ITE Programme Approval, Monitoring and Review Requirements

On 31 July 2018, the Teaching Council released a set of draft Initial Teacher Education (ITE) Programme Approval Requirements (the Requirements) for feedback.

We received 95 online submissions from individual teachers and leaders and 22 written submissions from ITE providers, unions, associations and the Ministry of Education. As you might expect, there was a combination of high-level general feedback about the direction of travel, and quite a lot of very detailed feedback.

A significant feedback theme was that it was difficult to provide comprehensive feedback on just the draft Requirements without having a clearer view of some of the other products still under development. Many stakeholders suggested we provide one comprehensive package – including the assessment framework and related exemplars still being developed, our proposal for a two-staged approval/review process, and a proposal for new monitoring and moderation processes, so that it is easier to understand all the changes proposed and how they fit together. The Council considers this is a sensible approach to take. Accordingly, we will provide one complete package in **March 2019**, with the programme approval process beginning from **April 2019** as an iterative, learning process with selected providers (refer to the indicative timetable at the end of this statement for more details).

To enable continued planning for new programme design, the sections that follow provide a summary of high-level feedback, along with more detailed feedback on specific issues, and the Council's response. Feel free to continue to raise any questions you have or invite someone from the Council to meet with you in person, by emailing feedback@educationcouncil.org.nz.

1. High-Level Feedback

1. *Many ITE providers felt the draft Requirements did not acknowledge the good work many ITE providers are doing already, and they didn't feel the desired shift that the Council is seeking was clearly explained.*

We acknowledge that ITE providers are doing good work and some of the developments, particularly related to the exemplary Masters' programmes, have been valuable in providing insights into the future-focused ITE work programme. We encourage people to have another read of the Council's paper *Strategic Options for Developing Future Orientated Initial Teacher Education* published in July 2016, which sets out the context and is more explicit about the desired shift. This paper was the result of significant stakeholder engagement and frames the Council's work on ITE since 2016. The paper explores:

- The strategic drivers affecting the teaching profession and hence the profession's expectations of ITE;
- The current operation of the ITE system;
- How the ITE system might need to develop in the future to meet the needs of the profession and ultimately the needs of New Zealand learners;
- What the options are for the Council to best support this development.

The Council initiated a multi-year work programme to address the recommendations in the *Strategic Options* paper. The first set of decisions can be found here. The new Requirements are intended to provide the detail to enable the Council's decisions to be implemented.

In summary, the new Requirements are one part of a complex programme of work, that is intended to reflect the future direction for ITE: for all new teachers to be equipped for their first teaching role and have the skills to continue to learn and adapt their practice to meet future challenges. To achieve this, the Requirements seek to strengthen ITE programme design by:

- Replacing the Graduating Teacher Standards with the *Standards for the Teaching Profession;*
- Focusing more on the outcomes of programmes by establishing an assessment framework and new approval and moderation processes to provide confidence that each graduate meets the *Standards* (with support);
- Strengthening expectations for quality professional experience placements;
- Further developing the use of te reo and tikanga Māori in all programmes;
- Formalising an expectation of authentic partnerships with schools/centres/kura and iwi;
- Strengthening entry requirements in places while also enabling more flexible ITE programmes to meet emerging needs, especially to support growing the pipeline of future Kaiako into Māori medium settings.

Future Work

There are some areas of the Requirements that we expect to change in the future, but advice suggests we need to either gather more evidence or trial some approaches before setting expectations for all programmes. These areas include:

- Raising entry standards (while enabling flexible pathways), including potentially setting a benchmark for entry for literacy and numeracy;
- How programme design and entry requirements can facilitate the growth of employment-based ITE programmes without reducing quality or our expectation that each learner is entitled to teaching of the quality indicated by the *Standards*, regardless of whether they are taught by a new graduate or an experienced teacher;
- Developing future approaches to programme review that utilise existing system data, where possible.

2. *Some stakeholders asked for a definition of 'Meeting the Standards with support', given this terminology underpins the Requirements.*

A description of what we mean by 'with support' will be inserted into the Requirements. The draft working definition developed by the assessment working group is copied here:

The phrase "with support" recognises that a pre-service teacher (PST) who meets the Standards at graduation has done so in an environment that is more supported (throughout the programme and on practicum) than would be typical for a teacher. It also recognises that PSTs have less breadth of experience than a teacher. So, ITE assessments need to provide evidence not just of practice but also that PSTs are equipped with the theory and reflective abilities that will enable them to operate in the unfamiliar contexts within which they might ultimately be employed. This captures two important dimensions – the supervision and support that is part of all ITE programmes and the need for a strong theoretical and reflective base to support the graduate to take full responsibility for learners and their learning from the start of their first year of teaching.

3. *Stakeholders suggested we should look at whether there is a need for separate Māori medium Requirements and/or programme approval framework.*

We have listened to oral submissions from Māori medium and at this stage we are looking to provide the option of a Māori medium-specific programme approval framework. We intend on using the first tranche of programme approvals as an opportunity to co-design and pilot an approach that works effectively for Māori medium providers. We also acknowledge the conversation underway within Māori medium on wider workforce and wellbeing issues.

We are also working on how the feedback should be reflected in the Requirements. One suggestion (that we agree with) is that we ensure that a provider's assessment framework be based on their overarching programme philosophy. This would set the context for how they view the *Standards*, how they go about embedding the *Standards*, and how they assess ITE students against the *Standards*. This would enable both Māori and English medium providers to better 'see themselves' in the assessment framework.

4. *There was strong support for authentic partnerships and putting in place the key factors needed for professional experience placements to be effective. Ideas offered also included lengthening the minimum period for such placements and establishing structures that would make it easier to ensure that, throughout the whole programme, all ITE students have experience working with priority learners. However, providers and those in centres and schools were concerned that they would not be able to meet these expectations without additional and different resourcing to enable.*

The Council recognises that the kind of partnerships envisaged in the literature won't happen simply by setting a requirement. To achieve our vision for teacher preparation, long-term trusted professional relationships need to be nurtured with a shared understanding of each other's respective roles and responsibilities, and we understand that this type of mutual co-operation and responsibility takes time and resourcing. We also recognise this part of the Requirements is the most challenging to deliver and demonstrate and will need leadership from all parts of the profession. The Council is committed to this direction.

Ultimately, we want to see genuine and long-lasting partnerships between providers and key partners to co-design (and be involved with):

- The conceptual framework
- The candidate selection
- Programme structure and content
- The design and delivery of professional experience placements
- The design and development of assessment
- Moderation of judgements on meeting the Standards (with support).

This will enable all new teachers to have the best possible mix of professional experience, knowledge and bi-cultural competence. This will help give them – and the profession they are entering – far greater confidence that they are equipped for their first teaching role and have the skills to continue to learn and adapt their practice to meet future challenges.

As we develop guidance around approval, review and monitoring processes our expectation is that we will need to be pragmatic about the nature of evidence expected early on, as we collectively build a picture of how to do this in a sustainable way. To put some structure around this: we intend on requiring providers to develop a two to three year partnership plan as to how they will work with key partners to over time put in place, maintain, and, ideally, expand this type of authentic partnership. We will be looking to programme monitors, assisted by the provider's key partners, to review (and report back on) progress being made against these plans.

To reinforce our belief in the value of professional experience placements, we intend recommending to the Board that the minimum periods of these placements be increased. This will provide more opportunities for ITE students to develop practice and have teaching experiences with a diverse range of learners. The increase we propose would be from 70 to 80 days (for 1-year programmes, and ECE field-based programmes) and from 100 to 120 days (for 3-year and 4-year programmes).

Providers would be able to submit a request to the Council for placements to retain the existing shorter periods, provide supporting feedback from partners, and justify their rationale on how a shorter period will still enable students to meet the *Standards* (with support).

We acknowledge that these changes will require additional resourcing and are actively working on how the funding and resources available might be realigned within the system to enable these new expectations.

5. *There was a mixed view on whether we got the balance right between focusing on outcomes and being prescriptive. There appears to be support for continuing to progress with our focus on outcomes.*

This is new territory for the profession, so the Council intends to continue taking a transparent and consultative approach as we move towards focusing on outcomes. It is our view that we need to:

a) **Establish a deliberate system-learning approach to initial programme expectations and approvals.** Though this isn't straight forward, there have already been some productive conversations. As a result, we intend on:
   • Developing a set of assessment principles which, together with the provider's stated programme philosophy, would structure the provider's proposed assessment framework, and guide the conversation between the approval panel and the provider (refer the attached Approval Requirements for Achievement Against the Standards documents).

- Ensuring early panel processes are deliberately established to be open, shared and developmental in building our collective judgement;
- Having some providers volunteer to be the "trial" cohort of approvals – during which several providers could go through the approval process at the same time;
- Inviting partners of providers to come along with the provider to be part of the panel conversation;
- Having the review of documentation done as a desktop exercise so that the panel can focus on the rich conversations with the provider(s) around how they used the lens of their programme philosophy to unpack and embed the *Standards*, and how these are linked to design, delivery and assessment;
- Establishing regular opportunities to bring the profession together to discuss what is going well, what needs adjusting, what we need to research further;
- Establishing national moderation discussions, including providers coming together and discussing/agreeing on the judgement calls they have made, as well as audits of providers;
- Establishing a programme of research to support the system-learning approach.

b) **Provide greater assurance that ITE graduates are ready to teach.** We need to address concerns from stakeholders including employers and principals that ITE graduates are not ready to teach, and that there is little transparency about how judgements are made. Requiring that ITE programmes going forward produce graduates who meet the *Standards* (with support) may be insufficient in providing confidence. We are seeking more transparency and assurance that the focus of programme content and assessment enable graduating students to meet the expectations of employers within the context of the programme.

Given our outcomes-focus we are reluctant to achieve this by prescription or external assessment post-graduation. We are therefore looking to recommend to the Council Board that we achieve greater assurance that ITE graduates are ready to teach by requiring programmes to have the following elements:

- An integrative assessment at the end of the programme, that requires ITE students to demonstrate that they can apply the knowledge, capabilities and skills they have learned during the programme to an authentic situation that relates closely to the professional work of teachers in the sector for which they are being prepared. As part of this process, students would need to draw upon multiple sources of information and integrate knowledge and skills, and be able to explain the connections of their actions and decisions to the *Standards*.
- Development of a set of key teaching tasks, by the provider, that will be assessed as part of the final professional experience placement, and which demonstrate that graduates are ready to teach. Assessment throughout a programme provides

an important assurance that students are meeting the Standards. However, the guiding principle that each learner has an entitlement to teaching of the quality indicated by the *Standards* regardless of whether they are taught by a new graduate or an experienced teacher requires an additional assurance that graduates can perform key teaching tasks from day one, and that they can address the inevitable complexities of practice they will face by drawing on and integrating multiple sources of knowledge. Over time, we will be looking to the profession to reach a common view on the key teaching tasks.

- More details on these elements can be found in the attached 'Approval Requirements for Achievement against the *Standards* (with Support)', which we will require providers to have regard to in re-designing their programmes.

While we believe that these new elements have great potential, we acknowledge that how they are designed and implemented in each ITE context will have an impact on their success. We therefore want to ensure that they do provide greater confidence by commissioning a formal evaluation of the application and impact of the new elements after two years. The results of this evaluation will inform future reviews of the Requirements.

Alongside these two elements, we will introduce a national moderation process with a focus on provider judgements on meeting the *Standards* (with support) to ensure consistency across the system.

We will also look to make our expectations clearer around programme structure and content by requiring that all programmes must be structured with a conceptual framework and logical progression, that (among other things):

- Integrates all aspects of culturally responsive teaching in a way that meets the needs of all learners;
- Reflects the setting (early childhood, primary, secondary, Māori medium) or settings (such as ECE/early primary, or late primary/early secondary) in which graduates are likely to teach;
- Has the curriculum structured in such a way, and contain such core elements, as to enable students to understand the *Code of Professional Responsibility*, and demonstrate, at graduation, that they meet the *Standards* (with support) and ready to teach.

2. Detailed Feedback

Entry to the Profession: Consultation Feedback

In addition to the high-level feedback, we received the following more detailed feedback:

1. *Strong support for retaining University Entrance (UE) as the minimum academic entry requirement, although some providers viewed it as a barrier and suggested some flexibility around this.*
2. *Need for greater clarity on literacy and numeracy, and English language competency assessments.*
3. *Questions on why we don't require all providers (not just Māori medium) to assess te reo Māori competency.*
4. *Strong support for assessing disposition to teach at entry but uncertainty over how this can best be done.*
5. *Concerns over the amount of effort required to do referee checks at entry.*
6. *Concerns over providers being required to bring all matters arising from a Police vet to the Council's attention.*

Our focus is on having an entry process that selects ITE students with the characteristics to be effective teachers. As a result of the feedback we are looking to recommend to the Board that the Requirements:

- Outline circumstances under which we could allow providers to accept candidates under 20 years of age who don't have UE, and what systems providers would need to have in place to support them
- Shift the approach to English language competency to align with the Council's new policy in this area – refer www.educationcouncil.org.nz/content/english-language-competency-teaching-aotearoa-new-zealand;
- Require all providers to assess te reo Māori competency at entry (or as reasonably close to entry);
- Retain the proposal that providers assess candidate disposition prior to entry but link what they are assessing to the values that underpin *Our Code Our Standards*;
- Put in place clearer demarcation and decision-making criteria on matters arising from a Police vet, with greater alignment between ITE and teacher registration/certification;
- Maintain the status quo by not proceeding with the proposal to require referee checks at candidate selection, noting that such checks are still required prior to professional experience placements.

Programme Design and Delivery: Consultation Feedback

In addition to the high-level feedback, we received the following more detailed feedback:

1. *Concerns over unnecessary documentation requirements;*
2. *Diverse Learners - we needed to emphasise inclusive learning and have a reduced focus on learners with dyslexia, dyspraxia and autism spectrum disorders;*
3. *The need to see the assessment framework currently under development;*
4. *The need for the Requirements to better reflect important differences across various settings (ECE, primary, secondary);*
5. *The need to give greater emphasis to inclusive and culturally responsive teaching;*
6. *The need to give greater assurance that graduates will be ready to teach by prescribing programme content/curriculum.*

As a result of the feedback we are looking to recommend to the Board that the Requirements:

- Reduce the documentation burden and align with NZQA/CUAP documentation requirements by focusing on the specific teaching-related linkages across such documentation;
- Retain a focus on learners with dyslexia, dyspraxia and autism spectrum disorders (based on recommendations from a Select Committee inquiry) but in the overall context of inclusive teaching practices and universal design for learning;
- Bring forward the timing of the work on developing an assessment framework for demonstrating meeting the *Standards* (with support), so that this can be taken into account by providers when re-designing programmes;
- Require all programmes to be designed to support, and monitor progression of learning that increases competency in te reo and tikanga Māori during the programme - as a means of supporting graduates to meet teacher registration requirements around committing to ongoing development of te reo me ngā tikanga Māori (Māori language and culture) capability and being able to demonstrate progress of te reo me ngā tikanga Māori as a condition of the issue and renewal of a practising certificate;
- Specifically require all programmes to (among other things) reflect the setting (or settings) in which graduates are likely to teach;
- Require providers to identify their set of key teaching tasks as part of their assessment framework and have an integrative assessment in their programme (refer above) – to be formally evaluated over two years.

Authentic Partnerships: Consultation Feedback

In addition to the high-level feedback, we received the following more detailed feedback:

1. *Strong support for such partnerships but significant concerns on the time and cost involved;*
2. *Concerns were raised that some of the features of high quality professional experience placements are difficult to achieve;*
3. *Increase the minimum periods of professional experience placements (practicum);*
4. *There should be a formal ongoing role of providers in supporting induction and mentoring post-graduation.*

As a result of the feedback we are looking to recommend to the Board that the Requirements:

• As outlined above, have a reasonable starting point and a pathway (in the form of a partnership plan) to ultimately get to the type of authentic partnerships we want to see in place
• As outlined above, increase the minimum periods of professional experience placements to provide more opportunities for ITE students to develop practice and have teaching experiences with a diverse range of learners across their professional experience placements.

3. Initial Assessment Framework

Attached is 'Approval Requirements for Achievement against the *Standards* (with Support)' - an initial assessment framework for use by providers in judging whether a student has met the *Standards* (with support). It has been developed by Graeme Aitken and Claire Sinnema from Auckland University, with the assistance of a working group and input from ITE providers.

The Council will be piloting the initial assessment framework with the first tranche of programme approvals in 2019. We do, however encourage providers to provide us feedback on whether there are any gaps or areas in the framework that could be clarified.

4. Proposed Programme Approval, Monitoring and Review process

To assist ITE providers in designing programmes under the new Requirements, outlined below is our proposed programme approval, monitoring and review process (undertaken in conjunction with NZQA and CUAP). This process will be Part Two of the Requirements, and will replace our current policy and guidelines.

Programme Approval

- Retain approval panels for both approval and review
- Retain the concept of ongoing programme approval, subject to periodic reviews and monitoring;
- Have more flexibility over panel size and composition depending on the nature of the proposed programme;
- Provide the option of a Māori medium-specific programme approval framework that is relevant to their worldview, context and practices;
- Have an approval process that focuses not only on compliance with the new Programme Requirements but more so on the evidence of the quality of the assessment framework that will be used to demonstrate that graduates who enter the teaching profession have met the *Standards* (with support);
- Put in place a clear process for the withdrawal of programme approval.

Programme Review

- Continue periodic reviews but with flexibility to adjust the frequency ;
- The first review would occur after the:
    - 3rd cohort has graduated for one-year programmes,
    - 2nd cohort has graduated for other programmes;
- Subsequent reviews would be every one to five years depending on factors such as programme length and performance (impact/outcomes) ;
- Give the review panel the flexibility to do 'light-handed' reviews (on papers, phone conferences) rather than always doing site visits;
- The focus of this, and subsequent reviews, will be on compliance with the Requirements but also on graduate outcomes/programme impact utilising evidence such as employment data, feedback from employers, feedback from graduates etc;
- Reviews could also be used to focus on system issues (such as the growth of te reo Māori competency), to inform Council-produced ITE system reports;

- Introduction of national moderation to ensure providers are making consistent judgements on graduates meeting the *Standards* (with support);
- Clear powers for the Council to audit programme records (such as checking the assessments of English language competency) and undertake special reviews if there are concerns about a programme or type of programme.

Programme Monitoring

- Retain regular external monitoring for the first three years of delivery of a new programme and thereafter every two years;
- Greater Council input into who the monitor is, how they undertake their monitoring, and what (aside from compliance with the Requirements) the monitoring focuses on (for example, the Council may direct that the monitor focus on the extent to which authentic partnerships have been grown and maintained);
- Greater sharing of information with CUAP and NZQA (eg graduating year review reports);
- Removal of annual reporting – move to a more self-assessment focus to inform programme reviews and monitoring visits.

Feedback on Section 4

Your feedback is welcome on this proposed programme approval, monitoring and review process (set out in Section 4), by 1 February 2019 to feedback@ educationcouncil.org.nz

5. Indicative Timeline

Month	Activity
Early December 2018	Release of consultation summary, our response, proposed changes to the programme approval/monitoring/review process, and indicative timeline (this document)
	Release of interim assessment framework for initial programme approvals
December 2018	Release of possible assessment exemplars
February 2019	Requirements approved by Board of the Teaching Council (late February)
	Training of panel members and monitors
March 2019	Publication of new Requirements
April 2019	Programme approval process begins as an iterative, learning process with selected providers.