

New Business Item 25-46

Introduced April 24, 2026

Approved June 3, 2026

TITLE: Results and Recommendations from HTSB Annual Educator Preparation Program Completer Audit School Year 2024-2025

The Hawai'i Teacher Standards Board (HTSB) adopts the results from its annual Educator Preparation Program (EPP) Completer Audit for the 2024–2025 school year.

Each summer, the HTSB Executive Director and HTSB staff meet with EPP staff to review program updates, teacher candidate progress, licensure information, and other relevant topics. During these meetings, HTSB staff also explain the program completer audit (see [NBI 13-14](#)) and the annual report requirements outlined in Hawaii Administrative Rules ([HAR §8-54-26](#)).

Data from program completer audits and EPP annual reports inform several additional reporting obligations, including HTSB submissions to the Legislature, Federal Title II reporting, and documentation required by the national accreditor (see Hawaii Revised Statutes [\[HRS\] §302A-803](#) and [HAR §8-54-26 to §8-54-29](#)). These data may also be used to support professional development initiatives authorized under [HRS §302A-805.5 to §302A-806.6](#).

The following describes the HTSB audit process, results, and recommendations based on data collected from EPP completers during the 2024-2025 school year.

Process

During the annual EPP meeting, HTSB staff provided EPP faculty with a list of evidence to verify basic skills, content knowledge, and clinical experience (see Table 1) and Program Completer Information Cover Sheet (see Appendix A).

Required Documentation	Explanation
Basic Skills	• If a bachelor's degree is listed, then use the undergraduate transcript.
Content Knowledge	• If a Praxis test is listed, then use the official score report. • If coursework is listed, then use course grades.
Clinical Experience/ Student Teaching	• Provide evidence with school name, cooperating/mentor teacher, school, grade level, and instructional/teaching lines for secondary education. • Provide evidence showing documentation of 450 hours of clinical experience (e.g., timesheet). If applicable, Option B documentation to meet Hawai'i-specific requirements.

Table 1. Verification and Evidence of Completers

HTSB staff provided EPP staff with a Program Completer Information Cover Sheet template to help collect and organize required evidence for each teacher candidate, including documentation of cooperating or mentor teacher qualifications.

HTSB staff selected 10% of each EPP's annual program completers for audit, with a minimum of five records per EPP (see [NBI 13-14](#)). Teach For America is the one exception, as all of its program completers are required to be audited (see [NBI 23-13](#)).

A multistage cluster sampling process was used to select program completers, ensuring randomization within each EPP-approved licensure field (Creswell & Creswell, 2018). Clusters were organized by licensure field (e.g., elementary education, special education), grade-level span (e.g., K–6, 6–12), licensure pathway (e.g., traditional bachelor's, post-baccalaureate, master's), and program completion date (e.g., month or semester). Audit participants were then randomly selected from within each cluster. Across 14 EPPs, 132 completers were selected for the audit (see Table 2). One EPP had fewer than five completers.

Hawai'i EPP	Number of Audits
Brigham Young University Hawai'i	5
Chaminade University-School Counseling	9
Chaminade University-Teacher Education	5
Hawai'i Pacific University	5
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Kaho'iwai Center for Adult Teaching and Learning	5
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University of Hawai'i at Mānoa-College of Education	27
University of Hawai'i at Mānoa-Library and Informational Science	1
University of Hawai'i at West O'ahu	6
Total	132

Table 2. EPP Completers Selected for Audit

One HTSB Licensing Specialist (LS) was responsible for collecting program completer information, selecting the audit sample, and providing training on the audit procedures. Sample documents were used to calibrate evidence-rating practices across all LSs. To maintain objectivity and reduce potential bias, all LSs participated in the audit and were assigned a comparable number of completer files to review.

Each LS independently reviewed the evidence and verified that all requirements were met in the audit file. When evidence was unclear, LSs documented comments or questions for later discussion during LS meetings. The EPP Institution Program

Completer Record was also available as an additional data source. EPP staff submits this record when recommending a candidate for licensure. It includes information on the candidate's basic skills and content knowledge, as well as the dates and details of their clinical experience and placement.

In a separate meeting, LSs reviewed their findings collectively, discussed outstanding questions, and reached consensus on whether the evidence met audit requirements or whether additional information from the EPP was needed. When clarification was required, the LS contacted program completers or EPP staff.

The results section presents the outcomes of this audit.

Results

All 14 EPPs submitted audit information by the due date. Eight EPPs provided evidence that met all criteria, and no clarification was needed. Six EPPs provided additional information such as:

- Explaining inconsistent evidence verifying clinical experience hours. One EPP provided additional documentation, and three EPPs did not collect evidence because their teacher candidates served as the teacher of record (i.e., Emergency Hire Teacher, substitute teacher).
- Explaining inconsistent start/end dates of clinical experience hours. Some EPPs use the beginning and end date of semester hours, while others use the beginning and end date of presence at their partnership school.
- Missing authorized signatures on clinical experience evidence. The EPPs signed the forms and resubmitted evidence.
- Supplying evidence showing its Option B completer met all Hawai'i-Specific Requirements (see [NBI 11-03 Revised](#)). The EPP provided evidence showing the candidate met requirements.
- Explaining discrepancies in verifying teacher candidates' content knowledge, such as using coursework, licensure exams, or a combination of both. The EPPs provided transcripts verifying college courses or official Praxis score reports.
- Resolving discrepancies with the names of cooperating/mentor teachers or the clinical experience school. The EPPs provided correct information.
- Clarifying the licensure pathway completed by the teacher candidate. HTSB staff determined that the post-baccalaureate pathway was neither identified nor approved during the 2021 accreditation cycle. HTSB is collaborating with the EPP and the accreditor to correct the accreditation record, as the post-baccalaureate program received formal approval in 2014.

In addition, the LS also reported the following information in accordance with the Board's previous recommendations ([NBI 25-05](#)):

- EPPs are no longer placing teacher candidates in 6th-grade classrooms as a loophole to recommend licensure for grades K-12.
- EPPs are seeking approval in advance for placing teacher candidates in the appropriate setting based on their licensure recommendation in Teaching English to Speakers of Other Languages (TESOL).

Recommendations

As a result of the audit, the following recommendations are offered to improve the auditing process for HTSB and EPP staff and to maintain the quality of teacher preparation among Hawai'i EPPs.

- As with EPP Audit [NBI 23-49](#) and [NBI 25-05](#), reviewing the completer evidence for the required 450 hours of clinical experience/student teaching proved to be a complex process, especially for teacher candidates who are teachers of record in the secondary education setting. Frequently, these teacher candidates are assigned multiple instructional lines and often in different subject areas that are not in the recommended licensure field. For example, a teacher candidate pursuing an English 6-12 license was assigned to teach English, Social Studies, and to serve as an advisory teacher. HTSB staff will work with EPPs on collecting information about teacher candidates' instructional lines to ensure they can more effectively support candidates and prepare them for the teaching field for which they will be recommended. HTSB staff will work with EPPs to ensure consistent and accurate data collection.
- Allowing EPPs to define the start and end dates of the clinical experience (e.g., institution calendar, partnership school calendar) to ensure alignment with their documentation of clinical experience hours (e.g., time sheets, Helper Helper App), the audit process, and the accuracy of teacher candidates' licensure records. HTSB staff will collaborate with EPP staff to identify appropriate methods for documenting these hours or to revise the Program Completer Information Cover Sheet as needed.
- The Board should require that teacher candidates be assigned to a cooperating/mentor teacher who holds a valid Hawai'i license in the same licensure field as the teacher candidate. This recommendation is a national practice and grounded in research (Ambrosetti, 2014; Francies, Glover, & Jamieson, 2021; Zeichner, Darling-Hammond, Berman, Dong, & Sykes, 2024).
- Data related to cooperating/mentor teachers raised new questions and highlighted the importance of [NBI 24-38](#) The Formation of the Cooperating/Mentor Teacher Workgroup. The audit revealed varied practices across EPPs, with some demonstrating strong alignment to best practices for

cooperating and mentor teacher selection, while others showed notable inconsistencies. Key findings include:

- Four EPPs had cooperating/mentor teachers with valid HTSB licenses that matched the same teaching field and grade level as their completers.
- One EPP placed a teacher candidate with a cooperating/mentor teacher who did not hold a HTSB teaching license because the placement was at a private school where licensure is not required.
- Sixty-eight completers across nine EPPs were teachers of record.
 - Fifty-six teacher candidates had no on-campus cooperating/mentor teacher but were supported by the EPP faculty/staff.
 - Two teacher candidates had a cooperating/mentor teacher with an expired or no license.
 - Ten teacher candidates had a cooperating/mentor teacher who was licensed in a different teaching field than the teacher candidate.
- The Board should establish qualifications based on the cooperating/mentor teachers' workgroup findings. The workgroup is continuing discussions such as:
 - Establishing consistent language and defining terms such as cooperating teacher, mentor teacher, and induction mentor.
 - Setting criteria for selecting cooperating/mentor teachers,
 - Identifying levels of EPP support for candidates in traditional or alternative licensure pathways.
 - Training and supporting cooperating/mentor teachers.
 - Seeking appropriate funding for compensating cooperating/mentor teachers.
- The Board should develop an NBI that solely outlines HTSB's audit process to promote transparency and strengthen collaboration with EPPs.
- The Board shall direct HTSB staff to reevaluate the EPP chapter in Hawaii Administrative Rules and provide recommendations based on current practices, policies, and laws.

Rationale/Background:

The HTSB conducts annual audits of completers from Hawai'i-approved EPPs (read [NBI 13-14](#) and [NBI 12-27 Revised](#)). The purposes of the audits are to verify teacher candidates' basic skills and content knowledge before their clinical experience/student teaching/internship, and to verify completion of their supervised clinical experience, student teaching, internship, or residency in a Hawai'i public, charter, or private school at the appropriate grade level(s) and in the subjects or school roles (e.g., school counselor, school librarian) for which they are seeking a license. Programs found to be in violation of these requirements may be subject to Board action.

Submitted by: Kristi Miyamae/Dondra Ozaki

Referred to: Teacher Education Committee

Research

Ambrosetti, A. (2014). Are you ready to be a mentor? Preparing teachers for mentoring pre-service teacher. *Australian Journal of Teacher Education*, 39(6), 30-42.

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Appendix A. Program Completer Information Cover Sheet

(Insert EPP Logo)

(Replace with EPP Name)
(COLLEGE/SCHOOL OF EDUCATION)
PROGRAM COMPLETER INFORMATION COVER SHEET

Student Name	
Completer Date	
Degree/Licensure Pathway	
Licensure Area/Grade Level	

Clinical Experience / Student Teaching	Placement 1	Placement 2
School*		
Grade Level*		
Student Teaching Dates*		
Cooperating/Mentor Teacher's Name*		
Cooperating/Mentor Teacher License Level*		
Cooperating/Mentor Teacher Teaching Fields and Grade Levels*		
Identify Type of Mentor (e.g., EPP, HIDEOE, HIPCS, No Mentor)		

*For K-12 completers, list all placement schools, mentor teachers, and student teaching dates. Information is located on the [HTSB Public Licensure Search website](https://www.hawaii.gov/education/programs-and-services/teacher-licensure/public-licensure-search-website/).

Audit Requirements

Required Documentation	Title of Evidence
Basic Skills	
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Clinical Experience/Student Teaching (Evidence must verify school name, cooperating/mentor teacher, school, grade level, and documentation of 450 hours of clinical experience (e.g., timesheet). If applicable, Plan B documentation to meet Hawaii Specific requirements)	

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- Explaining discrepancies in verifying teacher candidates' content knowledge, such as using coursework, licensure exams, or a combination of both. The EPPs provided transcripts verifying college courses or official Praxis score reports.
- Resolving discrepancies with the names of cooperating/mentor teachers or the clinical experience school. The EPPs provided correct information.
- Clarifying the licensure pathway completed by the teacher candidate. HTSB staff determined that the post-baccalaureate pathway was neither identified nor approved during the 2021 accreditation cycle. HTSB is collaborating with the EPP and the accreditor to correct the accreditation record, as the post-baccalaureate program received formal approval in 2014.

In addition, the LS also reported the following information in accordance with the Board's previous recommendations ([NBI 25-05](#)):

- EPPs are no longer placing teacher candidates in 6th-grade classrooms as a loophole to recommend licensure for grades K-12.
- EPPs are seeking approval in advance for placing teacher candidates in the appropriate setting based on their licensure recommendation in Teaching English to Speakers of Other Languages (TESOL).

Recommendations

As a result of the audit, the following recommendations are offered to improve the auditing process for HTSB and EPP staff and to maintain the quality of teacher preparation among Hawai'i EPPs.

- As with EPP Audit [NBI 23-49](#) and [NBI 25-05](#), reviewing the completer evidence for the required 450 hours of clinical experience/student teaching proved to be a complex process, especially for teacher candidates who are teachers of record in the secondary education setting. Frequently, these teacher candidates are assigned multiple instructional lines and often in different subject areas that are not in the recommended licensure field. For example, a teacher candidate pursuing an English 6-12 license was assigned to teach English, Social Studies, and to serve as an advisory teacher. HTSB staff will work with EPPs on collecting information about teacher candidates' instructional lines to ensure they can more effectively support candidates and prepare them for the teaching field for which they will be recommended. HTSB staff will work with EPPs to ensure consistent and accurate data collection.
- Allowing EPPs to define the start and end dates of the clinical experience (e.g., institution calendar, partnership school calendar) to ensure alignment with their documentation of clinical experience hours (e.g., time sheets, Helper Helper App), the audit process, and the accuracy of teacher candidates' licensure records. HTSB staff will collaborate with EPP staff to identify appropriate methods for documenting these hours or to revise the Program Completer Information Cover Sheet as needed.
- The Board should require that teacher candidates be assigned to a cooperating/mentor teacher who holds a valid Hawai'i license in the same licensure field as the teacher candidate. This recommendation is a national practice and grounded in research (Ambrosetti, 2014; Francies, Glover, & Jamieson, 2021; Zeichner, Darling-Hammond, Berman, Dong, & Sykes, 2024).
- Data related to cooperating/mentor teachers raised new questions and highlighted the importance of [NBI 24-38](#) The Formation of the Cooperating/Mentor Teacher Workgroup. The audit revealed varied practices

across EPPs, with some demonstrating strong alignment to best practices for cooperating and mentor teacher selection, while others showed notable inconsistencies. Key findings include:

- Four EPPs had cooperating/mentor teachers with valid HTSB licenses that matched the same teaching field and grade level as their completers.
- One EPP placed a teacher candidate with a cooperating/mentor teacher who did not hold a HTSB teaching license because the placement was at a private school where licensure is not required.
- Sixty-eight completers across nine EPPs were teachers of record.
 - Fifty-six teacher candidates had no on-campus cooperating/mentor teacher but were supported by the EPP faculty/staff.
 - Two teacher candidates had a cooperating/mentor teacher with an expired or no license.
 - Ten teacher candidates had a cooperating/mentor teacher who was licensed in a different teaching field than the teacher candidate.
- The Board should establish qualifications based on the cooperating/mentor teachers' workgroup findings. The workgroup is continuing discussions such as:
 - Establishing consistent language and defining terms such as cooperating teacher, mentor teacher, and induction mentor.
 - Setting criteria for selecting cooperating/mentor teachers,
 - Identifying levels of EPP support for candidates in traditional or alternative licensure pathways.
 - Training and supporting cooperating/mentor teachers.
 - Seeking appropriate funding for compensating cooperating/mentor teachers.
- The Board should develop an NBI that solely outlines HTSB's audit process to promote transparency and strengthen collaboration with EPPs.

- The Board shall direct HTSB staff to reevaluate the EPP chapter in Hawaii Administrative Rules and provide recommendations based on current practices, policies, and laws.

Rationale/Background:

The HTSB conducts annual audits of completers from Hawai'i-approved EPPs (read [NBI 13-14](#) and [NBI 12-27 Revised](#)). The purposes of the audits are to verify teacher candidates' basic skills and content knowledge before their clinical experience/student teaching/internship, and to verify completion of their supervised clinical experience, student teaching, internship, or residency in a Hawai'i public, charter, or private school at the appropriate grade level(s) and in the subjects or school roles (e.g., school counselor, school librarian) for which they are seeking a license. Programs found to be in violation of these requirements may be subject to Board action.

Submitted by: Kristi Miyamae

Referred to: Teacher Education Committee

Research

Ambrosetti, A. (2014). Are you ready to be a mentor? Preparing teachers for mentoring pre-service teacher. *Australian Journal of Teacher Education*, 39(6), 30-42.

Creswell, J. W., & Creswell, J. D. (2022). *Research design: Qualitative, quantitative, and mixed methods approaches* (6th ed.). SAGE Publications.

Francies, C., Glover, S., and Jamieson, C. (2021). *Enhancing teacher preparation through clinical experience*. Education Commission of the States.

National Academy of Education. (2024). *Evaluating and improving teacher preparation programs*. K. M. Zeichner, L. Darling-Hammond, A. I. Berman, D. Dong, & G. Sykes (Eds.). National Academy of Education.

Appendix A. Program Completer Information Cover Sheet

(Insert EPP Logo)

(Replace with EPP Name)
(COLLEGE/SCHOOL OF EDUCATION)
PROGRAM COMPLETER INFORMATION COVER SHEET

Student Name	
Completer Date	
Degree/Licensure Pathway	
Licensure Area/Grade Level	

Clinical Experience / Student Teaching	Placement 1	Placement 2
School*		
Grade Level*		
Student Teaching Dates*		
Cooperating/Mentor Teacher's Name*		
Cooperating/Mentor Teacher License Level*		
Cooperating/Mentor Teacher Teaching Fields and Grade Levels*		
Identify Type of Mentor (e.g., EPP, HIDEO, HIPCS, No Mentor)		

*For K-12 completers, list all placement schools, mentor teachers, and student teaching dates.
Information is located on the [HTSB Public Licensure Search website](https://www.hawaii.gov/education/hsb/public-licensure-search/).

Audit Requirements

Required Documentation	Title of Evidence
Basic Skills	
Content Knowledge	
Clinical Experience/Student Teaching (Evidence must verify school name, cooperating/mentor teacher, school, grade level, and documentation of 450 hours of clinical experience (e.g., timesheet). If applicable, Plan B documentation to meet Hawaii Specific requirements)	