Package D: Improving Quality, Access and Governance in Education

TEACHER CERTIFICATION AND LICENSING AND CPD – Scoping Mission

Report Number VR003

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27 April 2012
Report Distribution and Revision Sheet

Project Name: Improving Access, Quality and Governance in Education  
Code: 275694  
Report No.: VR003  
Report Title: TEACHER CERTIFICATION AND LICENSING AND CPD – Scoping Mission

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<th>Rev No*</th>
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<th>Originator</th>
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<td>001</td>
<td>19 June 2012</td>
<td>Raphael Wilkins</td>
<td>Rosalind McGinley</td>
<td>Team Leader CE UK</td>
<td>Technical QA, Proofreading, style and structure</td>
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Scope of Checking
This report has been discussed with the originator and checked in the light of the requirements of the terms of reference. In addition the report has been checked to ensure editorial consistencies.

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Purpose of the Consultancy

The Institute of Education, University of London, was engaged to carry out this short gateway consultancy as the first step in providing technical support to two related strands of work: to assist PMIU in the process of setting up the Teacher Certification and Licensing Board as a statutory body; and to support DSD in enhancing the quality of teacher education through continuing professional development.
### Achievement of the terms of reference

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<th>TOR Tasks (insert from Accountabilities and Roles section of TORs)</th>
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<td>Locating these developments in relation to contextual factors such as the pattern of training and qualifications available to teachers, and arrangements for inspection, quality assurance and performance management of teachers</td>
<td>Ongoing during project implementation</td>
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<td>Identifying the change management processes required and associated skills development needs</td>
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<td>Analysing the optimum skills mix required and how this will change over the life of the project.</td>
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Background

1. CE is currently implementing the three year technical assistance package of the WB Punjab Education Sector Project (PESP) - this is under the Punjab Education Sector Reform Programme I (PERSP I) which is aimed to support the Government of Punjab as it embarks on developing and implementing second generation reforms in the education sector.

2. Working with the government institutions: Programme Monitoring Implementation Unit/School Education Department, Department of Staff Development, Punjab Education Council, Punjab Education Assessment System; and donors (GIZ, UNICEF, WB and DFID) we are providing a diverse range of technical services to i) enhance fiscal sustainability and the effectiveness of public expenditures including education, ii) enhance the quality of school education; improve and expand access through improvements in school participation and completion rates and reduction in gender and regional disparities, and iv) strengthen school management and governance within the sector.

Findings and Issues Arising

3. The core of the gateway consultancy, which I undertook in person as sole consultant, was a fieldwork visit the working days of which were 18-21 March 2012. This was preceded by preparatory reading and a meeting with CE in UK, and followed by desk-based reflection, analysis and reporting. I was supported throughout the fieldwork by Rosalind McGinley, Senior Education Management Specialist, Cambridge Education (CE).

4. The first day (Sunday) was taken up with briefing by local CE personnel. The evidence-gathering consultation sessions organised by PMIU and DSD were as follows. The participants in each session are listed in Appendix 1.

5. 19 March 2012

   a. Meeting with PMIU to receive briefing on the overall systemic reform process, followed by a briefing on planned PESP2 activity from June 2012.

   b. Joint meeting with PMIU and DSD to receive briefing on the two specific strands of activity relevant to this consultancy.

   c. Meeting with DSD to receive briefing on how DSD supports continuing professional development.
6. 20 March 2012
   a. Joint meeting with DSD and relevant representatives of higher education institutions, to hear the latter’s perspectives on issues concerning the pre-service and in-service training of teachers and their professionalism.

7. 21 March 2012
   a. Joint meeting with PMIU and DSD to review the current position and to outline proposals for next steps.

8. Lecture, 21 March 2012
   a. While strictly speaking not part of the gateway consultancy, PMIU arranged for me to give a lecture to approximately 45 invitees, entitled ‘Quality of Teachers’, at the Royal Palm Country Club on the morning of 21 March. The content was relevant to the areas of focus for technical assistance, and the extended discussion session following the lecture provided valuable insights and perspectives.

9. The two linked projects are very worthwhile and have the potential to attract global interest as examples of good practice if they are successful. The two projects need to be seen as integrated, since neither can achieve its best impact without the other. The wider programme of reform and system development which has been taking place over the last few years is impressive in many respects, including the organisational and administrative arrangements for supporting a coherent, systemic approach across all the Districts, and the very effective use of ICT for performance management. The infrastructures and capacities implied by these developments suggest that now some of the conditions are in place to offer a reasonable prospect of success to the project to professionalise teaching through CPD infrastructures and teacher certification and licensing.

10. Several other conditions need to be in place. First, there will need to be a vision, clearly articulated, shared and supported by the key agencies and individuals who will be driving forward the changes. This vision will provide the rationale and hence the inspiration to energise developments. Further work needs to be undertaken on visioning.

11. Secondly, stakeholder engagement and relationship management will be necessary in order to establish a critical mass of wider stakeholder support. This includes the need to anticipate the objections likely to come from teachers’ trades unions and to develop strategies for communicating clearly the positive benefits envisaged. Stakeholder engagement and relationship management also embrace consideration of perceptions and realities in a number of related areas. These include the extent to
which each category of people involved in or affected by the implementation of these projects has, or can be enabled to acquire, the knowledge and skills that they will need to play the part expected of them; whether and to what extent the advantages of these developments mesh with stakeholders’ own patterns of motivation; and whether and to what extent the resources (of money, staff time, materials and information) allocated to support these projects accords with what those involved think they need.

12. Thirdly, at a very busy time of educational development in Punjab, it will be necessary for PMIU and DSD to establish and sustain sufficiently strong arrangements for driving forward this initiative. For example, there will need to be speedy and appropriate replacement of any key personnel in PMIU and DSD who might change their responsibilities during the vital first six months or so of the projects. Also I recommend that robust arrangements are set in place not only for project management, but more significantly, for project governance, including clear loci of accountability.

13. Fourthly, in the case of the teacher certification and licensing project certain design decisions will need to be made about the scheme, and it would be normal to expect some difficulty in achieving consensus among stakeholders and local experts on the shape of the scheme.

14. The need to manage these factors and potential risks has had a significant bearing on my proposal for moving these projects forward, which begins with the two phases or batches of activity outlined in the next section below.

15. During the consultation sessions, it was agreed between DSD and PMIU that a small core group be established to support the planning, co-ordination and progression of activities generated by the technical assistance programme. The membership was designated as follows.

   a. Mr Azhar Munir, Deputy Director, Quality Assurance, DSD
   b. Mr Salman Ali, Deputy Director Monitoring and Evaluation, PMIU
   c. Mr Azmat Siddique, Course Co-ordinator, DSD
   d. Mr Sohail Raza, Deputy Director Co-ordination, PMIU
   e. Ms Umbreen Arif, World Bank
Options and next steps

PROPOSED TECHNICAL ASSISTANCE ACTIVITY BATCH ONE: REFINING PROCESS, CONCEPTS, AND BUILDING SUPPORT

16. The proposed first visit by the IOE team (on this occasion it would be myself and Carol Taylor – see Appendix) would begin with a few days devoted to additional fieldwork familiarisation and data capture, including visits to representative Districts and schools and listening consultations with groups of teachers and parents. This would be followed by a series of working meetings with the core group and others to address the following priorities.

a. To agree a timescale of key milestones based on working backwards and forwards from an agreed timescale for legislation on teacher certification and licensing;

b. To agree the model of professionalisation of teaching which will be used as the basis for initial consultation with stakeholders;

c. To agree strategies for communications and stakeholder engagement;

d. To agree refinements to and implementation arrangements for the CPD infrastructures project to achieve integration and synergies with the teacher certification and licensing project;

e. To plan for visit 2.

17. I recommend two additional aims for this visit. First, to reach agreement among PMIU, DSD, IOE, Cambridge Education and the World Bank regarding acceptable arrangements for project management and support, risk management and project governance.

18. Secondly, to gain maximum benefit from the specialised knowledge of visiting expert Carol Taylor, I suggest that we conduct a one-day interactive workshop on the strategic leadership of continuing professional development.

A NOTE ON METHODOLOGY

19. Conceptual frameworks will be suggested to guide the formulation of strategies for stakeholder engagement and communication. The latest research on effective CPD will be drawn upon to guide aspects of the work. To support the visioning process, I suggest the use of the core concepts of quality development and professionalisation as follows.
20. Quality development involves arriving at satisfactory answers to the following questions about each relevant topic.

a. Are there clear standards? How are these expressed?

b. How and by whom are standards set?

c. How and by whom are standards monitored?

d. How and by whom are judgements made about whether standards have been met?

e. What is the evidence base and level of transparency in relation to each of the above?

21. These projects require the questions above to be answered in relation to the following:

a. Pre-service training and standards for entry to the profession

b. Standards of conduct and discipline

c. Standards of professional practice and competence

d. Standards for continuing professional development and career progression

22. The aim of establishing an autonomous body for teacher certification and licensing also invites consideration of how much the answers to the questions above should seek to foreground the role of respected educational practitioners in arriving at judgements and taking decisions.

23. Agreeing (in broad brushstrokes for initial consultation) a proposed model of professionalisation of teaching will require decisions in relation to a number of issues including the following.

a. The scope of licensing: which phases and sectors will be covered, and whether several separate registers will be maintained

b. What levels of licensing will apply, eg basic practitioner level, senior practitioner/middle management, leadership

c. What powers and sanctions attach to licensing

d. What transitional arrangements will be offered to existing teachers who do not meet the new higher standards that licensing will require
e. The duration of the licence, arrangements for renewal and for cancellation

f. The extent to which the teaching profession will, ultimately, be actively involved in maintaining and developing its own standards

g. How infrastructural support for CPD can best mesh with the licensing/re-licensing process

h. How to locate action and decision-making as locally as possible while maintaining rigorous and consistent standards across the Province

i. What organisational and administrative structures, and ICT systems, will be needed to service the requirements of these developments.

PROPOSED TECHNICAL ASSISTANCE ACTIVITY BATCH TWO: VISION TO REALITY OPERATIONAL PLANNING

24. I recommend that the second visit by the IOE team (of three: myself, Carol Taylor and a further expert to be designated by IOE when dates are known and issues clearer) should concentrate on vision to reality operational planning. One of the outcomes of visit one should be the designation of approximately 16-20 key senior personnel, predominantly in PMIU and DSD but perhaps including others, for a vision to reality planning workshop of 4-5 days’ residential duration, facilitated by IOE. This would incorporate intensive inputs, skills development, group and teamwork activity, problem-based learning, coaching, and the production of operational plans to which there is full commitment among all participants. All members of the IOE team are experienced in leading such workshops as effective vehicles for capacity building and change management. It would be essential for every participant to commit to attending and engaging fully in all activities.

SUBSEQUENT PATTERN OF TECHNICAL ASSISTANCE

25. The vision to reality operational planning exercise will be a significant influence on the detailed design of the technical assistance to be provided by IOE over the duration of the remainder of the project.
Annexes

APPENDIX 1: DETAILS OF CONSULTATIONS HELD

Meeting at PMIU, 19 March 2012
Dr Farah Masood Programme Director, Programme Monitoring and Implementation Unit (PMIU)
Mr Sohail Raza Deputy Director Coordination, PMIU
Mr Salman Ali Deputy Director Monitoring and Evaluation, PMIU
(Mr Hafiz Shaukat) Assistant Programme Director, PMIU

Meeting at DSD, 19 March 2012
Mr Nadeem Irshad Kiyani Programme Director, Directorate of Staff Development (DSD)
Dr Farah Masood PMIU
Mr Sohail Raza PMIU
Mr Azhar Munir Deputy Director, Quality Assurance, DSD
Mr Azmat Siddique Course Coordinator, DSD
(Afternoon meeting)
Mr Azhar Munir Deputy Director, Quality Assurance, DSD
Mr Azmat Siddique Course Coordinator, DSD

Meeting at DSD, 20 March 2012
Dr Hafiz Iqbal ex Dean Institute for Education Research, Punjab University
Dr Khalid Mahmoud Professor Education, University of Education, Lahore
Dr Shahid Majeed Director, Ali Institute of Education, Lahore
Mr Azhar Munir Deputy Director, Quality Assurance, DSD
Mr Azmat Siddique Course Coordinator, DSD

Meeting at PMIU, 21 March 2012
Dr Farah Masood PMIU
Mr Sohail Raza PMIU
Mr Salman Ali Deputy Director Monitoring and Evaluation, PMIU
Mr Hafiz Shaukat Assistant Programme Director, PMIU
Mr Obaidullah Deputy Director, Finance, PMIU
Mr Nawaz Khalid Arbi Deputy Director Planning, PMIU
Mr Azhar Munir Deputy Director, Quality Assurance, DSD
Mr Azmat Siddique Course Coordinator, DSD
APPENDIX 2: ABOUT THE INSTITUTE OF EDUCATION

The Institute of Education, University of London (IOE), was founded in 1902, and is now a fully autonomous College of the federal University of London, with its own degree awarding powers. The IOE is, by a long margin, the premier centre in the UK for the advanced study of education, and one of the top few such centres in the world. The IOE has over 300 academic staff rated as world class in education and related disciplines. With some minor exceptions, all of the teaching at IOE is at postgraduate level, including the widest range of education-related Masters courses in the UK, and extensive provision of PhD and Doctor of Education programmes. The IOE is also a major provider of initial teacher education programmes which are rated as “outstanding” by the UK government inspectorate, and leadership programmes for headteachers and others. It undertakes a wide range of consultancies and short development programmes in the UK and globally. At any one time, the IOE is typically working in or with over 100 countries. Almost no other institution in the world rivals our global reach, range and quality.

IOE’s RECORD IN PAKISTAN

IOE has long term knowledge of, and connections with, Pakistan and frequently provides advice to governments and development agencies on aspects of educational provision in Pakistan. Examples of this expertise include the long term research and development work of Marie Lall on citizenship in Pakistan which has resulted in many publications and frequent media appearances; the work of Anil Khamis who has researched and published on teacher education, school improvement, educational change including how to make reforms work, all involving extensive fieldwork in Pakistan; and the work of Sadaf Rizvi who has undertaken research and development projects on enhancing female participation in education in northern Pakistan, models of financing community schools, and community-based education programmes in Pakistan. Other recent relevant work by IOE includes Geeta Kingdon’s research into gender and household education expenditure in Pakistan, and Raphael Wilkins’ work to nurture professional development through partnership with TAKE (The Trust for the Advancement of Knowledge and Education). TAKE was established in the summer of 2010 specifically to develop infrastructures for enabling IOE to support teachers’ professional development in Pakistan without adopting a ‘colonial’ approach. This has involved developing local associates, locally written context specific case study materials, and local learning communities for professional networking and mutual support. The infrastructures developed include TAKE Advice (a consultative forum) and TAKE Time Out, a twice-yearly course/conference to develop skills in pedagogy and school leadership. So far four events have taken place and the next one (in March 2012) has started to attract sponsorship and wider interest. The IOE also has a formal partnership with the Aga Khan University in Karachi, and evolving relationships with several other higher education institutions in Pakistan.
OUR APPROACH
The IOE prefers to work through long-term partnerships of mutual benefit, which build capacity. While drawing on the lessons of world-class research, we respect the unique properties of every context in which we work. Our approach to consultancy and technical support emphasises the development of the skills, confidence and capacity of individuals and teams within the partner organisation. We develop a deep understanding of what our partners want to achieve and the positive features that can be built upon in the local system. Solutions are co-constructed so that they are locally owned and sustainable. This collaborative approach requires that detailed project planning should be undertaken as a joint activity. The gateway consultancy reported in this document and the proposed next steps are consistent with this way of working.

INTRODUCING OUR TEAM
The whole range of expertise at IOE will be drawn upon as required to support this development over what we hope may become a long term partnership relationship. We have identified the following as having specific and ongoing commitment to this project.

Dr Raphael Wilkins joined the Institute of Education, University of London, in 2006, where he is Assistant Director (International Consultancy and Knowledge Transfer) and Director of International Affairs in the London Centre for Leadership in Learning. He is also President of the College of Teachers, responsible for assuring the quality of thousands of qualifications awarded annually in many countries. Raphael began his career as a teacher before moving into local authority education leadership including twelve years at Chief Officer level. He also spent periods working for the House of Commons and the local authority associations. He has twelve years’ experience of senior consultancy, the first six undertaken in a freelance capacity, advising national agencies including the General Teaching Council for England and local authorities. He has undertaken relevant consultancies in China, India, Singapore, Saudi Arabia, Southern Sudan and Yemen. Raphael has published over 50 articles and research reports, and has presented papers or keynotes at conferences in the UK, Copenhagen, Rotterdam, Toronto, New Orleans, Delhi, Beijing, Jeddah and Riyadh.

In this project, Raphael will be responsible for the gateway consultancy, overall direction, and client relationship management, and he will personally contribute 50% of the overall consultancy input.

Carol Taylor
Carol Taylor is the Programme Leader: Strategic Professional Development at LCLL. Carol was a professional development (PD) leader and Deputy Head until 2006 presenting her school’s approach to PD at a South-East regional conference in 2005. She has extensive experience of working to support beginning teachers, newly qualified and graduate teachers and overseas trained teachers working as a programme facilitator and assessor for the Institute of Education and University of Hertfordshire.
Carol currently works with schools and local authorities - both locally, nationally and internationally - in supporting the professional development of the school workforce. She is the co-designer with Vivienne Porritt of the highly successful Innovative Leadership of CPD, an M level module: MA Leadership (IOE). Carol is the lead facilitator on this programme which was commissioned by London local authorities as part of the Teacher Development Agency (TDA) Leadership of Continuing Professional Development (CPD) project. Carol is also the co-leader and a facilitator of ‘Aspiring to Leadership’ - a tailored professional development programme that plays a key role in the succession planning strategies for several London local authorities. She is also the project leader for the LCLL’s innovative approach to improving performance management and a current focus of her work is on supporting schools and clusters to develop collaborative professional development opportunities. She was a regional consultant for LCLL within the TDAs Effective Practices national programme and she has published in various articles, most recently in Earley. P. and Porritt. V. Effective Practices in Continuing Professional Development. Lessons from Schools (2010).

**Matthew Martin**

Matthew Martin is the Chief Executive Officer and Registrar of the College of Teachers UK. He has expert technical knowledge of the professional and practical aspects of setting up and running certification and licensing schemes for teachers.

Other experts will be added to the team as the specific requirements of the project become clearer. In addition, the team will be supported by relevant technical experts in the IOE’s registry and ICT departments.