out by the CNA.

The decision-making process is described in the technical specifications "Issue and Reconsideration of Opinion" ("Emitir y reconsiderar concepto"), included in the Integrated Management System (SIG, in the Spanish original) of the MEN. However, these specifications do not contain the criteria applied by the Council to determine whether or not a programme or institution should be accredited, nor the criteria applied to determine the period of time for which the accreditation is granted—which can range from four to ten years.

Moreover, the overall evaluation of the conjunct of factors depends on each HEI’s characteristics and context. The panel was reassured that HEIs’ particularities are taken into account in the Council’s decision-making process; however, it is not clear how the Council carries out this action. The panel therefore recommends that the CNA should establish some guidelines on this, in an attempt to standardize as much as possible how HEIs’ specificities are taken into account in the Council’s decision-making process for accreditation.

The panel of experts recommends to make more explicit, as far as possible, the criteria applied by the Council, in order to foster CNA’s transparency.

In the different interviews carried out during the site visit the panel could check with the various categories of stakeholders that the council’s decision-making is indeed fully independent. Occasionally, there are cases where the conclusions of the reports issued by the Council are not fully coincident with the peers’ reports. The panel investigated this and the Council confirmed that its decisions were not based solely on the peers’ report, but also on the other, equally relevant elements that were mentioned. Thus, the Council’s role is not just to validate the peers’ report, but to decide consistently and impartially—considering all the available information and having in mind a transversal view across the whole system.

The Council issues either a report recommending positive accreditation, or a report “with recommendations” for those programmes or HEIs that do not reach the requirements for high quality accreditation.

In both cases the Council issues clear opinions and provides an adequate list of both strengths and recommendations for improvement.

The MEN is responsible for issuing the official resolution on accreditation. The CNA’s Council confirmed that its decisions have always been respected by the MEN.
In the interview with academic peers it was ascertained that, once their report is sent to the CNA, peers no longer participate in the process and usually they do not know the outcome of the assessment procedure. **The panel recommends that peers should be informed about the Council’s decision in the procedures in which they were involved.**

### 3.2 The EQAA’s process for appeals and complaints

The CNA has established procedures to handle the complaints received regarding its own procedures and operations. To do this, it uses the same procedure to deal with complaints as the MEN. On a monthly basis, the Council reviews the complaints gathered by the CNA Secretariat.

In the case of appeals concerning accreditation decisions, the technical specifications that apply are those set out in the document "Issue and reconsider CNA concept", which describes in detail the stages of the process for the submission and resolution of appeals. This information is available to the general public.

In the process for appeals, two different situations are considered:

1. **When accreditation is not granted**: the CNA sends a report to the HEI including recommendations. In this case, the HEI may appeal directly to the CNA.

2. **When the accreditation is granted**: the CNA sends a favourable decision to the MEN and the MEN in turn issues the final resolution. If the HEI disagrees (with the report’s content or with the proposed period of validity of the accreditation) it may appeal to the MEN for a reconsideration.

In both cases the appeal is reviewed by the CNA’s Council, but assigned to a council member different from the one who was first assigned to that evaluation.

The panel has no doubts about the objectivity of the process for appeals; however, in order to offer HEIs the maximum guarantee, **it recommends that appeals regarding resolutions issued by the MEN should be resolved by an ad hoc team including two new Council members and one qualified external expert from another country.**

**Strengths**

- The recognition, by all stakeholders, of the good work carried out by the Council.
- The use of system indicators as an additional element in the decision-making process for accreditation.

**Areas for enhancement**

- Make more explicit the criteria applied by the Council in its decision-making process.
- Give feedback to the peers on the results of the evaluation procedure.
- Consider the possibility that appeals regarding resolutions issued by the MEN be resolved by an ad hoc group comprised by two new Council members and one qualified external expert from another country.

**Conclusion of the panel’s assessment**
The panel considers the CNA has an adequate system in place to deal with complaints and appeals, which applies impartially and is well appraised by stakeholders.

Assessment for the Guideline: “Fully Compliant”.
4. The EQAA and its relationship to the public

The EQAA makes public its policies and decisions about institutions and programs, discloses the decisions about its own performance and disseminates reports on outcomes of QA processes.

☐ Not compliant  ☐ Partially compliant  ☑ Substantially compliant  ☐ Fully compliant

4.1 Public reports on EQAA policies and decisions

The CNA provides information open to the public on its website. It includes, among others, the CNA’s strategic foundation and organization, the regulatory framework, the strategic goals, the code of good practices, as well as numerous procedure guides, to help HEIs and academic peers at the different stages of the accreditation process. Thus, the CNA makes available, for example, guidelines for external evaluation, guidelines to prepare the self-evaluation report, guidelines for producing the peer reports, peer training documents, etc.

The same website has a dedicated search engine to find all the CNA’s accredited programmes and institutions; the strengths observed for each of them are also published. For programmes and institutions that were not granted accreditation, the reports contain a series of recommendations that should help them improve in order to get accredited in the future. These reports are only sent to HEIs and are not public.

During the site visit, several interviewed stakeholders declared that the CNA offers all the necessary information regarding the accreditation processes.

4.2 Other public reports

CNA’s website provides information to all stakeholders on the CNA’s external evaluation procedures according to the GGP of INQAAHE. This includes information ranging from the description of the stages of the process to the framework of reference for the self-evaluation report. However, the report of the external evaluation by INQAAHE in 2012 is not available on this website. The panel did not find either the report of the observation mission carried out by the peers within the framework of the JOQAR project. Both reports are openly available on INQAAHE’s and ECA’s websites, respectively, so the CNA is encouraged to publish them on its website, either directly or through a link to these sites.

Moreover, CNA’s website provides access to academic papers analysing aspects related to internal and external quality assurance, and regularly publishes indicator reports.

Finally, the same website publishes the activities carried out by the CNA both nationally and internationally. For example, the CNA regularly organizes regional meetings that have emerged as an enabling space for reflection, discussion and socialization of topics concerning accreditation processes and quality assurance in Colombia’s higher education system. These meetings usually address issues such as the dissemination and update of accreditation guidelines, the internationalization of higher education and internal quality assurance systems in higher education institutions. Information on these meetings is also available on the CNA’s website.

It should be pointed out that at the time of the panel’s site visit to the CNA some of the webpage information was not updated. The CNA acknowledged that sometimes the motive behind providing outdated information is due to internal reasons of the CNA, such as the missing information about the composition of the Council. However, in some other cases, the reason is external to the CNA: CNA’s website is actually part of the MEN’s website, and the Ministry decided
to change providers. The visit of the panel overlapped with the shift from one provider to another, which has affected the information available on the CNA’s website. The panel recommends to establish mechanisms to ensure the systematic update of the information offered on Internet by the CNA. Moreover, it recommends that the CNA should manage or control more closely the hosting service of its website, instead of remaining dependent on the Ministry for the management of its communications.

**Strengths**

- The information (manuals, guidelines, training) available for HEIs and peers related to the accreditation process.
- The search engine for accredited programmes / institutions. The strengths observed in each procedure.

**Areas for enhancement**

- Publish CNA’s external evaluation reports.
- Establish mechanisms to ensure the systematic updating of public information.
- Establish mechanisms for the CNA to manage —or more closely control on its own— his website hosting service and updating.

**Conclusion of the panel’s assessment**

The panel considers that the CNA provides enough information to the public; however, part of the information is not updated.

Assessment for the Guideline: Substantially complies.
5. Accountability of the EQAA

The EQAA has in place policies and mechanisms for its internal quality assurance, which demonstrate a continuing effort to improve the quality and integrity of its activities, its response to the changes to the context in which it operates and its links to the international community of QA.

☐ Not compliant ☐ Partially compliant ☑ Substantially compliant ☐ Fully compliant

5.1 Quality assurance of the EQAA

The panel of experts confirmed through the interviews that the CNA acts with transparency, integrity and professionalism in accordance with the established code of ethics.

However, and due to its dependency on the CESU, the CNA has little leeway to adapt to the changing nature of higher education in Colombia. Its operations are limited to proposing new guidelines for the system, but it cannot address more profound changes regarding the model or the scope of quality assurance in higher education.

The CNA has in place an Internal Quality Assurance System at two levels; on the one hand, it hinges upon a set of regulations that are transversal across the whole MEN and, on the other hand, it has developed its own tools to measure the stakeholder’s satisfaction and to draft the corresponding improvement plan.

Processes defined by the MEN are managed and periodically evaluated together with other areas of the MEN. Regarding the CNA's own tools, the self-evaluation report includes the results of a stakeholders’ satisfaction survey (deans/rectors, accreditation coordinators, academic peers, students and teaching staff) gathered from a perception study carried out in 2015 in two stages: an initial survey for each group, and later via focus groups. The study included the identification of areas for enhancement and the definition of actions for improvement in four central themes: the management of evaluation peers, the management and administration of the accreditation process, the guidelines and the accreditation model. The panel sees the commissioning of this perception study as a good practice; the CNA is encouraged to follow-up and monitor the actions for improvement on an ongoing basis and to repeat such studies periodically.

Moreover, in 2012 the CNA underwent an external evaluation by INQAAHE – together with RIACES. At that time, the panel of experts pointed out some areas for improvement; some of them have been improved, but others have not been yet tackled, mainly because they are outside the reach of the CNA.

Thus, in 2012 it was detected that several aspects regarding to the organization and to the role of CNA required improvement, modification or reforms; however, 5 years later the same issues are still to be addressed. The CNA’s Council has analysed this situation very well itself and is well aware of its limitations to carry out the needed reforms —which are in the hands of other entities, not the CNA.

Finally, the panel of experts considers that it would be useful for CNA to gather the results of all quality evaluation processes in a single improvement plan —including the transversal processes across the MEN, the improvement plan based on the INQAAHE evaluation and the improvement plan following the satisfaction surveys.

5.2 Links to the QA community
As part of its internationalisation strategy, the CNA has some guiding principles for the strengthening of its relations with the international community, such as: participation in regional networks and regional events, international and regional accreditation, and internationalization of the SNA.

The CNA is a member of, and has an active role in numerous joint activities carried out with the following international organizations:

- INQAAHE – Participation in the network and self-evaluation according to its GGPs.
- RIACES – Participation in order to strengthen mutual knowledge and to promote projects for the coordinated development of evaluation processes in the region. Pilot projects for regional accreditation have been conducted.
- Central American Accreditation Council (CONSUAN) – A pilot project has been conducted for the joint accreditation of undergraduate programmes in the Andean region.
- Network of National Accreditation Agencies (RANA) – A platform for mutual recognition of the accreditation systems has been developed through the creation of the Regional Accreditation System of University Degrees of MERCOSUR (ARCU-SUR). Guidelines for regional accreditation were established and have been applied in Colombia, allowing some academic programmes to obtain the CNA’s accreditation together with the regional accreditation by ARCU-SUR. It is noteworthy that the CNA opened in 2016 a call for applications for the simultaneous accreditation of programmes by CNA and ARCU-SUR – MERCOSUR, in the areas of Architecture, Agronomy, Veterinary and Nursing; nationwide, 13 programmes were called to participate, following the guidelines of ARCU-SUR – MERCOSUR.
- European Consortium for Accreditation (ECA) – Since the CNA joined this consortium, it has participated in the JOQAR project (Joint Programmes: Quality Assurance and Recognition of Degrees Awarded) —completed with the signature of the agreement MULTRA (Mutual Recognition of Accreditation Results regarding Joint Programmes)— and in the project CeQuInt (Certificate for Quality in Internationalisation).

Moreover, the CNA, as a recognized regional organization, has received in recent years staff from other quality assurance agencies for training activities and internships at the CNA. The internships are standardized and follow a pre-defined scheme. The panel of experts considers that it is a good practice to organize such stays at the CNA. Conversely, it also considers that it would be interesting for CNA’s staff to visit other recognised agencies.

While we see that a wide range of actions has been carried out for the internationalisation of the CNA —to develop processes of exchange of good practices, mutual knowledge, participation in projects, etc.—, the panel could not find out the CNA’s global strategy and goals regarding its collaboration with other quality assurance agencies.

**Strengths**

- The integrity and professionalism of the CNA.
- The plans of improvement agreed with the accredited institutions; they could be a good source of inspiration to encourage the innovation and the continuous improvement in institutions that do not fulfil all the requirements, but have the capacity and willingness to achieve them in the near future —especially in the case of institutional accreditations.
- The CNA’s willingness to establish exchange contacts with the international community, as made evident by the numerous activities realized.
• The surveys and focus groups carried out to ascertain the stakeholders’ satisfaction.
• The standardization of the internships of staff from other agencies’ in the CNA.

**Areas for enhancement**

• Clarify the CNA’s strategy with regard to its relationships with the international quality assurance community.
• Merge into a single improvement plan the inputs received from the different quality processes undergone by the CNA.
• Promote internships of CNA’s staff at other recognised quality assurance agencies

**Conclusion of the panel’s assessment**

The panel considers that the CNA has a clear willingness to establish more links to the international community; however, it should define its strategy, focusing on those areas that are seen as priorities.

Assessment for the Guideline: “Substantially compliant”.
6. The QA of cross border higher education

The EQAA has policies relating to both imported and exported higher education. These policies take into account the characteristics of the providers and the receivers and refer to all types of transnational higher education.

☐ Not compliant    ☐ Partially compliant    ☑ Substantially compliant    ☐ Fully compliant

6.1 Criteria for cross border higher education

The main goal of this guideline is to ensure that students enrolled in cross-border education programmes are properly informed and their rights are protected. This is not a main priority for the CNA, which focuses on the voluntary accreditation of high quality programmes and institutions—which represent only a fraction of programmes and HEIs in the nation.

Based on the interviews held during the visit, the panel of experts found that the accountability of cross-border education was the responsibility of the CONACES, which is in charge of the qualification certification—where a record of the quality of all programmes is kept, including joint programmes with other national or international HEIs.

However, the panel of experts could also verify that the CNA’s guidelines contain some elements for the evaluation of the quality of cross-border programmes.

For example, some indicators are taken into account in the guidelines for the high-quality accreditation of master’s degree and doctorate programmes, and in the guidelines for the accreditation of undergraduate programmes; they are the following:

- The possibility of homologation with programmes of recognized quality from abroad, and the possibility to take double degree programmes or joint programmes (Master’s degree and Doctorate).
- The existence and application of policies and regulations to ensure students’ continuity and mobility in the education system and within the institution: credit recognition, recognition of some prior learning at school or work, equivalence of undergraduate degrees or qualifications.
- Index of curricular flexibility and national and international benchmarks (Undergraduate).
- Student mobility to national and international institutions (Undergraduate).
- Credit recognition systems set in place and easy transfer from undergraduate to postgraduate.

Therefore, the panel of experts considers that, even if this guideline should not really be applicable to the CNA, the Agency demonstrates its interest and concern for cross-border higher education programmes.

6.2 Collaboration between agencies

Although the CNA is not accountable for quality assurance in cross-border higher education, it works together with other agencies as a member of several networks, as mentioned above in this report in the assessment of Guideline 5. Also noteworthy are the initiatives taken by the CNA in the framework of the regional accreditation of ARCU-SUR – MERCOSUR, including its efforts to promote the participation of Colombian programmes in these accreditation procedures.
Conclusion of the panel's assessment

The panel is aware that the CNA is not accountable for the quality of cross-border education in Colombia; however, its guidelines include some elements that adequately address cross-border education.

Assessment for the Guideline: “Substantially compliant”.
F. Conclusions and recommendations

1. Compliance with INQAAHE guidelines

The assessment of the panel of experts, as a result of the analysis of the evidences and the information collected during the visit to the CNA, is positive and the evaluation process has been in general lines more than satisfactory.

The following table summarizes the results given by the panel to each of the six guidelines of the INQAAHE’s assessment methodology:

<table>
<thead>
<tr>
<th>INQAAHE guideline</th>
<th>Appraisal</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The structure of the External Quality Assurance Agency (EQAA)</td>
<td>Substantially compliant (totally as for internal aspects, partially as for external aspects)</td>
</tr>
<tr>
<td>2. The EQAA’s framework for the external review of quality in higher education institutions</td>
<td>Substantially compliant</td>
</tr>
<tr>
<td>3. Decision making</td>
<td>Fully compliant</td>
</tr>
<tr>
<td>4. The EQAA and its relationship to the public</td>
<td>Substantially compliant</td>
</tr>
<tr>
<td>5. Accountability of the EQAA</td>
<td>Substantially compliant</td>
</tr>
<tr>
<td>6. The QA of cross border higher education</td>
<td>Substantially compliant (only partially applicable)</td>
</tr>
</tbody>
</table>

2. General observations and appraisal of the CNA in its context

All the interviewed groups consider that the CNA is a prestigious institution and appreciate its work and achievements. All groups highlight the recognition and respect enjoyed by the CNA, its direct effect on programmes and institutions that are being evaluated and its broader impact on the system as a whole (In Colombia, being accredited by the CNA has become a label of excellence that most HEIs are eager to get), its commitment to supporting HEI’s improvement plans, the quality of its procedures and guidelines and the high level of the Council’s members and academic peers.

The CNA features an intense level of activity; the number of Higher Education Institutions (HEI) and accredited programmes has increased in recent years, and there is no doubt that the quality of the system as a whole has globally increased. Moreover, the CNA has entered new areas of accreditation, in particular for postgraduate programmes, institutional accreditation and some international accreditation schemes.

Yet at the same time, the various groups are aware of the limitations of the CNA’s achievements and there is a widespread consensus among the main internal and external stakeholders about the main pending challenges, with respect to both functional and structural aspects:

Functional aspects:

- Coverage of (high) quality accreditation: according to the current model, only a minority of HEIs of the Colombian higher education system belongs to the National Accreditation System (SNA), and there are great imbalances depending on the type of HEI and the
geographical zone; to encourage more HEIs to opt for seeking the accreditation, more investment is required in the development of their internal quality assurance systems; moreover, some requirements for “high” quality accreditation can be seen as almost insurmountable obstacles for the accreditation of whole categories of HEIs —for example those of the professional/technical branch, the multicampus HEIs or those that serve the less prepared population in the inner regions of the country.

- The accreditation system is rather complex: study programmes can be categorized depending on their current position on the pathway towards (“high”) quality accreditation: registration in the registro calificado, compliance with the “initial conditions” for accreditation, “eligibility for accreditation (acreditable)” of programmes or HEIs, appraisal “with recommendations, accreditation of (high) quality.

- Some basic concepts are not easily manageable; “high” quality accreditation is officially a voluntary process, but this instead of acting as an incentive for improvement this may actually produce frustration, when not being accredited entails adverse practical and financial consequences for whole HEIs and their students. Moreover, the notion of “high” quality accreditation can become confused when it is intended to be generalized to across HEIs and regions.

- According to their legal and statutory settings, the bodies that shape the SNA have a strong academic focus: the CNA and the National Council of Higher Education (CESU) are defined as essentially academic institutions, with little proactivity in the overall development of the Colombian higher (or “tertiary”) education system; the remainder of stakeholders (students, employers, society in general) have only a marginal role in the current model of quality assurance.

- The evaluation procedures that lead to accreditation are considered quite long and costly, both for the State —that foots the bill— and HEIs —because of the time and resources involved.

- In spite of the “good practices” that have been developed, especially thanks to the improvement plans agreed with HEIs within the framework of accreditation, the accreditation processes still emphasize the compliance with requirements rather than a structured improvement of their quality and relevance.

**Structural (statutory) aspects:**

- Due to its status as governmental agency, the CNA has very little administrative and financial autonomy, which leaves it very little room for initiative beyond carrying out its evaluation activities.

As a consequence, the CNA does not have at present much capacity to react to the new needs of the country; due to its statutory limitations, the CNA cannot advance at the same pace than the transformations in the education, training, social and economic context of Colombia entailed by the growth of the demand for higher education. There is a deep social and regional gap in terms of access to higher education and its quality while the new post-conflict context opens new opportunities and new challenges, especially in the regions located outside the main urban areas.

Due to its statutory limitations, the CESU and the CNA cannot neither adapt to, nor support, the education, training and social priorities of the government, such as the development of an integrated system of tertiary education, the reduction of the educational, social and regional gaps promotion of inclusion and equity, bilingualism and internationalisation.
3. Strengths and areas for enhancement

As a summary, the more relevant strengths of the CNA observed during the evaluation process are the following:

- The quality and commitment of the council members, academic peers, and support staff.
- The introduction of international academic peers in the accreditation processes.
- The shared bank of international peers in RIACES and in ARCU-SUR.
- The quality and efficiency of the internal organization and internal administrative processes.
- The quality of the contents of the CNA’s documents, such as guides and guidelines; nevertheless, certain aspects should be improved (for example, the new digital or mixed methodologies) and others should be reconsidered (multicampus universities, appraisal of educational innovations, and even reduction of dropouts and retention of vulnerable-class students in the most fragile zones of the country, in the post-conflict era.
- The capacity of the CNA to assume new challenges in the development and revision of evaluation methodologies.
- The recognition, by all stakeholders, of the good work carried out by the Council.
- The use of system indicators as an additional element for the decision-making process, regarding accreditation.
- The information (manuals, guidelines, training) available for HEIs and peers related to the accreditation process.
- The search engine for accredited programmes / institutions. The strengths observed in each procedure.
- The integrity and professionalism of the CNA.
- The plans of improvement agreed on with the accredited institutions; they could be a good source of inspiration to encourage the innovation and the continuous improvement in institutions that do not fulfil all the requirements, but have the capacity and the willingness of achieving them in a near future —especially in the case of institutional accreditations.
- The CNA’s willingness to establish exchange contacts with the international community, /made evident by the numerous activities realized.
- The surveys and focus groups carried out to ascertain the stakeholders’ satisfaction.
- The standardization of the internships of staff from other agencies’ in the CNA.

On the basis that the evaluation of the CNA is positive, and supported by the reflections made in the previous sections of this report, a series of recommendations are set out for the CNA and the relevant MEN bodies that could guide the process of continuous improvement:

- Empowering the CNA with greater autonomy of government on the subject of planned growth of its capacity for the evaluation of the quality of higher education, its financial
autonomy in budget management, its autonomy in subcontracting and in human resources management.

- Formally involving students and representatives of the labour market in the activities of the CNA, especially in the definition of the objectives of education and training programme and in the evaluation of the achievements of programmes and HEIs.
- Broadening the CNA’s mission and purpose to encompass all of the HEIs in the nation and to foster the emergency of an integrated system of tertiary education in Colombia.
- Redesigning the evaluation processes to make them more efficient (saving time for the HEIs and for the CNA) and more sustainable.
- In the accreditation processes, giving more significance to the achievement of the competences established in the programmes; that are shown in students’ learning outcomes.
- Involving the Labour Observatory for Education in the accreditation processes.
- Making more explicit the criteria applied by the Council in its decision-making process.
- Giving feedback to the peers on the outcome of the evaluation procedures.
- Consider the possibility that appeals regarding resolutions issued by the MEN could be resolved by an ad hoc Committee that should include two CNA Counsellors (different from the Counsellor involved in the appealed procedure) and one foreign expert evaluator.
- Publishing CNA’s external evaluation reports.
- Establishing mechanisms to ensure the systematic updating of public information.
- Establishing mechanisms for the CNA to manage —or more closely control, on its own— its website hosting service and updating.
- Clarifying the CNA’s strategy with regard to its relationships with the international quality assurance community.
- Merging into a single improvement plan the inputs received from the different quality processes carried out.
- Promoting internships of CNA’s staff to other prestigious quality assurance agencies.

4. Conclusions of the report

Many of the limitations and challenges set out in this report are the same were already identified in the previous INQAAHE evaluation of the CNA in 2012. However, considering the current context of the CNA and the evaluation just carried out, the panel proposes to INQAAHE to accept the CNA as a full member for 5 more years, in view of the following main factors:

- Since 2012 important positive steps have been taken, in spite of CNA’s dependency on other entities and the intrusion of external priorities into the CNA’s agenda (e.g. by means of the recent law that requires the compulsory accreditation of bachelor degrees for future teachers (Licenciaturas in Education) by the CNA.
- The CNA is not only an intensively active and recognised institution; it is also fully aware of the need to progress and willing to move in this direction; there is a clear and shared
diagnosis of the changes in structure and functions that are necessary for the CNA to achieve the impact expected from it.

- The CNA needs —and deserves— more time to make the necessary strategic and functional adjustments; there is already a solid platform for this, based on current work that is already well —or very well— done and generates the necessary confidence in the CNA's ability to adapt and grow provided it is empowered to play its full role for the development of an advanced tertiary education system; the CNA does well what it does, but it is prevented from making the changes required for the development of a quality assurance framework encompassing all the segments of the system and benefitting the great majority of students.

- The CNA needs —and deserves— 5 additional years during which it can get the Ministry to undertake the necessary structural reforms; the panel could observe that the Ministry shares the diagnosis about the growth crisis of the Agency and demonstrates its willingness to move towards more autonomy and resources for the CNA, within the framework of the new policy of promotion of an integrated system of tertiary education.
ANNEX A – Members of the evaluation panel

Chairperson
Guy HAUG, Expert on the European Higher Education Area and on the evaluation / accreditation of Higher Education in Europe and Latin America, Advisor to the Rector of the Polytechnic University of Valencia (Spain).

Academic Expert
Arturo Somoza, Expert in Higher Education. Former Rector of the National University of Cuyo (Argentina) and member of the board of directors of CONEAU.

Secretary
Carme Edo, Expert in quality assurance in the higher education. Project manager at AQU Catalonia (Agency of Quality of the University System of Catalonia), Barcelona (Spain).
ANNEX B – Timetable of the visit

Consejo Nacional de Acreditación - CNA
Calle 19 No. 6-68 Piso 17
Bogotá – Colombia

DIA 1 – Miércoles 22 de marzo

7:00 am    Inicio de la Jornada

7:00 - 8:00 am    Reunión No. 0 - Recepción
Asistentes: Viceministra de Educación, Panel Evaluador, Consejeros y Staff del CNA.

8:00 -10:00 am    Reunión No. 1 - Instalación de la visita
Asistentes: Panel Evaluador, Consejeros y Staff del CNA.
Lugar: Auditorio

10:00 – 10:30 am    Café y Refrigerio

10:30 am – 12:00 m    Reunión No. 2 – Miembros del CESU
Asistentes: Panel Evaluador y Miembros del CESU

12:00 m – 2:00 pm    Almuerzo
Lugar: Oficinas del Consejo Nacional de Acreditación, CNA

2:00 – 3:30 pm    Reunión No. 3 Rectores
Asistentes: Panel Evaluador y Rectores
Lugar: Auditorio

3:30 – 4:00 pm    Café y Refrigerio

4:00 - 5:30 pm    Reunión No. 4 Directivos Ministerio de Educación de Colombia
Asistentes: Panel Evaluador y Representantes del Ministerio de Educación Nacional
Lugar: Auditorio
8:00 - 9:00 am     Inicio de la Jornada
                  Reunión No. 5 *Panel Evaluador*

9:00 - 10:30 am   Reunión No. 6 - *Directores de Calidad*
                  Asistentes: Panel Evaluador y Directores de Calidad
                  Lugar: Auditorio

10:30 – 11:00 am  Café y Refrigerio

11:00 am – 12:30 m Reunión No. 7 – *Estudiantes*
                  Asistentes: Panel Evaluador y Representantes de estudiantes.
                  Lugar: Auditorio

12:30 m – 2:00 pm  Almuerzo
                  Lugar: Oficinas del Consejo Nacional de Acreditación, CNA

2:00 – 3:00 pm    Reunión No. 8 - *Asociaciones profesionales*
                  Asistentes: Panel Evaluador, representantes de las asociaciones de facultades.
                  Lugar: Auditorio

3:00 – 3:30 pm    Café y Refrigerio

3:30 – 4:30 pm    Reunión No. 9 - *Pares Académicos*
                  Asistentes: Panel Evaluador y Representante de los pares académicos
                  Lugar: Auditorio

4:30 – 5:30 pm    Reunión No. 10 – *Exconsejeros*
                  Asistentes: Panel Evaluador y Exconsejeros CNA
                  Lugar: Auditorio
Día 3 – Viernes 24 de Marzo

8:00 am  Inicio de la Jornada

8:00 -9:30 am  Reunión No.9– Preguntas y aclaraciones
Asistentes: Panel Evaluador, Consejeros y personal profesional y administrativo de la Agencia
Lugar: Auditorio

9:30 – 11:00 am  Reunión Deliberación Panel Evaluador
Asistentes: Panel Evaluador
Lugar: Auditorio
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11:00 -1:00 pm  Reunión de Retroalimentación
Asistentes: Panel Evaluador, Consejeros, staff del CNA y Directivos del Ministerio de Educación Nacional
Lugar: Auditorio

1:00 – 2:00 pm  Almuerzo
Lugar: Oficinas del Consejo Nacional de Acreditación, CNA

2:00 pm  Cierre de la visita
ANNEX C – List of participants

MIEMBROS DEL CONSEJO NACIONAL DE ACREDITACIÓN

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<tr>
<th>Nombre</th>
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<tr>
<td>JAIRO ALFONSO TELLEZ MOSQUERA</td>
<td>Consejero Coodinador</td>
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<td>CECILIA DOLORES CORREA DE MOLINA</td>
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<td>ALVARO ANDRÉS MOTTA NAVAS</td>
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<td>GUILLERMO MURILLO VARGAS</td>
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<td>ALVARO ACEVEDO TARAZONA</td>
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<td>EMILIO ARMANDO ZAPATA</td>
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<td>GILMA MESTRE DE MOGOLLON</td>
<td>Consejera</td>
<td>Consejo Nacional de Acreditación</td>
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<td>CLAUDIA PATRICIA SALAZAR BLANCO</td>
<td>Consejera</td>
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<td>LUZ AMANDA VIVIESCAS BELTRAN</td>
<td>Secreraía Técnica</td>
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<tr>
<td>LUIS ENRIQUE SILVA SEGURA</td>
<td>Coordinación Académica</td>
<td>Consejo Nacional de Acreditación</td>
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MIEMBROS DEL CONSEJO NACIONAL DE EDUCACION SUPERIOR

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<th>Cargo en el CESU</th>
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<tbody>
<tr>
<td>JUAN MANUEL TEJEIRO SARMIENTO</td>
<td>Rector Universidad Nacional de Colombia</td>
<td>Vicerrector Universidad Nacional de Colombia</td>
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<tr>
<td>DIONISIO VELEZ WHITE</td>
<td>Rector de Institución tecnológica oficial o privada</td>
<td>Rector - Fundación Tecnológica Antonio de Arévalo TECNAR</td>
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<tr>
<td>GERMÁN COLONIA ALCALDE</td>
<td>Rector de institución técnica profesional estatal u oficial</td>
<td>Rector - Instituto de Educación Técnica Profesional de Roldanillo - Valle</td>
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<tr>
<td>LUIS HERNANDO ANDRADE RIOS</td>
<td>Representante del sector productivo</td>
<td>En representación de FENALCO</td>
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<tr>
<td>ALEX FLOREZ HERNANDEZ</td>
<td>Representante de los estudiantes universitarios</td>
<td>Estudiante Universidad de Medellin</td>
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<tr>
<td>LORENZO PORTOCARRERO SIERRA</td>
<td>Rector de institución universitaria o escuela tecnológica estatal u oficial</td>
<td>Rector Tecnológico de Antioquia</td>
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## Rectores IES Acreditadas

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<td>Universidad Tecnológica de Perira - UTP</td>
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<td>OMAR LEMBERKE PÉREZ</td>
<td>Rector</td>
<td>Unidades Tecnológicas de Santander (UTS)</td>
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<td>GILBERTO CARRILLO CAICEDO</td>
<td>Vicerrector de Docencia</td>
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<td>CARLOS EUGENIO SOLARTE</td>
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## Directivas Ministerio de Educación Nacional

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<td>YANETH GIHA TOVAR</td>
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<td>NATALIA RUIZ RODGERS</td>
<td>Viceministra de Educación Superior (*) Participó en la reunión de Instalación de la Visita</td>
<td>Ministerio de Educación Nacional</td>
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<td>ADRIANA MARIA COLMENARES MONTOYA</td>
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<td>NANCY CONSUELO CAÑON SUAVITA</td>
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**DIRECTORES DE CALIDAD**

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<td>Corporación Universitaria del Caribe (CECAR) - Representante de estudiantes ante la junta Directiva.</td>
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### ASOCIACIONES DE FACULTADES

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<td>PEDRO LEON REYES GASPAR</td>
<td>Vicepresidente</td>
<td>Sistema Universitario Estatal -SUE-</td>
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<tr>
<td>LUIS ALBERTO GONZALEZ ARAUJO</td>
<td>Director Ejecutivo</td>
<td>Asociación Colombiana de Facultades de Ingeniería - ACOFI</td>
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<tr>
<td>JORGE ENRIQUE LUQUE</td>
<td>Vicepresidente</td>
<td>Asociación colombiana de Facultades de Medicina -ASCOFAME</td>
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<td>NORA EUGENIA RESTREPO SÁNCHEZ-</td>
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<td>TERESA CARVAJAL SALCEDO</td>
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### PARES ACADÉMICOS

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<th>Nombre</th>
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<td>JAIME DIAZ ORTIZ</td>
<td>Par académico del CNA</td>
<td>Área: Ingeniería Industrial</td>
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<td>JOSÉ VINCENTE ARIZMENDI CORREA</td>
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<td>Área Comunicación Social</td>
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<td>ZULMA ZORAYA ZUBIETA ROJAS</td>
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<td>EDUARDO ALDANA VALDÉS</td>
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<td>GRACIELA AMAYA DE OCHOA</td>
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<td>ALBA LUZ MUÑOZ RESTREPO</td>
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<td>Área: Estadística</td>
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<td>JOSÉ WILLIAM CORNEJO OCHOA</td>
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<td>Área; Medicina</td>
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<td>PEDRO PABLO SANTACRUZ</td>
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<td>Area: Bellas Artes</td>
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### EXCONSEJEROS

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<td>MARIA LORENA GARTNER ISAZA</td>
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