National Survey of Alternative Assessment Arrangements Policy and Practice in Tertiary Education with Reference to International Policy and Literature

A Research Report

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Executive Summary

New Zealand's 29 tertiary education institutions (TEIs) are mandated in the Education Act 1989 to provide access to education guaranteeing equal educational opportunities to students with impairments who enroll for academic study in public providers. In 2013, the number of students with impairments rose to 5% of all students. The proportion of students with impairments in the tertiary population has almost doubled since these statistics were first recorded in 1998.

ACHIEVE, the National Post-Secondary Education Disability Network Incorporated (ACHIEVE), is concerned that there be continuity in professional practice across the sector. This study was contracted to survey and compare policy and practice of alternative assessment arrangements to accommodate diverse needs for extra time in examinations and tests for students with impairments in tertiary education institutions in New Zealand.

The study findings illustrate how alternative assessment arrangements for accessing, allocating and evaluating extra time supports are provided in the 28 TEIs which set examinations as a mode of assessing student achievement of learning outcomes. The only residential, Māori-medium, iwi-wānanga in New Zealand does not set examinations as a mode of assessment. The findings are compared in order to present an overview of current practice. It is recommended that further research engage with Māori support services staff in wānanga by using collaborative hui so that current provision is fully illustrated.

Of the 28 institutions surveyed, all offer extra time supports either on a case-by-case basis (18%) or by allocating a standard with flexibility on an individual basis (82%). The most common standard is 10 minutes per hour of examination or longer test, with 15 minutes the next most common. The provision of a support for pacing in assessment shows a strong commitment to reducing barriers encountered by tertiary students with impairments.

Four international exemplars of policy and/or guidelines on extra time supports which use standard amounts of extra time allocation offer the same standard amounts of extra time as the majority of New Zealand TEIs. They offer 10 minutes and 15 minutes per hour of examination or test. A recommendation is made for a national standard following the Irish consensus of a time allowance of 10 minutes per hour of examination or test developed by the Disabled Advisors Working Network (DAWN) involving 21 member institutions.

Implementation of a standard in alternative examination arrangements rests on the sustainable capacity of the TEIs throughout the sector to mobilise knowledge of teaching, learning and assessment accommodation without focusing on students with impairments themselves. It is up to tertiary institutions to engage students with a range of impairments at the levels of policy and governance while institutions expand the capacity to embed disability access, equity and inclusion throughout their educational environments.

Acknowledgements

Dedicated to the vision of Disability Support in all segments of society
and the memory of Donna-Rose McKay

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Chapter I Introduction

'Alternative Arrangements' in Public Providers

A tremendous amount of work is evident in the many accessibility resources, guidelines, protocols and policies available in the 29 public tertiary education providers around the country. New Zealand's tertiary education institutions (TEIs) are mandated in the Education Act 1989 to provide access to education guaranteeing equal educational opportunities to students with impairments who enroll for academic study.

Inclusive primary and secondary schooling enables more students to achieve qualifications to pursue further learning. The tertiary sector is enrolling more students with diverse conditions and support needs. In most TEIs, services for advising students are provided by student support services staff. Some TEIs show clear alignment with academic staff and attention to the teaching and learning environment. Many include hyperlinks to resources that inform equal educational opportunities in similar international higher education institutions. A few provide practical manuals for implementation.

In addition, ACHIEVE serves as a professional association to connect and represent these staff. It is ten years since ACHIEVE consulted on, researched and produced *Kia Ōrite Achieving Equity: New Zealand Code of Practice for an Inclusive Tertiary Education Environment for Students with Impairments* (ACHIEVE, 2004). The Code of Practice is a national reference tool for creating inclusion in all tertiary teaching, administration, managerial and student support provision. Every person working in a tertiary education organisation should be familiar with this document. It is strongly endorsed by the Tertiary Education Commission and serves as the current guide for tertiary best practice in 2014.

As part of monitoring the achievement of equitable tertiary learning, ACHIEVE is interested in alternative assessment arrangements in place in TEIs. Best practice standards for Examinations and Assessment are set out in Part 3 of *Kia Ōrite Achieving Equity*. Ten years on, do the best practice standards reflect current practice in TEIs? Can best practice standards take into account the circumstances, regulations and policy unique to each tertiary learning environment? To examine these questions, ACHIEVE requested a national survey to solicit provision and procedures for allocating extra time accommodations during examinations and tests, termed 'alternative arrangements' in New Zealand, currently in use.

This report presents the findings of the ACHIEVE National Survey of Alternative Arrangements Policy and Practice in Tertiary Education conducted in July 2014. The survey instrument is contained in Appendix 1. Public providers of tertiary education (TEIs) were surveyed to create a single data set to which comparisons may be made. The TEIs involved are described briefly in Appendix 2. The research literature on extra time accommodations is reviewed in Appendix 3. A discussion of the international research on higher education for students with impairments in relation to extra time and a snapshot of policy and practice in selected international exemplars are found in Appendices 4 and 5.

Private Providers of Tertiary Education

Private training establishments (PTEs) providing vocational and applied education and qualifications are not included in this study. Over 600 PTEs exist in New Zealand. Many plan for (through investment plans) and report on public funding. The PTE subsector accounts for 27,990 EFTS in 2013 (Tertiary Education Commission, 2013). Importantly, PTEs host almost half the international students studying in New Zealand and it is reported that this sector has the capacity for growth through international recruitment (New Zealand Education, 2013). In addition, ACHIEVE members include PTEs. During the consultation on the findings of this research, Laidlaw College's ACHIEVE member suggested that PTEs be targeted in a follow-up study. It is strongly recommended that further research with PTEs be undertaken in future.

Partnership with Māori

Tertiary education provision occurs in partnership with Māori, according to agreement under the Treaty of Waitangi. Improving the participation, retention and learning outcomes for Māori students is an important goal of the Māori Education Strategy Ka Hikitia – Accelerating Success 2013-2017 (Ministry of Education, 2013).

Kia Ōrite Achieving Equity (ACHIEVE, 2004) also endorses an inclusive teaching and learning environment for Māori students with impairments in every subsector of tertiary education: university, polytechnic and wānanga. Section 3.6 of *Kia Ōrite Achieving Equity* specifically endorses attention to services for Māori students and staff with impairments and the policy environment.

ACHIEVE is committed to Treaty partnership and outlines these responsibilities in Part 1.4 of *Kia Ōrite Achieving Equity* (ACHIEVE, 2004). As much as possible, conversation with Māori staff members responsible for supporting students with impairments in the wānanga was the means by which the researcher worked with Māori in TEIs in this study. It is acknowledged that face-to-face contact is a better means of consultation whenever possible. As such, consultation regarding this research is ongoing in ACHIEVE.

Chapter II Background

Education Provision for Tertiary Students with Impairments

Participation and achievement in higher education are central to improving equity, diversity and social equality in societies and states (OECD, 2008; Wilkinson & Pickett, 2010). Access to higher education by students with impairments is mandated in the United Nations Convention of the Rights of Persons with Disabilities 2008 (UNCRPD). Article 24 Education, Section 5, states that:

> Parties shall ensure that persons with disabilities are able to access general tertiary education, vocational training, adult education and lifelong learning without discrimination and on an equal basis with others. To this end, States Parties shall ensure that reasonable accommodation is provided to persons with disabilities. (United Nations, 2008)

In New Zealand, equity of access to education for students with impairments along with other students at tertiary level is legislated in Part 13, Section 159AAA, of the Education Act 1989. Subject to direction by the Ministry of Education's current Tertiary Education Strategy as per the Education (Tertiary Reforms) Amendment Act 2007, the government will:

> foster and develop a tertiary education system that—
> fosters, in ways that are consistent with the efficient use of national resources, high quality learning and research outcomes, *equity of access*, and innovation; and contributes to the development of cultural and intellectual life in New Zealand. (New Zealand Government, 1989, italics added)

The tertiary education system is therefore responsible for providing equity of access.

In practice, however, provision by the Government for student population groups across public providers varies with government direction in successive Tertiary Education Strategies (Anderson, 2006). Equity of access, for example, is reported only for the Ministry of Education's specific target priority groups. In 2012, the Tertiary Education Strategy ended support for students with impairments as a priority group and initiated targeting support for Māori, Pasifika and Under 25 year-old priority groups. It ended the requirement that institutions report the use of Special Supplementary Grant funding for students with impairments, while relocating monies in the Special Supplementary Grant to a bulk funding of tertiary students with impairments within new Equity Funding. Equity Funding is awarded to each TEI without application and has no reporting requirement. It is more difficult as a result to find out about the ways that TEIs plan for and provide appropriate services, accommodations and policies.[1]

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[1] A new Equity Funding determination will require new reporting measures from the Tertiary Education Commission as of 1 January 2015, according to a letter to the Tertiary Education Commission from the Office of the Minister for Tertiary Education, Skills and Employment, dated 20 August 2014.

Comparison is also difficult due to individual institutional policy environments (Ebersold & Evans, 2003). Defining the policy environment operating in each institution is therefore an important starting point. Studying the environment signals that disability accommodation accorded to students with impairments exists within legal, socio-cultural, fiscal and political implementation contexts (Hutcheon & Wolbring, 2012). An analysis of any one aspect of education provision for tertiary students with impairments must include a comparison of reasonable accommodation policy, reporting, funding and delivery services. This study integrates these areas in a descriptive and non-parametric data set in order to investigate one particular mode of accommodation provision in tertiary education settings, that is, alternative arrangements for assessment, within wider service policy, provision and practice.

Enrolment Statistics

The percentage of tertiary students with impairments in New Zealand has almost doubled since government first began collecting statistics (see Table 1). Disability status is collected only if such a status is disclosed at enrolment. Currently, provider-based enrolments do not distinguish between domestic and international enrolments of students with (identified) impairments.

Table 1 Tertiary Students by Disability Status in 1998 and 2013

Students (by disability status)[2]	Enrolments 1998[3]	Enrolments 2013[4] (domestic and international)		
disclosure at enrolment	disability [disclosed]	disability [disclosed]	no disability [disclosed]	total
Total Tertiary	**7,700**	**20,447**	397,069	417,516
Proportion	**2.8%**	**5%**	95%	100%

Disability status is not collected, or not made available if collected, for international students. For domestic student enrolments, statistics are reported only by subsector and not by TEI (see Table 2).

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[2] Provider-based Equivalent Full-Time Students (EFTS) 2013, EFT.13, updated 28 May 2014, Education Counts Statistics, Ministry of Education. [http://www.educationcounts.govt.nz/statistics/tertiary_education/ participation, retrieved 31.5.14]

[3] Achieve. (2004). 'Part 4.1 The Status of People with Impairments in New Zealand' in *Kia Ōrite, Achieving Equity: New Zealand Code of Practice for an Inclusive Tertiary Education Environment for Students with Impairments* (p. 49). Wellington: Ministry of Education and the Tertiary Education Commission. [http://www.achieve.org.nz retrieved 15.7.13]

[4] Provider-based Enrolments 2013, Tab ENR.41, updated 28 May 2014, Education Counts Statistics, Ministry of Education. [http://www.educationcounts.govt.nz/statistics/tertiary_education/participation, retrieved 31.5.14]

Table 2 Domestic Students and Domestic EFTS by Disability Status 2013

Student Statistics 2013 (by funding subsector)[5]	Domestic students enrolled[6]			Domestic EFTS units[7]		
	disability [disclosed]	no disability [disclosed]	total	disability [disclosed]	no disability [disclosed]	total
Te Wānanga o Aotearoa	5,428	33,536	38,964	3,056	21,996	25,052
Te Wānanga o Raukawa						
Te Whare Wānanga o Awanuiārangi						
Aoraki	7,848	123,732	131,580	4,330	64,346	68,676
BOPP						
CPIT						
EIT						
MIT						
NMIT						
NorthTec						
Open Polytechnic						
Otago Polytechnic						
SIT						
TPP						
UCOL						
Unitec						
Waiariki						
WelTec						
Whitireia						
Wintec						
WITT						
AUT	4,591	144,329	148,920	3,493	110,521	114,014
Lincoln U						
Massey U						
UoAuckland						
UoCanterbury						
UoOtago						
UoWaikato						
Victoria UW						
Total Domestic	17,467	295,364	**312,831**	10,879	196,863	**207,742**

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[5] Data are presented as compiled by Education Counts, Ministry of Education and cannot be reduced to TEI-based figures.

[6] Provider-based Enrolments 2013, Tab ENR.14, updated 18 August 2014, Education Counts Statistics, Ministry of Education. [http://www.educationcounts.govt.nz/statistics/tertiary_education/participation, retrieved 22.8.14]

[7] Provider-based Equivalent Full-time Students (EFTS) 2013, Tab EFT.13, updated 28 May 2014, Education Counts Statistics, Ministry of Education. [http://www.educationcounts.govt.nz/statistics/tertiary_education/participation, retrieved 31.5.14]. These data are used to calculate The TSD Component of Equity Funding (see Table 4).

Language and Terms

Disability

At the turn of the twenty-first century, *The New Zealand Disability Strategy: Making a World of Difference/Whakanui Oranga* (Ministry of Health, 2001) promoted a shift in the language used in government policy in order that every person with an impairment, illness or health condition, temporary or permanent, would be recognised as an active citizen with contributions to make to an equitable society in the face of disabling norms and practices. 'Disability' was ascribed as a social experience of oppression whereas impairment was ascribed as a social expression of difference. Within this 'social model of disability,' now widely adopted in New Zealand (Beatson, 2004; Fernie & Henning, 2006) from the work of British disability sociologists, the New Zealand Disability Strategy imposed on society the responsibility for providing accommodation to those persons living with various forms of visible and invisible impairment for the fact that expectations, agencies and systems of governance are not designed to enable equal and universal access.[8]

For consistency, the definition and meaning of 'disability' used in this report is taken from the New Zealand Disability Strategy 2001:

> Disability is not something individuals have. What individuals have are impairments. They may be physical, sensory, neurological, psychiatric, intellectual or other impairments. Disability is the process which happens when one group of people create barriers by designing a world only for their way of living, taking no account of the impairments other people have. (Ministry of Health, 2001, p. 1)

The emphasis on 'impairment' is also found in the International Classification of Functioning, Disability and Health (ICF) (Ebersold & Evans, 2003; World Health Organisation, 2001; World Health Organisation & World Bank, 2011). This 'ecological' approach points to interactions of impairment, activity and participation as ways that 'disability' may be recognised as environmental barriers to capability.[9] For the purposes of this report, disabled students bring impairments, capabilities and intelligence to disabling and enabling tertiary education environments.

Inclusion

Article 13 of the United Nations International Covenant on Economic, Social and Cultural Rights 1966 states that "education shall enable all persons to participate effectively in a free society" (Hodgson, 2013). Many parent advocates claimed the right of their children to attend mainstream schools only to be provided special education in segregated settings, which have been challenged over time to be more inclusive. 'Inclusion' is "increasing participation and reducing exclusion" (Kearney & Kane, 2006, p. 7). For the purposes of this report, the presence of policies, regulations, procedures and evaluations

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[8] The idea that disabling societies are accidentally poorly designed is strongly contested in arguments that structural and interactional means of social exclusion are controlled by dominant groups through globalising systems of education, work, health, development, economic governance and so on no matter how much they might be reformed for 'inclusion' (Allan, 2010; Oliver & Barnes, 2010), but this critique will not be covered here.

[9] A critical view of the disabling process details the social forces shaping impairment and ability (Abberley, 1987; Campbell, 2009; Hutcheon & Wolbring, 2012; Pothier & Devlin, 2006), but this approach will not be covered here.

to ensure equity are evidence of inclusive tertiary education when they are shown to reduce the exclusion of persons with impairments.[10]

In practice, exclusion is minimised by "finding the best fit… between the individual student's learning requirement and the educational provision" (Breakey, 2006, p. 32). The perspectives of disabled students[11] themselves in any tertiary institution are vital to any evidence of reducing exclusion (Fuller, Bradley, & Healey, 2004). *Kia Ōrite Achieving Equity* defines a fully inclusive teaching and learning environment as "one in which diversity among students is valued and procedures are implemented to facilitate equitable access, participation and outcomes for all students" (ACHIEVE, 2004, p. 63).

Accommodation

Inclusive social settings provide supports that address diverse ways of moving in and out of encounters there through technology, personal assistance and strategies (Litvak & Enders, 2001). Supports employed depend on the particular interactions of individuals, activities and systems. Accommodation is the process by which individuals are allocated supports that eliminate barriers to their full participation in a setting. The term 'reasonable accommodation' in USA and Canada is also called 'reasonable adjustment' in the UK and Australia and 'alternative arrangements' in New Zealand.

Legally, accommodation is 'reasonable' when the interests of all parties affected are "balanced" (Hodgson, 2013).

The title of *Kia Ōrite Achieving Equity* is derived from the idea that accommodation must be implemented for equity to be reached. Thus, statutory principles will not be realised until actions are implemented and shown to enable disabled students to participate and demonstrate academic ability on the same basis as non-disabled peers.

Lack of accommodation supports in practice is an indication that education provision is not equitable, regardless of Equal Educational Opportunities statements. Provision of supports is made in consultation with the student concerned before being put in place (Hodgson, 2013). Implementation of accommodation supports must also be guided by good practice, most commonly outlined in a code of practice. Thus, this national study on comparative alternative arrangements indirectly investigates the effective implementation of *Kia Ōrite Achieving Equity.*

Research Context: New Zealand

The research context can be understood through the broad, interrelated areas of staff concerns and student experiences with the understanding that each socio-political context is different. The international context for such research is explained in Appendix 4 International Comparisons. Findings relating to accommodation are noted.

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[10] This is not to disregard important criticisms of the ways that policies can undermine equity by eliminating alternative and emergent interests as insignificant to audit frameworks of accountability (Allan, 2010).

[11] The term 'disabled students' is used to show that students with impairments are subject to individual achievement and knowledge practices in environments that already position them as 'disabled' and thus excluded from teaching, learning and ability norms (Hutcheon & Wolbring, 2012; Titchkosky, 2011).

Relevant New Zealand legislation following the Disabled Persons Community Welfare Act in 1974 was not passed until 1989 (Education Act) and 1993 (Human Rights Act). The International Year of the Disabled Person was highly influential and staff-student committees in two universities (Victoria and Canterbury) reviewed provision in 1980 (Alexander & Bridgman, 1982). The first national survey and evaluation of provision was conducted in 1981 by an advocacy group, Further Education for the Disabled, culminating in a trilogy of booklets for prospective students (Alexander & Bridgman, 1982; Neale, 1986).

Tertiary institutions encountered large numbers of students with impairments accessing higher education in the early 1990s (McKay et al., 1998). Disability support became interspersed in student health and counseling services, student learning services and a few new disability/inclusive education offices (Claiborne & Smith, 2007). A census question on disability was included in the 1996 census for the first time in 80 years (Beatson, 2004) and funding to tertiary education institutions for disability support services was begun in 1998. In 1998, students with impairments comprised 2.8% of the total student enrolment in higher education (see Table 1 above).

In 2000, with the Public Health and Disability Act, the requirement that all government departments must meet 15 objectives for reducing the social barriers of disability in society meant that disability accommodation was to be embedded in government policy formulation. The 'social model' was to be implemented through the New Zealand Disability Strategy (Ministry of Health, 2001). In the end, though, it was used to prompt internal ministry, and not sector-wide, change (Anderson, 2006).

The New Zealand Disability Strategy 2001 endorses inclusive education with gender equality in all settings. It endorses best practice for post-secondary education in Objective 3.8, access to education and training in Objective 4.1 and support for transition between secondary and tertiary education and employment in Objective 13.6. After a national network for disability issues in post-secondary education (ACHIEVE) was set up, a disability services coordinator and researcher in the disability sector were instrumental in developing a Code of Practice for an inclusive tertiary education environment. The guidelines to inclusive education best practice responded to Objectives 3.7 and 3.8 in the Strategy and were endorsed by the Minister for Disability Issues as well as the Ministry of Education (ACHIEVE, 2004). The Code of Practice, though, was not adopted as tertiary policy by the Ministry of Education (Anderson, 2006) and nor was funding allocated for implementation (Cleland & Gibson, 2006). Reasons for this are not known and merit further exploration.

Staff Concerns

'Early' New Zealand research consisted of two internal institutional reports by disability services staff and a comparative investigation of the experience of academic staff and students in three TEIs. The latter was research contracted by the Ministry of Education in 1995. Concern was reported about preparation of staff to communicate with and teach those students with impairments in their departments and classes, finding that "there was no perception of students with disabilities displaying a range of physical and intellectual abilities within a disability 'category' " (McKay et al., 1998, p. 57). It concluded that "the

majority of staff were unaware of issues in the areas of assessment or of issues relating to presentation and formatting of course materials for students with disabilities" (McKay et al., 1998, p. 63).

Following the period of setting up Disability Support offices, service models were influenced by ideas from both Wolfensberger's social psychological influence on human services in the United States and Barton's and Oliver's sociologies of disability inequality from Britain (Fernie & Henning, 2006). It was disability services staff who initiated research and improvements in practice and they continue to be central to sharing practice in workshop presentations and publications and publishing with academic staff (e.g., Claiborne, Cornforth, Gibson, & Smith, 2011; Claiborne & Smith, 2007; Cleland & Gibson, 2006; Fernie & Henning, 2006; Holt & McKay, 2000; Lambert, 2006; McKay et al., 1998; Paki, 2006).

Student Experiences

Early research in New Zealand on the experiences of students gave a picture of the lack of services and appropriate support. When McKay, Ballard and Smith (1998), for example, consulted 137 students in their New Zealand study of three TEIs located in one city, through various formats involving questionnaire, narrative account and personal interview, they asked about general experiences of campus life as well as academic accessibility. When asked about "assessment procedures they had experienced," students reported rarely being given additional time to conduct research projects for assessment (McKay et al., 1998, pp. 59-61). Students also commented that services could be better organised and standardised between the three tertiary institutions in the study (p. 58). Holt and McKay (2000) then consulted 53 postgraduate students in one TEI and found that assessment was still a "key issue" for the students who found handwriting examinations painful. Accessible enrolment information, library systems and supervision meeting rooms were also reported as inadequate for these 53 students. Strategic focus group research in another university included students with impairments who said lack of training "and a follow-through on accommodations required" by academic staff was frustrating (Claiborne et al., 2011, p. 525).

Next Generation Research

Legislation that appeared in individual countries (1970s - 1990s) created a significant basis for the 'early' research, which constitutes a 'generation' of concerns. This first generation captured a lack of readiness for and knowledge of the needs of disabled students for support via services, technology, curriculum and assessment. "Earlier research with its emphasis on a limited number of impairments" (Fuller, Bradley, et al., 2004) seemed to exhibit a lack of clinical understanding of the diverse skills and abilities of students in diagnostic categories of impairment, in general, and in communication, developmental, psychiatric and specific cognitive impairments in particular. Early literature focused on barriers to access, limited services and attitudes towards students (Konur, 2006; Madriaga et al., 2010). Over time, cumulative international perspectives drove further political change. Since 2000, legislation, United Nations conventions and policies have been held up as evidence of a change "from dominant welfare responses [to] understanding the exclusion experienced by disabled people" in terms of social rights to higher education (Beauchamp-Pryor, 2012).

The next 'generation' of research appearing 10 to 20 years after the first reveals broad transitions in such understanding of exclusion on the level of policy, the level of the diversity of disability identities and the level of accessibility of university, college, post-secondary education, further education, adult education and vocational training programmes. A revisiting of policy post 2000 (such as the Act on Equal Treatment of University Students 2001 in Sweden, Higher Education Opportunity Act 2008 in the USA, Disability Strategy 2001 in New Zealand, Disability Standards for Education 2005 in Australia and Disability Discrimination Act 2005 and Equality Act 2010 in the UK) resulted in attention to rights, equality objectives and codes of best practice, all acknowledging participation of students with diverse impairments within 'disability' categories as building difference for citizenship (Beauchamp-Pryor, 2012; Lang, 2015; Plotner & Marshall, 2014). More complex understandings of variable disability experience and of the effects of modifications to teaching and learning conditions in a wider range of higher education environments are now being investigated (e.g., Blockmans, 2014; Claiborne et al., 2011; Hutcheon & Wolbring, 2012; Lang, 2015; Magnus & Tøssebro, 2014; Matthews, 2009; McEathron, Beuhring, Maynard, & Maris, 2013).

In New Zealand, four focus groups were engaged on experiences of and ideal versions of inclusion in a TEI (Claiborne et al., 2011). The authors recruited students with identified impairments, students without (identified) impairments, academic staff and administrative staff. Some administrators felt strongly about, but ill prepared to actually provide, accommodation. Some students without impairments were note-takers for students with impairments and valued what they felt was peer mentoring in these reciprocal interactions. Academic staff also valued the relationships they could build through inclusive pedagogies. Students with impairments expressed unease over access to resources, eligibility for disability identity and control/lack of control over disclosure. In light of finding that its research site was not adopting the national Code of Practice, the research suggested that all of these perspectives created a continuous range of interpersonal and intercultural negotiations toward inclusion. Elsewhere, an in-depth study of Māori who are blind found that kāpo Māori perspectives on access to tertiary education are concerned with gaining parity in participation with non-Māori (Higgins, Phillips, Cowan, Wakefield, & Tikao, 2010).[12]

'Next generation' research connects staff concerns with student experiences. The critical goal now is to increase knowledge of teaching, learning and assessment supports without focusing on disabled students themselves — who may not disclose their impairment or disability status. Impairments may also manifest sensitivities to be supported in campus life, but not through accommodation in academic life (Madriaga, 2010; Vickerman & Blundell, 2010).

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[12] Issues of colonisation are inseparable to issues of disability effects for many Māori with impairments (Kingi & Bray, 2000).

Access, Equity and Capacity

Table 3 Tertiary Students with Impairments Accessing Services by TEI 2013

Students with Impairments accessing DSS Services in 2013 (by TEI)[13]	
Aoraki	not reported
AUT	not reported
BOPP	64
CPIT	207
EIT	not reported
Lincoln U	not reported
MIT	369
Massey U	895
NMIT	407
NorthTec	not reported
Open Polytechnic	not reported
Otago Polytechnic	not reported
SIT	115
TPP	not reported
Te Wānanga o Aotearoa	not reported
Te Wānanga o Raukawa	not reported
Te Whare Wānanga o Awanuiārangi	not reported
UCOL	390
Unitec	not reported
UoAuckland	not reported
UoCanterbury	not reported
UoOtago	1000
UoWaikato	not reported
Victoria UW	not reported
Waiariki	106
WelTec	not reported
Whitireia	not reported
Wintec	166
WITT	not reported
Total reported	3,719
Students who accessed DSS Services[14]	4,732

McKay, Ballard and Smith (1998, p. 54) reported that of the total enrolment in the university of their three-institution study in 1995, 2.51% of students identified as "having a disability." Support services staff in the institution, coordinated at the time by Donna-Rose McKay, had 377 students accessing their services. Sixteen years later, the university in McKay et al.'s study had 1000 students accessing disability support services (see UoOtago in Table 3). Despite a cap on enrolments, the number of students identifying impairments requiring assistance with academic arrangements is increasing in that institution.

There is some evidence that this is occurring in other TEIs. Very few TEIs provide year-by-year figures that illustrate demographic change. Very few interpret figures by numbers of students who had disclosed impairments to the institution prior to accessing services. Only some interpret figures according to type of impairment or type of accommodation contact. A few give numbers of students accessing their services and/or number of contacts by those students. Bay of Plenty Polytechnic, for example, reported that 64 students accessed services (see BOPP in Table 3) and that this resulted in 350 contacts in 2013 (see Appendix 2).

A record of services access statistics is important for evaluating and improving capacity (Sharpe & Johnson, 2001). It is optimal that TEIs record the numbers of students accessing particular services, the variation in impairment impacts, how they are addressed by particular accommodation supports, and the contact hours or support staff hours accumulated. Without clearly reported figures there are limited ways to assess the growth in accommodation provided in turn to "galvanise awareness of the relationship between society and disablement" (Fujiura & Rutkowski-Kmitta, 2001, p. 93).

Protected rights to higher education mean that tertiary education institutions are obliged to provide accommodation whether or not students disclose an impairment. Funding models in New Zealand confirm this (see Table 4).

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[13] Figures taken from 2013 Annual Reports, retrieved from each TEI website (see Appendix 2 for access dates).
[14] Provider-based Enrolments 2013, Tab ENR.14, updated 18 August 2014, Education Counts Statistics, Ministry of Education. [http://www.educationcounts.govt.nz/statistics/tertiary_education/participation, retrieved 22.8.14]

Table 4 Equity Funding: Total EFTS in 2013 and Tertiary Students with Disabilities (TSD) Component of Equity Funding by Total in 2013

Student Population by EFTS reported 2013 (lowest to highest)[15]		Tertiary Students with Disabilities (TSD) Component (NZ$) of TEC Equity Funding 2013 (lowest to highest)[16]	
Aoraki	1,301	Te Wānanga o Raukawa	38,122
Te Wānanga o Raukawa	1,327	Aoraki	44,175
WITT	1,854	WITT	44,766
TPP	2,579	TPP	54,574
NMIT	2,896	NMIT	58,139
BOPP	3,106	NorthTec	75,715
Lincoln U	3,352 ex Telford	Waiariki	77,213
Te Whare Wānanga o Awanuiārangi	3,497	Whitireia	78,029
NorthTec	3,553	BOPP	80,023
UCOL	3,646	WelTec	81,019
Waiariki	3,821	Te Whare Wānanga o Awanuiārangi	84,224
Otago Polytechnic	4,004	UCOL	86,143
WelTec	4,218	Lincoln U	91,928
EIT	4,388	EIT	92,759
SIT	4,545	Otago Polytechnic	93,536
Whitireia	4,741	SIT	96,929
Open Polytechnic	5,732	Wintec	140,165
CPIT	5,735	Open Polytechnic	147,259
Wintec	6,800	CPIT	149,014
MIT	7,692	MIT	168,165
Unitec	10,152	Unitec	238,722
UoWaikato	10,159	UoWaikato	252,113
UoCanterbury	12,180	UoCanterbury	377,470
Victoria UW	16,855	AUT	447,268
UoOtago	18,875	Victoria UW	451,545
Massey U	19,101	Massey U	465,630
AUT	19,178	UoOtago	503,214
Te Wānanga o Aotearoa	20,680	Te Wānanga o Aotearoa	572,858
UoAuckland	33,050	UoAuckland	822,524
Total EFTS reported	239,017	Total (NZ$)	5,913,241
Domestic EFTS[17]	207,742	(Domestic EFTS @$28.464 / EFTS unit)	

Some prescriptions for change show a heavy reliance on 'adding in' disability services staff throughout the teaching, learning and institutional environment (e.g., Zhang et al., 2010). To increase teaching staff knowledge of diverse teaching, learning and assessment practices is seen as a difficult and multi-level intervention, especially when peer-modelling of new practices is suggested (Hale et al., 2013). Institutional contexts for

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[15] EFTS data taken from 2013 Annual Reports, accessed on each TEI website May-August 2014 (see Appendix 2).

[16] Data for TSD Component of Equity Funding were received in a letter from the Tertiary Education Commission under an Official Information Act request (No. OI/14/00449) on 25 July 2014. According to the TEC, "TEIs are not required to apply for Equity Funding. The funding is formulaically calculated based on the total number of EFTS agreed in each TEI Investment Plan. Funding is not based on the number of students with disabilities."

[17] Provider-based Equivalent Full-time Students (EFTS) 2013, EFT.13, updated 28 May 2014, Education Counts Statistics Ministry of Education [http://www.educationcounts.govt.nz/statistics/tertiary_education/participation]

acknowledging wider equity at stake seem reluctant to accept that meeting stakeholder 'needs' without transforming wider communities is not a solution to changing social exclusion (Mertens, Sullivan, & Stace, 2011). Work towards continuity and consistency in policy approaches may be a sign that the wider sector is closer to adopting an inclusive vision (Beauchamp-Pryor, 2013). Yet, with the new generation of literature comes a critical analysis of such an inclusive vision in participative democracy (Allan, 2008; Gabel & Miskovic, 2014; Hutcheon & Wolbring, 2012; Pothier & Devlin, 2006; Titchkosky, 2011; Williams & Mavin, 2015).

These are tensions also present in sectors other than education. However, the research context discussed here shows that in education disclosure and access, provision, practice and consistency are quite complicated. Institutional frameworks, diverse relationships and attention to outcomes for all students could be better framed through a proactive "capacity" (Claiborne et al., 2011; Sharpe & Johnson, 2001). The increased attention to student experiences is showing that gaining accommodation is just one of many "complex layers" (Thoma, 2013) in the ecology of an inclusive system. Support services are better interrelated with teaching and learning when there is strong policy, information, training and staffing capacity integrating an inclusive culture.

Research into educational support provision analyses particular "measures" that constitute "institutional 'capacity,'" including size, services, supports, student numbers, disability categories, staffing, quality evaluation, resources for staff, policy and procedures, from 34 national survey items (Sharpe & Johnson, 2001, pp. 171-175). Size is reported in terms of total student enrolments and the total number of students with impairments enrolled. Attention is given to quantifying student contacts for enquiries, assessments, relationships and supports such as "testing accommodations." Funding models based on total enrolments, and EFTS units, risk discriminating against a cohort which accesses services through repeated contacts. Differential disability categories may be helpful when services are differentiated, however. For example, British higher education institutions use 10 UCAS (Universities and Colleges Admissions Service) classification codes.

Finally, more contemporary prescriptions for change aim to engage tertiary students with impairments within the complex layers of inclusive capacity. The involvement of students in the tertiary institution as more than service users affords recognition of their perspective. A proactive relationship enables their ability to shape the capacity of their own higher education institutions as participants (May & Felsinger, 2010).

The nature of wider institutional and more integrated 'capacity' for inclusion in New Zealand TEIs is considered further in Chapter V.

Chapter III The Study

Aims and Objectives

The aim of this study is to survey and compare policy and practice of alternative arrangements to accommodate diverse needs in examinations and tests for students with impairments in tertiary education institutions in New Zealand.

An informal survey of extra time had been conducted by ACHIEVE in June 2013. Of the 29 public tertiary education providers, 13 responded to the email request for information on extra time allowance for exams and tests. Of the 9 providers who used a standard extra time allowance, 5 used the same standard (10 minutes per hour of examination). Within these 5 responses, 2 involved variation. The result was that 3 of 29 TEIs were found to use the standard of 10 minutes of extra time per hour of examination. In light of these partial, in-house results, the first objective of the 2014 National Survey was to find out how extra time is allocated in the other 26 institutions. In addition, to find out how the 29 institutions are guided by policy on alternative arrangements.

The objectives of this study, therefore, are:
* To revisit and update the survey conducted in June 2013 by ACHIEVE of 13 tertiary institutions on an extra time allowance for exams and tests within NZ tertiary institutions;
* To augment the survey findings by requesting information about policy in place and specific variations of provision and practice;
* To compare New Zealand arrangements nationwide and to contrast them with those of selected institutions overseas.

Method

Sampling

The ACHIEVE National Survey 2014 reported here was originally proposed for all TEIs. Consultation was arranged prior to the study invitation with the Māori-medium wānanga. Te Wānanga o Raukawa decided to consider the survey instrument before responding for the reason that the practice of alternative arrangements in examinations and tests was not part of its provision. Questions asked in the survey instrument did not accurately elicit aspects of the holistic learning environment of the noho, or residential component, for students, even when asking about assignments and practical assessments. More importantly, those employed in teaching provide support to their own students with impairments. Those students are already supported inclusively in their whānau and iwi. The decision to decline survey participation was discussed and appreciated fully. Survey results were gathered from the rest of the TEI cohort around the country.
It is beyond the scope of this project to explore the *ako* in Te Wānanga o Raukawa with a more in-depth methodology at this time. Whenever something unexpected is found by research, the potential for real engagement and new knowledge becomes more of a possibility. The approach of Te Wānanga o Raukawa emphasises the taking of time to

complete experiential learning for outcomes rather than to complete a timed, measured learning task. Students are told in the Student Handbook that if difficulties are identified, alternative arrangements can be made.[18] The attention to each learner's own timing is an important and valued contribution to ACHIEVE's vision.

This report nevertheless does include an overview of descriptive, funding and enrolment information for Te Wānanga o Raukawa in the appendices, since the wānanga is incorporated in the tertiary sector, adheres to academic regulations for assessment and receives Equity Funding along with other TEIs. Further research is encouraged into how Te Wānanga o Raukawa views its provision of and capacity for inclusive teaching, learning and assessment arrangements specifically supporting students with impairments in its student roll. ACHIEVE, as a national organisation, will be enriched for engaging on the ground with Māori-medium practices of support for inclusive teaching, learning and assessment. The inclusion of Te Wānanga o Raukawa on its own terms is made here out of respect for its uniqueness. Any misrepresentation of its position is the shortcoming of the researcher.

Data Collection

Data were solicited from every public provider TEI in New Zealand (n=29) via an email invitation to participate sent to the person responsible for alternative arrangements or the service manager in the Disability Support Services or Students Support Services office prior to the time period set aside for the administration of the survey. Aims and objectives of the study were outlined and the intended use of the data by ACHIEVE was explained. It was made clear that data collected were not intended to be personal and that names of the person(s) completing the survey would not be published. In order to gain complete information, the information requested was only that which is publicly available, which could be furnished by more than one person if necessary.

An electronic link was provided to an online survey website (*Google*, n.d.) and a digital copy of the written survey was appended to the invitation for respondents to print or read onscreen prior to providing answers (see Appendix 1). Participants were also given the option of using the digital copy to give written responses to the survey and either scanning and emailing or posting the document to the researcher. Finally, participants were also given the option of responding verbally, by answering the questions over the telephone or by giving an alternative response as appropriate over the telephone. Each of these options was taken up. Questions posed to the researcher were addressed for clarification and correction by way of an email notice to the whole of the sample.

The initial time period for the survey was one week following the final testing period for semester/trimester examinations and mid-term/end-of-term tests in the institutions. This was extended to one month to allow for leave and busy registration periods for the next semester, trimester and term intake. The survey started on 30 June 2014 and the final response was received on 29 July 2014.

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[18] *Te Ara Student Handbook TWOR 2014*, p. 35-37. [http://www.wananga.com/index.php/about-us/wananga-documents, retrieved 7.6.14]

Data were received from the national sample of 3 wānanga, 18 polytechnic institutes of technology and 8 universities included in the 29 public providers of tertiary education. Of the 29, one verbal comment was received via telephone in place of a survey response and 28 survey responses were received and transcribed into the online survey instrument. A spreadsheet of responses was generated so that responses could be summarised. Secondary details were also collected from institutional documents and websites for an overview of the 29 public provider TEIs (see Appendix 2).

Data Analysis

All data were summarised for frequency and sorted by content, that is, the practices, provisions and themes arising in each institution and across groups of providers, for analysis (Ritchie & Lewis, 2003). The summary was first returned to each respondent in the form of a one-page summary of survey sections and a preliminary content summary of all 23 questions on 5 August 2014. A content analysis then considered policy and guidelines found online as well as survey results. The purpose of the content analysis was to develop a comparative picture of policy and practice at this point in time. Issues arising in open-ended questions and in consultation were also integrated. Three thematic areas became apparent which merit further exploration.

Findings

How Extra Time is Accessed

Respondents were asked how students in their institution accessed extra time. Responses indicated that there are "many different points in their academic career" at which students may access extra time, all involving the student bringing existing documentation confirming the impact of their impairment or acquiring new documentation when assessed.

Students primarily access the extra time allowance when they take steps to register for student support services (Disability Services, Accessibility Services, Learning Support, Equity Services, Inclusive Education, Success Services) or make an application to the academic office for examinations (Examinations Office, Registry). Respondents explained that some students register prior to enrolling while others declare a disability on enrolment and their information is sent to the disability support service. Still others initiate alternative arrangements after enrolment and some may not do so until during a course. Some do not do this until postgraduate study.

Once a student registers for support services, the student must be assessed and their documentation accepted to become eligible to access teaching, learning and assessment accommodation. Access to appropriate supports also depends on the course requirements; access to extra time for assessment depends on the nature of the assessment and/or examination and the student's impairment.

In some cases, staff may raise concerns with a student or with support services staff. This can occur after an examination is sat using the set time and the student has

"significantly failed to have enough time to complete assessments." Staff concerns may be about work style and pace or may be about a "learning difficulty." Once concerns are identified and confirmed, then an initial meeting with the appropriate support services would allow a discussion about accessing appropriate accommodation. Students would then register to become eligible to receive disability support services.

Sometimes extra time is not accessed until just prior to examinations when disability support services staff discuss examination support with tutors and academic staff. The staff might then take steps to encourage a student to register for appropriate support. Learning support staff may discuss examination support with students and can refer students to the appropriate services at that point once concerns are identified.

It is common for the procedure for applying for alternative examination arrangements to be highlighted "through enrolment," although institutions vary in how this is conveyed to students (such as, when registration forms are included in enrolment packs or are downloadable online or are mailed to a student on request). In two TEIs, the procedure is published in the Staff Manual. In wānanga and other institutes of technology, extra time arrangements can be unusual if there are few or no examinations. They can nevertheless be accessed, usually via reader/writer support, and also through the *kaiako* (teacher) or *kaihautū* (programme leader).

Each of these ways of accessing extra time was identified by the 28 respondent TEIs. Some noted more than one means open to students in practice in their institution.

How Extra Time is Allocated

Examinations and Longer Tests

Over three quarters (82%) of respondents (n=23) use a standard for extra time allocations. Ten of the 23 use the single standard of **10 minutes per hour** of examination (43.5% of those using a standard). Three of the 23 use the single standard of **15 minutes per hour** of examination (13%). Six use a flexible standard of: 10 minutes per hour with 15 minutes if indicated, 10 minutes per hour with 20 minutes for the impact of multiple impairments and 15 minutes per hour with 10 minutes for every hour after that. Two use selections from 'up to 10 minutes per hour' through to 'more than 30 minutes per hour' and two use up to 20 minutes per hour (Table 5). Less than a fifth (18%) of the 28 respondents do not use a set standard, although some appear to use a standard plus exceptions (Table 6).

Table 5 Extra Time Allowance for Examinations and Tests

	Extra Time Allowance for Examinations (n=28)	No standard	Standard (10 min)[19]	Standard (10 min, 15 min if indicated)	Standard (15 min)	Standard (20 min)	Standard (options)
Wānanga	Te Wānanga o Aotearoa	no std					
	Te Whare Wānanga o Awanuiārangi	no std					
Polytechnics	Aoraki				15 min for first hour, 10 min after		
	BOPP				15 min		
	CPIT			10, 15 for 1 hour test			
	EIT			10, 15			
	MIT						10, 15, 20
	NMIT		10 min				
	NorthTec		10 min				
	Open Polytechnic		10 min				
	Otago Polytechnic		10 min				
	SIT		10 min				
	TPP						all
	UCOL				15 min		
	Unitec				15 min		
	Waiariki		10 min				
	WelTec			10, 15			
	Whitireia	no std					
	Wintec		10 min				
	WITT			10, 15			
Universities	AUT						all
	Lincoln U	no std					
	Massey U		10 min				
	UoAuckland					20 min max and varying amounts below	
	UoCanterbury		10 min				
	UoOtago						10, 20 if multiple impairments
	UoWaikato	no std					
	Victoria UW		10 min				
Total	Standards		10	4	4	1	4
	No Standard/Standard	5	23				

| | Te Wānanga o Raukawa | | | | | | |

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[19] "10 min" indicates "extra time of 10 minutes per hour of examination or longer test."

Table 6 Extra Time Options for Examinations and Tests

	Extra Time Options Allocated for Examinations (n=28)	We use a standard/ standard plus exceptions[20]	Option (up to 10 min)	Option (10 min, 15 min, 20 min, 30 min)	Option (15 min)	Option (20 min)	On an individual basis
Wānanga	Te Wānanga o Aotearoa						from *kaiako* (teacher/ lecturer/ tutor)
	Te Whare Wānanga o Awanuiārangi						for tests in *te reo*[21]
Polytechnics	Aoraki	std					
	BOPP	std					
	CPIT	std plus					plus: as much as needed
	EIT	std					
	MIT	std					
	NMIT	std plus	up to 10				
	NorthTec	std plus	up to 10				
	Open Polytechnic	std					
	Otago Polytechnic	std					
	SIT	std					
	TPP	std					
	UCOL	std					
	Unitec	std					
	Waiariki	std					
	WelTec	std plus	up to 10				
	Whitireia					20 min	
	Wintec	std					
	WITT	std					
Universities	AUT	std					
	Lincoln U			all			
	Massey U	std					
	UoAuckland	std					
	UoCanterbury	std					
	UoOtago	std plus				plus: 20 if multiple impairm't	
	UoWaikato			all - plus exam split over 2 days			
	Victoria UW	std					
Total	Options			2		1	2
	Standard/Options	23		5			

	Te Wānanga o Raukawa	

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[20] The TEIs indicating an additional option as well as a standard extra time allocation are listed as using a "standard plus."

[21] It was not clear if students taking tests in *te reo* with a reader/writer are students with impairments.

Shorter Tests, Assessments and Assignments

Over one third (35%) of respondents (n=10) uses the same standard amount of extra time for shorter tests as the amount allocated for longer tests and examinations. Within this group one stated that this only applied to tests over one half hour long. Almost one third (28%) uses **10 minutes per hour** of test as the extra time allocation. Within this group, one stipulated that a portion of the 10 minutes was applied to tests shorter than one hour on a proportional basis. A further three said that such requests were considered on a case-by-case basis. Some gave examples of types of impairment that might require extra time. For example, one TEI used the following guideline:

(i) Physical Impairment/OOS: 10 minutes per hour of test to accommodate slower writing speed

(ii) Hearing/Visual Loss: up to 20-30 minutes per hour of test.[22]

Out of all respondents, a little over one fifth (21%) reported that requests for accommodation in shorter tests, assessments and assignments are dealt with in the academic programme or department involved. Some referred to "negotiations with academic staff" and others to "greater responsibility on academic staff and students." One said that "the decision to provide extra time for assessments sits with the kaiako (teacher/lecturer/tutor)" and another said that "it was generally at the discretion of the programme." It was not clear if such allocations are monitored by disability staff. Confidentiality of student disclosure was not mentioned regarding student "negotiations."

No allocation of extra time for accommodation in shorter tests, assessments and assignments is given in two institutions (see Table 7).

One respondent commented that the extra time allocation in shorter tests, assessments and assignments "is reviewed to ensure what is offered is equitable." It was not clear if students with impairments were involved in the review process.

Benefits and Drawbacks

Allowing flexibility to meet students' needs was a strong theme in the way that respondents approached extra time allocation. Comments indicated that if assessment activities did not provide sufficient time, then students could not be assessed properly.

The TEIs that did not use a standard felt that they could respond when a student needed more than a standard amount of extra time as they were not restricted to a standard time. The TEIs that did use a standard felt that this gave clarity to students, other support staff, academic staff and the disability team itself. In addition, a standard was thought to give consistency, fairness, transparency and support to prompt processes. The standard provided a benchmark as well as treating all students with impairments equitably. When late examination requests were received, a standard facilitated a quick response. Interestingly, they felt that a standard gave flexibility as well. Only three respondents referred to the origin of their standard extra time as based in tertiary education research.

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[22] This guideline can also be found in *The Disability Toolkit* (Tai Poutini Polytechnic's (TPP) guidelines).

Table 7 Extra Time Allowance for Assessments and Short Tests

	Extra Time Allowance for Assessments and Short Tests (n=28)	No extra time	Same standard as for longer test/exam	Standard or case by case basis	Extra time for oral or practical assessment	Extra time for essay or assignment	Students negotiate with department/ programme
Wānanga	Te Wānanga o Aotearoa						extra time up to *kaiako*
	Te Whare Wānanga o Awanuiārangi			case by case basis			
Polytechnics	Aoraki		same as for longer				
	BOPP		same as for longer		not usually required		up to programme
	CPIT		same as for longer			none for assignments	
	EIT		same as for longer				
	MIT			proportion[23]			
	NMIT			10 min			
	NorthTec		same as for longer				
	Open Polytechnic		same as for longer				up to programme
	Otago Polytechnic	not for shorter tests				10 min per hour	
	SIT			10 min	not usually required		
	TPP			all options[24]			
	UCOL						up to programme
	Unitec	not at all					
	Waiariki			10 min			
	WelTec			10 min for most			up to programme
	Whitireia			case by case			
	Wintec			case by case			
	WITT			10 min			
Universities	AUT				oral[25]; not practical		
	Lincoln U		same as for longer		if required, usual rate	none for assignments	
	Massey U						up to programme
	UoAuckland		same as longer[26]		not generally		
	UoCanterbury			up to 10 min			
	UoOtago		same as for longer		rarely required		
	UoWaikato		same as for longer				
	Victoria UW			10 min, 15 min max			

Te Wānanga o Raukawa "is reluctant to use written examinations or other forms of assessment, which may lead to a pass/fail mentality. Where written work is not of an acceptable standard, the student is encouraged to commit more time and effort to it and is given supervision" (*Te Ara Student Handbook TWOR 2014*, p. 35-37).

[23] For shorter tests, a student receives a proportionate amount of the extra time to which they would be entitled.

[24] According to impairment: OOS and physical impairment (10 min), visual and hearing impairment (20-30 min).

[25] Oral assessments according to impairment: Deaf students or students with verbal communication difficulties.

[26] Shorter tests are tests of over half an hour.

A few institutions indicated that disability support staff send an accommodation memo or letter of notification either to the student's academic teacher or "to the examiner of each of the student's subjects," but it was not clear how this information was used and if it impacted a policy of anonymous marking. Only one institution endorsed and linked its online information to an institutional Confidentiality Policy; none referred to Section 3.12 Appropriate Use of Student Information in *Kia Ōrite Achieving Equity*.

How Extra Time is Evaluated

One respondent to the survey made this thoughtful observation in an open-ended question:
"It can be difficult to be sure of how much time is in fact reasonable. How sure can one be of the exact degree of impairment? How does one assess this? And [how does one] do all this in a reasonable timeframe on limited resources?"

Such questions are difficult to resolve. A social model approach demands consideration of students' learning outcomes—not impairment.

Case-by-Case Considerations

Many respondents indicated that they considered student requests for accommodation "on a case-by-case basis." It is surprising that there is no common–and public–set of considerations covered in each case of decision-making. Only one TEI listed a set of seven considerations:
(i) the nature and onset of the impairment;
(ii) the type of assessment;
(iii) the student's usual work method;
(iv) the effect of long examinations on the student;
(v) information from consultation with the student; and
(vi) precedents set at the University; and
(vii) the principles of equity and fairness.
These are similar to considerations suggested in *The Disability Toolkit* (Tai Poutini Polytechnic's (TPP) guidelines) and *Alternative Assessment Strategies for Students with Disabilities* (University of Tasmania's guidelines) (see Chapter IV Policy, next).

Although 10 TEIs have references within their policy on equity for students with impairments and/or on their website to *Kia Ōrite Achieving Equity* (see Table 8), no survey respondents referred to *Kia Ōrite Achieving Equity* in this regard. Further research would be able to determine why this is the case. It may be that the best practice standards for Examinations and Assessment do not guide decisions made by services staff on the evaluation of appropriate extra time. The section explains that:
Providing an 'Alternative Arrangement Examination and Assessment Manual' can ensure consistency by guiding staff on areas such as the use of scribes and computers, additional time and managing oral exams. (ACHIEVE, 2004, p. 40)
In a manual, a set of considerations that should be addressed in each decision made between student and disability support or teaching staff about accommodation strategies such as extra time would enhance consistency and accountability for implementation of best practice. This would address the concerns of the survey respondent above.

Chapter IV Policy

New Zealand

The first national survey of policy and provision for tertiary students with impairments, conducted by a working group begun inside Wellington Teachers' College with enthusiastic support from the NZ University Students Association (NZUSA), found that examination and assessment provisions were reported by 24 of the 29 institutions in its 1981 survey. Only two technical institutes and three teachers' colleges had no provisions in place. In practice, inconsistencies were found anecdotally and researchers recommended that "the formulation of *policy* and a *systematic* approach would overcome such inconsistencies" (Alexander & Bridgman, 1982, p. 45 emphasis in original). A comparison over time is not possible due to institutional changes and greater accessibility to tertiary study since the 1990s. However, no respondents to the 2014 National Survey indicated that no examination and assessment provisions were provided. All 28 survey respondents provide extra time in alternative arrangements (17 'yes, always,' 5 'almost always' and 6 'sometimes'). The 29th TEI, a Māori-medium, iwi-wānanga programme, also provides additional time with supervision for assessment.

"The Formulation of Policy"

Importantly, a policy related to alternative arrangements is in place in 17 of the 29 TEIs (59%). As illustrated in Table 8 (Column A), below, 14 of these 17 policies were retrievable online on the institutional website and 3 were not found online. Twelve TEIs were found to have no formal policy in place (41%). In short, over 40% of TEIs are still to formulate a policy to inform guidelines on accommodation in examination and assessments.

"A Systematic Approach" to Implementation

Alexander and Bridgman (1982) recommended procedures for more consistent implementation of policy. The 2014 National Survey sought evidence of a systematic approach by asking about "a handbook or guide to alternative arrangements that explains extra time allowances (standard or non-standard)." As illustrated in Table 8 (Column B), 14 TEIs had formal guidelines or information on procedures for alternative assessment in staff and/or student handbooks or manuals. Four TEIs had informal, internal guidelines following an unofficial policy used within the support service. Thus, 18 (58%) of the 29 TEIs have some documentation of consistent practice that could be expected to be carried out by staff and students.

Accordingly, 11 (42%) of the 29 TEIs have no guidelines or documentation in place. Four of these have no guidelines for implementation despite an official policy for alternative arrangements in place. Significantly, seven (24%) TEIs have neither guidelines nor policy in place—almost one quarter of TEIs has still to develop a sound policy and a systematic approach to the implementation of policy.

Table 8 Policy in New Zealand TEIs

Policies and Documentation Online (n=29)[27]		Policy related to Alternative Arrangements A	Information/ Guidelines on Alternative Arrangements B	Code of Practice C	Inclusive Education Policy D
Wānanga	Te Wānanga o Aotearoa				
	Te Wānanga o Raukawa		Te Ara Student Handbook, 2014		
	Te Whare Wānanga o Awanuiārangi				
Polytechnics	Aoraki				
	BOPP		[internal guidelines]	Institution supports principles of *Kia Ōrite Achieving Equity*	Equal Education Opportunities (A23)
	CPIT	APP509 Additional Assessment Arrangements Policy, Feb 1996. Current version Dec 2012	Exam Arrangements Information Online	Policy refers to *Kia Ōrite Achieving Equity*	Inclusive and Accessible Education statement references NZ Disability Strategy 2001 & CPIT's Guiding Philosophy
	EIT	Section 10.23-10.25 Conduct of Examinations: Special Assistance, Academic Statute, Apr 2011	Guidelines for Exam Support, 2005, written by Disability Support Services		
	MIT	Section 11.6 Examination and Test Assistance, Student Regulations 2014	[internal guidelines]		
	NMIT	Section 3.14 Special Assessment Circumstances, Academic Statute, Jan 2014	Examination Guidelines, May 2012		Equal Educational Opportunities Policy
	NorthTec	Reader/Writer Policy 06.003, Jul 2010		Policy adapted from *Kia Ōrite Achieving Equity*	Equal Education Opportunity Policy (05.002), 2008
	Open Polytechnic	11.6.8 Special Assistance for Students in Examinations, Academic Statute, v. 2.6, 2013	Exam Assistance Information Online		
	Otago Polytechnic	AP0901.02 Students with Disabilities Circumstances for Assessment			
	SIT		[internal guidelines]		
	TPP	Section 8.11, Academic Statute, 2014	Procedural Guidelines, Disability Toolkit, 2007	Good Practice Checklist, Disability Toolkit, 2007; Toolkit references *Kia Ōrite Achieving Equity*	Section 8.25.5, Academic Statute, 2014
	UCOL	[not found][28]			

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[27] Source: research online in each institutional website; for dates of access, see Appendix 2 Sample.
[28] [not found] indicates that a policy was not found online, although it was reported in the National Survey 2014.

	Institution				
	Unitec	[not found]	Disability Manual, Dec 2012		Equity, Diversity and Inclusion Strategy, 2010-2015
	Waiariki	Section 4.3 Students with Special Needs in Assessment, Academic Regulations, Feb 2014	[Student Handbook]	[Self-assessment used *Kia Ōrite Achieving Equity* with follow-up action plan]	[Equity Policy prioritises biculturalism]
	WelTec	Section 6.8 Use of Reader/Writers, Business Policy Manual, Jan 2007; Section 8.3 Special or Alternative Arrangements, Academic Regulations 2013	Procedural Checklist in Use of Reader/Writers policy	Policy references *Kia Ōrite Achieving Equity*	
	Whitireia				
	Wintec				
	WITT				Equity Support statement, Student Handbook
Universities	AUT			Commitment to *Kia Ōrite Achieving Equity*	Diversity Strategy, Equity Steering Committee
	Lincoln U		[internal policy]	Website links to *Kia Ōrite Achieving Equity*	Confidentiality Policy
	Massey U	[not found]	Examination Arrangements for Students with Impairment, Injury or Disability; Alternative Arrangements for International Students with a Disability; Alternative Arrangements for Mid-Semester Tests		Equity of Access to Educational Opportunities Policy, 2012
	UoAuckland	Special Conditions for Written Tests and Examinations Policy. Review date Dec 2015	Information on Special Conditions for Tests and Examinations, Oct 2009		Inclusive Teaching and Learning of Students with Impairments Guideline, Apr 2011
	UoCanterbury	UCPL-4-94 Disability Policy – Students, Special Examination Arrangements v 1.01, Sep 2013		Policy references *Kia Ōrite Achieving Equity*	see UCPL-4-94 Disability Policy – Students, Special Examination Arrangements v 1.01, Sep 2013
	UoOtago		Alternative Arrangements for Examination and Terms Tests Information Online	Website links to *Kia Ōrite Achieving Equity*	Privacy and Confidentiality Statement
	UoWaikato	Disability Policy 1997	Disability Issues Training Manual for Staff, 2002		Equal Opportunities Policy 1984
	Victoria UW	Meeting the Needs of Students with Impairments, 2005. Latest version 2013	Information for Staff at Victoria Booklet, 2010	Website links to and policy references *Kia Ōrite Achieving Equity*	
Total	29	17 (59%)	18 (62%)	11 (38%)	15 (52%)

About a third (38%) of the TEIs refer to the New Zealand Code of Practice, *Kia Ōrite Achieving Equity,* either as related to policy documents or as a statement on the disability support services webpage (Column C). Of additional concern, only half (52%) of the respondent TEIs have an Inclusive Education policy or related statement (Column D).

Chapter V Discussion: Alternative Arrangements

The National Survey 2014 results show a range of practices and guidelines for provision in the group of 28 respondents, but similar concerns about access, allocation and evaluation of extra time. Over four-fifths of respondents allocate a standard amount of extra time. The most common is 10 minutes per hour and the next most common is 15 minutes per hour of examination, test and assessment. Of the almost one-fifth of respondents which do not follow a standard, the most common extra time is determined on an "individual basis" even when a range of standardised times is possible. Open-ended comments suggested that a national statement of a standard with flexibility on an individual basis would be welcome.

When compared to selected international exemplars for access, allocation and evaluation of extra time, New Zealand TEIs are using the same standards used elsewhere (10 minutes per hour at Trinity College Dublin, 15 minutes per hour at Cardiff Metropolitan University and University of Edinburgh and 15-30 minutes per hour at the University of Tasmania) (see Table 9).

There is a much lower level of information associated with accommodation on websites, however, than on the websites of overseas exemplars. Despite the availability of *The Disability Toolkit* (Tai Poutini Polytechnic's (TPP) guidelines) in New Zealand, only two TEIs referred to their use of it. Only one TEI followed TPP's extra time guidelines. No survey respondents cited *Kia Ōrite Achieving Equity* when explaining their extra time supports. Quite a few had concerns about the amount of time taken to respond to requests for examination supports and the benefits of a recognised standard guided by policy.

Table 9 Extra Time: A Comparison

Institutions using a Standard	10 minutes per hour	15 minutes per hour	20 minutes per hour	30 minutes per hour
New Zealand TEIs[29]	43.5% of those using a standard			
		13% of those using a standard		
	43.5% of those using a standard use a 'standard plus:' 10 minutes with 15 minutes if indicated, 10 minutes with 20 minutes for the impact of multiple impairments, 15 minutes with 10 minutes for every hour after that, selections from 'up to 10 minutes per hour' through to 'more than 30 minutes per hour' and up to 20 minutes per hour			
Cardiff Metropolitan University[30]				
Trinity College Dublin				
University of Edinburgh				
University of Tasmania				

[29] See Table 5, Chapter III.
[30] See Appendix 5.

DAWN: A Model for ACHIEVE

A national standard designed by DAWN (Disability Advisors Working Network) in Ireland provides a good model for ACHIEVE. *The Policy, Guidelines and Procedures for the Granting of Reasonable Accommodations in Examinations to Students with Disabilities*[31] is a 35-page document resulting from a 6-month collaboration between 21 member institutions. The standard for extra time set out in Section 3, Guidelines for Granting Reasonable Accommodations, 3.2 Time Allowance, is clearly stated:

• Students whose examination performance is significantly impacted by a disability may require extra time in examinations.

• Guidelines for determining reasonable accommodations for students with a disability who have a reading, writing or spelling difficulty are listed in Appendix 5 [of the document].

• Extra time is set at 10 minutes per hour. In exceptional circumstances this extra time may be extended.

Capacity: A Framework for ACHIEVE

Worryingly, previous qualitative New Zealand research observed that "there was no evidence that the code of practice, *Kia Ōrite*, influenced the experiences of students with impairments and other members of the university community as no participants in this study had actually read the code or could provide any detailed information about it" (Claiborne et al., 2011, p. 525). Clearly the Code of Practice and any national statement guiding implementation have to be better integrated into institution-wide capacity for a more proactive framework for inclusion.

A greater emphasis on linkages across people-driven systems within tertiary institutions, such as administration and teaching systems, academic and services staffing systems, learning and library systems, and evaluation systems for accessibility as well as teaching, is suggested by the literature (e.g., Holloway, 2001). Identifying the capacity in post-secondary institutions to respond proactively to students with impairments is also recommended in the literature (e.g., Sharpe & Johnson, 2001). Building capacity and integrating systems beyond student support services could provide a useful framework for ACHIEVE.

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[31] *The Policy, Guidelines and Procedures for the Granting of Reasonable Accommodations in Examinations to Students with Disabilities* (2012), p. 10. [http://www.tcd.ie/disability/assets/doc/Word%20Docs/ DAWN-Exams-Policy-2012%20FINAL.doc, retrieved 6.10.14]

Capacity for Inclusive Education

Capacity for inclusive education is evident once there are reported data on size, services, accommodation supports provided, procedures for implementation/access, impairment types, staffing, service evaluation, resources for staff and policy (Sharpe & Johnson, 2001). Student voices should be elicited in service evaluation and the participation of students with impairments in wider institutional governance, review and development is also encouraged (May & Felsinger, 2010). Their contribution to the capacity of TEIs to create more inclusive environments should be considered within a capacity framework. An emphasis on improving capacity allows all members of an organisation to become aware of how best to support students with impairments without focusing on individuals as exceptions to a norm. The approach is aligned to inclusive education and universal design as organising frameworks and works at the level of consistent support through policy implementation.

Capacity for inclusive education was a clear concern evident in open-ended comments from respondents. Three thematic areas which merit further exploration were drawn out of the data analysis:

i)   difficulty ensuring registration of students prior to a need for alternate arrangements (and administering late requests)
ii)   difficulty reporting students with impairments' enrolments when students not accessing services do not disclose a disability status (and being accountable)
iii)   difficulty individualising accommodation when numbers of students accessing services are rising (and trying to meet individual 'needs')

Since the TEC TSD Component of Equity Funding is based on EFTS delivered, despite not having a transparent reporting requirement, then improving the capacity for inclusive provision irrespective of numbers of students with impairments enrolled would address each of these themes.

Moreover, student voices in the literature are critical of the pressure to disclose a condition or diagnosis. Bulk funding models do not increase internal budgets when more students self-identify with an impairment that impacts their performance in assessment. If every request for alternative arrangements prompts an individualised process of an appointment, assessment and administration and evaluation of an alternative arrangement, then disability services will outgrow their funding. If a standard extra time arrangement is made, at one of many points within a systemic or ecological network and not at a single service office, then those involved across the institution would be better integrated into a wider delivery of inclusive education. A snapshot of capacity potential is provided based on data available at time of writing (see Table 10). Ideally, all components of capacity in this organising framework would be reported annually (R) in public documents.

Table 10 Capacity as an Organising Framework

Components in New Zealand TEIs - reported annually (R) or posted online (O)[32]	Total enrolments[33]	Services offered	Supports offered	Written procedures	SWI* enrolments	SWI accessing services	'Disability' categories	Staffing ratio	Quality evaluation**	Staff resources***	Written policies	SWI engagement?
Aoraki		O	O									
AUT	O	O	O	O						O		
BOPP	R	O	O		%	R				O		
CPIT		O	O		R	R	R			O	O	
EIT	R	O	O	O						O		
Lincoln U	R	O	O									
MIT	R	O	O			R			R	R	R	
Massey U	R	O	O	O		R					O	
NMIT	R	O		O	%	R	R				O	
NorthTec	R	O	O		%				R		O	
Open Polytechnic	R	O	O	O	R						O	
Otago Polytechnic	R	O	O						R		O	
SIT	R	O			R	R			R			
TPP		O								O		
Te Wānanga o Aotearoa	R	O	O	O	R				R			
Te Wānanga o Raukawa												
Te Whare Wānanga o Awanuiārangi		O										
UCOL		O	O		R	R						
Unitec	R	O	O							O		
UoAuckland	R	O	O	O					O	O	O	
UoCanterbury	R	O	O	O						O	O	
UoOtago	O	O	O	O		R				R		
UoWaikato	R	O	O	O					O	O	O	
Victoria UW	R	O	O	O						O	O	
Waiariki	R	O	O			R			R	O	O	
WelTec	R	O		O							O	
Whitireia	R	O										
Wintec	R	O				R						
WITT	R	O	O									

* SWI – Students with Impairments; SWI enrolment figures (if reported as % EFTS, % symbol is used) and services access figures

** Service quality evaluation (such as student satisfaction surveys, staff satisfaction surveys, student retention + completion data, reporting template)

*** Resources for all staff (such as staff manual, inclusive teaching checklist, alternate format advice, awareness resources, condition-specific information, trainings, professional development)

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[32] Source: preliminary desk-based research online and Annual Reports (see Appendix 2). This information was not directly requested in the National Survey and was compiled in response to the three thematic areas of concern.
[33] International literature uses total enrolments to indicate institutional size. For EFTS to indicate size, see Table 4).

Capacity in New Zealand's Wānanga

New Zealand's Māori tertiary education institutions are included amongst the largest and the smallest TEIs in the country (see Table 4). According to Education Counts, there are more domestic students with identified disabilities enrolled in the three wānanga combined than in the eight universities combined (see Table 2). Disability support services for students with impairments are particularly important in these TEIs because at risk young Māori people with impairments comprise one of the target groups to be supported into tertiary education in the Tertiary Education Strategy 2014-2019 (Ministry of Education & MBIE, 2014).

It is difficult to ascertain capacity in ngā wānanga from websites. This has potentially negative consequences for students transitioning from secondary education to tertiary options; a report on Māori who are blind expressed concern at the lack of information on the website of one wānanga about services for kāpo Māori (Higgins et al., 2010).

Section 3.6 of *Kia Ōrite Achieving Equity* recommends developing specific services for Māori accessing disability support services that are culturally appropriate and accessible in all tertiary providers in partnership with Māori. The survey responses show that current support services for tertiary students with impairments in wānanga could be explored more carefully so that their kaupapa and inclusive practices can be shared and supported in other contexts where appropriate. Commitment to support services for students with impairments who are Māori in all TEIs will be strengthened as a result.

For ACHIEVE to benefit from tikanga Māori regarding pedagogy and assessment in smaller, experiential, residential, immersion programmes that are strongly iwi-based and whānau-focused, it is recommended that hui and collaboration would be a positive way to understand current capacity in diverse contexts. The emphasis of this survey was on examination accommodations and there will be further practices to share for experiential learning accommodations.

Chapter VI Conclusion

Like other countries, New Zealand has adopted a rights approach to educational and social inclusion. However, with successive governments, policy development has stalled and funding been diverted. The very small amount of research on disability identity and accommodation for impairment in higher education in this country has also hindered change. Local attention to disability awareness, inclusive teaching and learning and international resources has been positive. The role of students in ACHIEVE's own governance is a step forward.

In the 15 years since New Zealand first collected data on the disability status of tertiary students with impairments, the proportion of students with impairments compared to those with no identified impairments has almost doubled, while the figure for total student enrolments has grown by less than half. Since the first survey of provision for students with impairments in 1981, the International Year of Disabled Persons, when 24 TEIs had examination accommodation provisions, the figure has increased to 28 TEIs that have examination accommodation provisions in place.

At this point, ACHIEVE could expand its focus to the *capacity* of tertiary education institutions to provide higher education assessment accommodation for students studying with impairments which would contribute to consistency and continuity within the sector (Waterfield et al., 2006).

This study asked student support services staff or their delegates in 29 tertiary education institutions (TEIs) about the practices, provision and policy for offering alternative assessment arrangements in examinations and tests. All of the institutions offer learning support services and all but one offer disability support services to facilitate accommodation. All of the 28 institutions surveyed offer extended time, either on a case-by-case basis (18%) or by allocating a standard with flexibility on an individual basis (82%). The provision of supports shows a strong commitment to reducing barriers encountered by tertiary students with impairments. To become fully inclusive in future, each TEI must also commit to reducing exclusion in areas that require disclosure of a disability identity and to integrating provision throughout the very core of its educational environment.

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Appendix 1 Survey Instrument

National Survey of Alternative Arrangements Policy and Practice in Tertiary Education

Background to Alternative Arrangements is provided in Kia Ōrite Achieving Equity, Section 3.9, at
http://www.achieve.org.nz/kia-orite

* Required

Extra Time Allowance for Examinations and Tests

Please help us understand what your institution provides for alternative arrangements for final examinations and terms tests.

1. **Does your institution provide extra time as part of alternative arrangements for tests and exams to students with impairments?** *

Mark only one oval.

	1	2	3	4	5	
Yes, always	◯	◯	◯	◯	◯	No, never

2. **Does your institution use a standard for extra time?** *
If yes, please tick all that apply. If no, please tick no and skip to Q. 7.

Check all that apply.

☐ Up to 10 minutes per hour of an examination or longer test

☐ 10 minutes per hour

☐ 15 minutes per hour

☐ 20 minutes per hour

☐ 30 minutes per hour

☐ More than 30 minutes per hour

☐ No, we do not use a standard for extra time allowance

☐ Other:

3. **If your institution does use a standard for extra time, at what point in the student's academic career is the extra time allowance indicated?**

4. **If your institution does use a standard for extra time, can you tell us how the standard was selected and why.**

5. **What do you see as the benefits to using a standard for extra time?**

6. **What do you see as the drawbacks to using a standard for extra time?**

7. **If your institution does not use a standard, do you offer any of the following options for extra time?** *

If not applicable, please skip to Q. 11.

Check all that apply.

- ☐ Up to 10 minutes per hour of an examination or longer test
- ☐ 10 minutes per hour
- ☐ 15 minutes per hour
- ☐ 20 minutes per hour
- ☐ 30 minutes per hour
- ☐ More than 30 minutes per hour
- ☐ No, we do not offer any extra time
- ☐ Other:

8. **If your institution does uses options for extra time, at what point in the student's academic career is an extra time allowance indicated?**

9. **What do you see as the benefits to not using a standard for extra time?**

10. **What do you see as the drawbacks to not using a standard for extra time?**

11. **Does your institution offer extra time only as part of other examination supports and not on its own?** *
If yes, please select the option below that best describes your institution.
Mark only one oval.

◯ No

◯ Yes, as part of a Reader/Writer provision

◯ Yes, as part of a separate room provision

◯ Yes, as part of the provision of rest breaks

◯ Yes, as part of having an examiner, supervisor or invigilator present to provide extra time as necessary

◯ Yes, on the basis of specific indication by a health or psychological professional, lecturer, tutor or demonstrator, or academic programme manager

12. **Please describe the process in which extra time is allocated for students completing an examination or longer test in your institution.** *
Could you also tell us how it is documented, even if this is done outside your office.

Extra Time for Assessments and Short Tests

Please help us understand what your institution provides for alternative arrangements for fair assessment opportunities for students with impairments. This may include practical or oral assessments, written essays and/or tests shorter than one hour.

13. **If your institution provides extra time for practical or oral assessments, essays and/or shorter tests, what extra time allowance is provided?** *

14. **How is extra time allocated for a practical or oral assessment, essay and/or shorter test in your institution?** *
We are interested in the process and how the extra time allowance is documented.

15. **What specific circumstances have you had that required extra time for students with impairments completing a practical or oral assessment, essay or shorter test?** *

16. **On the basis of your experience, do you think that extra time should include allowances for type of impairment(s), combination of supports in use and/or any other individual factors?** *
Mark only one oval.

◯ Yes

◯ No

◯ Other:

17. **On the basis of your experience, do you think that there should be a single tertiary standard for extra time allowed to provide fair practical or oral assessments, essays and/or shorter tests?** *
Mark only one oval.

◯ Yes

◯ No

◯ Other:

18. On the basis of your experience, what would be a fair tertiary standard for extra time for students in practical or oral assessments, essays and/or shorter tests? *

Policy

19. Does your institution have an official policy or academic regulation on the provision of extra time for alternative arrangements? *

If so, we are interested in how the policy was developed. If not, we are interested in whether you (or your office) are involved in developing one.

20. How are you (or your office) involved in monitoring and evaluating policy? *

We are also interested in whether you are consulted for annual reporting.

21. Does your institution have a handbook or guide to alternative arrangements that explains extra time allowances (standard or non-standard)? *

If so, we are interested in how you (or your office) were involved in writing the handbook or guide. If not, we are interested in whether you (or your office) have considered writing one or using one from another source.

22. **How useful is an official policy on extra time?** *
We are interested in its usefulness to your office and to students who register with you.

23. **Finally, how would you like to see ACHIEVE work towards clarification of policy, provision and practice on extra time allowance?** * We welcome any further comments on the way extra time is calculated, extended, documented and included in equity provisions.

Thank you for contributing to a national survey of alternative arrangements provisions, policy and practice.

24. **Survey Responses** * Please give us your name(s), role(s) and institution, so that we may report on all 29 Tertiary Education Institutions (TEIs). Survey results will use only the name of your institution.

25. **Survey Results** Please give us your name and email address if you would like a one-page summary of the survey results. A full research report will be submitted to ACHIEVE following data analysis.

26. Contact Information
Contact the researcher direct: Dr Martha Bell
Mark only one oval.

◯ Completing the survey: PO Box 5882, Dunedin 9058 <marthabell38@gmail.com> 021 067 1858 or 03 454 2285 to 3pm daily

◯ For any other matters: ACHIEVE, c/o University of Otago, PO Box 56, Dunedin 9054 <info@achieve.org.nz>

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Google Forms

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Appendix 2 Sample

29 Public Providers of Tertiary Education

1 Aoraki Polytechnic offers additional time for examinations in information posted online for Current Students > Student Services & Support > Accessibility & Disability Support as one way that the Student Support Coordinator can provide assistance. There are no internal links to standardized guidelines in the section. Online searches failed to retrieve institutional policy. Students are encouraged to contact the Student Support Coordinator via email if they need support. Neither accessibility nor disability is defined in this section. No institutional procedures are given for how to apply for additional time in examination arrangements. A student support services brochure with printed information is published online.

The Annual Report 2012 stated that Aoraki had "experienced an increase in learners with specific learning needs and disabilities and has struggled to keep up with staff development required to meet these increased numbers." The Equal Opportunity Report in the Annual Report 2013 indicates changes were made to Student Support Services in 2013, including increased staffing (despite an overall drop in staffing[34]), an encouragement for students to self-identify during enrolment and the provision of Reader/Writers on request as a support. The language is non-specific, however, and students with impairments are not particularly accommodated in these provisions. The Equal Opportunity Report endorses Aoraki's "responsibility to promote equal educational opportunities." It reports that the percentage of students with disability was 2.9% of the student population, although there is no total enrolment figure for the student population. No number of students with impairments accessing services is reported. Aoraki had 1,301 EFTS in 2013.[35]

2 Auckland University of Technology (AUT) offers additional time as part of the supports that make up a "reasonable alternative examination arrangement." This information is posted on Academic Information for Current Students > Academic and Study > Support Disability Student Support. The webpage for Exam Arrangements is separately linked to this page. Students are given clear instructions on how to apply for assistance for tests and examinations in semester time as well as end-of-semester examinations by requesting and then filling out the Exam Arrangements Application Form. No institutional policy with regard to exam arrangements or additional time was found.

The Disability Student Support information listed under Current Students > Services and Facilities gives AUT's goal to facilitate full participation of students with impairments and students who are Deaf, defining impairments with a detailed range, and also gives a campus-wide commitment to the equity code of professional practice for all staff (*Kia Ōrite Achieving Equity*). The Services page does not mention examinations, although it does give the procedure for having an "individual needs assessment interview" in order to apply for study supports. Links to Academic and Study Support pages are positioned to the side and Exam Arrangements is one of these internal links away from Disability Student Support. AUT also has a detailed page explaining services and support for students with learning disabilities. Many resources for students are downloadable as information sheets. AUT has a Diversity Strategy, led by the Equity Steering Committee and reported on in the Annual Report 2013, however student statistics on students with disability are not reported. AUT had 19,178 EFTS in 2013.[36]

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[34] Aoraki Polytechnic Annual Report 2013, p. 6. [http://www.aoraki.ac.nz/about-us/corporate-information, retrieved 26.5.14]

[35] Aoraki Polytechnic Annual Report 2013, p. 38. [http://www.aoraki.ac.nz/about-us/corporate-information, retrieved 26.5.14]

[36] AUT University: Facts, figures and background. [http://www.aut.ac.nz/about-aut, retrieved 30.4.14]

3 Bay of Plenty Polytechnic's (BOPP) Equity/Disability Services defines disability by quoting the 2001 New Zealand Disability Strategy and distinguishing impairment from socially designed disabling barriers. BOP Polytechnic offers exam and test accommodations for students with impairments. It emphasises that the institution supports the principles of *Kia Ōrite Achieving Equity* to allow full participation without disadvantage to all students with impairments. This implies a strong commitment to equity at BOP Polytechnic. No internal links are embedded. BOPP has an Equal Educational Opportunities Policy (A23) that ensures "fair and equitable assessment processes."

The 2013 Annual Report reports that 64 students accessed services (totaling 350 times) in 2013 (p. 15) and reports a percentage of students with disabilities as 14% of total EFTS (p. 5), totaling 434 EFTS. No figure is given for students with disabilities enrolled at BOP Polytechnic. BOPP had 3,106 EFTS in 2013.[37]

4 Christchurch Polytechnic Institute of Technology (CPIT) offers extra time as one of a number of alternative arrangements via both Learning Support and Disability Services. CPIT's Disability Services page has an internal hyperlink to the CPIT Policy 5.9 Supplementary Assessment Arrangements (the link is faulty, but the policy is located under Policies as APP509 Additional Assessment Arrangements). There is also an internal link on the Disability Services webpage to a page titled "Exam and test assistance." There is a third link to a page titled "Exam arrangements" which details the allowance for "extra time, usually 10 minutes per hour; or 15 minutes for a one-hour assessment;" and an online application form is posted on the bottom of this webpage.

CPIT reports on its government funding and expenditure for services for students with disability in detail. This population is named in its Strategic Goal 3: Targeting Equitable Outcomes. The Equal Education Opportunities section of the Annual Report 2013 notes that 951 students self-identified as having impairments at enrolment, 207 students accessed support services and about 103 of these students had Specific Learning Disability-related needs in 2013. The report states that 18.2 EFTS were supported through Disability Support Services. CPIT had 5,735 EFTS in 2013.[38]

5 Eastern Institute of Technology (EIT) gives a specific guideline for extra time, which is "up to 15 minutes for every hour of examination," as part of information on alternative assessment support posted on the Disability Support Services webpage. This information is codified in Sections 10.23-10.25 Conduct of Examinations: Special Assistance of the Academic Statute of 8 April 2011 (available elsewhere on the EIT website, but not hyperlinked) representing institutional policy. The Academic Statute requires students to apply in writing to their Programme Coordinator for special examination assistance, thereby indicating a general procedure for accessing exam supports in the academic programme. These sections are also related to the *Guidelines for Exam Support* (2005) by DSS.

EIT's DSS clearly indicates the two aims of alternative assessments: to minimise the impact of an impairment on a student's academic achievement and to ensure equity of access for all students to academic success. While EIT reports the number of full-time staff self-identified as living with disability, there are no statistics reporting students self-identified as living with disability or students accessing Disability Support Services. EIT offers a targeted scholarship annually to a present or past EIT student with a disability who is in transition from full-time study to work. EIT had 4,388 EFTS in 2013.[39]

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[37] Bay of Plenty Polytechnic 2013 Annual Report, p. 5. [https://www.boppoly.ac.nz/go/annual-report, retrieved 30.6.14]
[38] CPIT 2013 Annual Report, p. viii, 15, 46. [http://annualreport.cpit.ac.nz/, retrieved 17.6.14]
[39] EIT 2013 Annual Report, p. 6, 108. [http://www.eit.ac.nz/about/corporate-information/annual-reports/, retrieved 17.6.14]

6 Lincoln University offers extra time as one possible support for tests and examinations. Its support service for students with impairments sits within Student Support > Student Health > Inclusive Education. No detail is given about how to access these supports or how supports are allocated. Lincoln's Student Support endorses *Kia Ōrite Achieving Equity* as the code of practice for an inclusive tertiary education environment in the 'A to Z of student support and services' webpage under the Student Support webpages.

Lincoln University has a confidentiality policy for Inclusive Education, linked to the Inclusive Education webpage, which ensures that Lincoln allows students to know what is done with health information collected about them and their rights regarding viewing and correcting such information. All health and disability services have this obligation under the Health Information Privacy Code 1994. No other policies could be found in a search for Academic Statutes and Examinations policies. The Annual Report does not report numbers of enrolled students living with disability or accessing Inclusive Education services. Lincoln University had 3,352 EFTS in 2013.[40]

7 Manukau Institute of Technology's (MIT) Disability Services and Support website explains its goals: to "make [the] campuses more accessible and to increase participation and achievement for MIT students with impairments or disabilities." It provides "advice" on exams to students with impairments and gives expectation that students will contact the DSS with their documentation. No further detail about alternative examination arrangements is given. No definition of disability or equity is given. No policy could be found.

The 2013 Annual Report reports that 369 students accessed services and DSS had 5.5 FTE staff. The service is evaluated as successful in 2013 due to evidence of increased SAC-funded students being retained (see p. 38), however reporting does not account for students with impairments within the retention rate for SAC-eligible students. MIT had 7,692 EFTS in 2013.[41]

8 At Massey University, all alternative arrangements for examinations are made by the Examinations Office. Students with impairments are given multiple ways to apply for supports with an application form included in enrolment packs and online. Registration for Disability Services is required prior to a separate application for additional assistance in examinations, which includes a medical documentation form on the reverse. Disability Services provides "extra time," but no further detail is given. Information on alternative examinations is found on webpages through Teaching and Student Learning > Exams > Arrangements for Disability, Injury or Pregnancy. There is a comprehensive list of types of Arrangements for Examinations, including Alternative Arrangements for Mid-Semester Tests. Students are directed to contact the Examinations Office directly and the protocol is given.

Massey University has an Equity of Access to Educational Opportunities Policy, though there is no hyperlink on Disability Services webpages. This policy provides for regular performance reviews of its delivery of equitable opportunities, but does not make this specific to students with impairments. The Annual Report 2013 reports on gender, mode and ethnicity of students, but not students with impairments. The Massey University Profile, however, states in Key Facts that 895 students accessed disability services in 2013.[42] Massey had 19,101 EFTS in 2013.[43]

9 Nelson Marlborough Institute of Technology (NMIT) provides "15 minutes for each hour of test as well as examination" and application for such assistance must be made to the programme

[40] Lincoln University Annual Report 2013, p. 78. [http://www.lincoln.ac.nz/About-Lincoln-University/Publications-and-reports/, retrieved 7.8.14]

[41] Manukau Institute of Technology Annual Report 2013, p. 19, 30. [https://www.manukau.ac.nz/about/plans-and-strategies, retrieved 11.7.14]

[42] Massey University Profile, p. 23. [http://www.massey.ac.nz/massey/fms/About%20Massey/Documents/Profile%20v25.pdf?DBA97BC05F354F7D1B95C9DAD5B2F169, retrieved 8.8.14]

[43] Massey University Annual Report 2013, p. 76. [http://www.massey.ac.nz/massey/about-massey/university-management/plans-reports/, retrieved 1.8.14]

administration office in writing prior to the examination to request it. Although this is not detailed on the website for the Student Advisor & Accessibility Coordinator, the Academic Statute (p. 22) and the Examination Guidelines section on Special Examination Considerations or Assistance (p. 5) both list extra time information.

Extensive reporting on NMIT's Equal Educational Opportunities Policy is included in the Annual Report 2013, indicating that "407 students requested and received accessibility advice and support," of which 15 had medical diagnoses. As well, the EEdO Report records that NMIT awards a scholarship each year to a person with a disability studying full time towards a nationally recognised qualification as one of its Equity Scholarships. NMIT had 2,789 EFTS in 2013.[44]

10 NorthTec has a Reader/Writer policy, written in 2008, that adapts *Kia Ōrite Achieving Equity's* Section 3.9 'Examinations and Assessment.' The process for applying to the Access and Equity office in Student Success is made clear on the webpages and the "special arrangements for assessments and exams (extra time, separate rooms, reader/writer)" are explained. The policy indicates that the examination supervisor is responsible for allocating extra time in the exam. NorthTec also has an Equal Education Opportunity Policy (05.002), also written in 2008, that is linked to the Reader/Writer Policy. It commits to ensuring "the greatest possible participation by our community…[and] eliminating barriers that cause under representation nationally [for] people with disabilities."

NorthTec reports that the percentage of total student EFTS represented by tertiary students with disabilities was 9% (or 319 EFTS) in 2013. The pass rate for students with disabilities was 76% and retention rate was 93%. NorthTec had 3553 EFTS in 2013.[45]

11 Open Polytechnic provides "extra time and rest breaks" in a list of supports for examination assistance for its online and distance education students with disabilities coordinated by the Academic Registry staff. The Student Rights and Conduct webpage provides the Academic Statute 2014[46] which codifies the Reader/Writer provision and provides a standard extra time of 10 minutes per hour. Students are encouraged to contact the Learning Centre to access any requirements for examinations assistance.

In 2013, the total number of students with disabilities enrolled is 1958 and 6% of the total roll (over 32,000 students). The Annual Report also reports that 10 study awards of up to $1000 were awarded to students with disabilities in 2013. Open Polytechnic had 5732 EFTS in 2013.[47]

12 Otago Polytechnic has a 'Students with Disabilities Circumstances for Assessment' policy (AP0901.02) with a section outlining descriptions of accommodations. The purpose of the policy is to ensure that "accessibility, accommodations and equity will be applied to all students" and that alternative arrangements are used appropriately by students with disabilities. Otago Polytechnic allocates an "extra 15 minutes per hour for 1 hour assessment and extra 10 minutes per hour for longer than 1 hour assessments." The website indicates that the approach to alternative arrangements comes from the national standards required for NZQA. Two Disability Support Advisors are located in the Student Success office. The Annual Report includes Disability Services

[44] NMIT Annual Report 2013, p. 55. [http://www.nmit.ac.nz/about/corporateinformation/nmitannualreport/, retrieved 9.8.14]

[45] NorthTec Annual Report 2013, p. 19, 87. [http://www.northtec.ac.nz/About-Us/About-NorthTec/Annual-Reports.aspx, retrieved 9.8.14]

[46] Open Polytechnic Academic Statute 2014, p. 19. [http://www.openpolytechnic.ac.nz/study-with-us/services-for-students/student-rights-and-conduct/, retrieved 19.7.14]

[47] Open Polytechnic Annual Report 2013, p. 18, 63. [http://www.openpolytechnic.ac.nz/about-us/corporate-publications/, retrieved 19.7.14]

under 'Student Support' and does not report contacts with students with impairments. Otago Polytechnic had 4,004 EFTS in 2013.[48]

13 Southern Institute of Technology (SIT) offers "support for examinations" through the Disability Liaison Office within the Student Health and Wellbeing Services. There are no specific provisions for students with disabilities or policies about alternative examination arrangements on the website. SIT has a policy of equal educational opportunities following its obligations under the Human Rights Act 1993, explained on the website.

There is a comprehensive report on Equal Educational Opportunities in the Annual Report 2013, giving extensive statistics on the numbers of students declaring disability on enrolment (465 of 11,188 total enrolments) and the numbers that accessed services (115). There is a long list of measures reported on with regard to the EEdO policy. It is noted that "1178.5 staff support hours were delivered to 31 students for reader/writer support or exam accommodations" (p. 28) although there is no staff-student ratio. SIT had 4,545 EFTS in 2013.[49]

14 Tai Poutini Polytechnic (TPP) offers "exam support" as part of its Learning Support Services. No further detail is given on the website. However, TPP has had a printed handbook for staff dating back to 2007, which has been reviewed for updating and amendments four times since. Version 5 was approved in February 2014. The Disability Toolkit, not available online, lists extra time allowances which may be a general reference for learning disability, physical impairment, chronic pain and sensory impairment, comprising 10 minutes per hour of examination to 30 minutes per hour of examination, and double time for students with vision impairments (p 12). The website indicates that a needs assessment and medical evidence of impairment are required before a student is able to access services. Although the Academic Statute states that support services for students are "actively working to create a positive and inclusive learning environment," there a separation of 'learning support needs' and 'disability and medical needs' in Section 8.25.5 (p 45). This does not recognise the way a diverse range of impairments may involve academic ability alongside learning difficulties, for which an inclusive learning environment would be minimizing barriers to equal educational opportunities. No statistics on tertiary students with impairments are given in the Annual Report. Tai Poutini had 2,579 EFTS in 2013.[50]

15 Te Wānanga o Aotearoa offers a range of support to students with impairments through its Te Puna Manaaki services, including a learning assessment, note-taker, hearing or eye test, special equipment or resources. To receive supports, students must provide proof of disability with a letter from their doctor or community health provider outlining the disability, unless they use a wheelchair or other aide. Te Wānanga o Aotearoa had 20,680 EFTS in 2013.[51]

16 Te Wānanga o Raukawa is a Māori-medium, immersion, residential, iwi-wānanga programme of tertiary study which involves a majority of enrolments of students aged 25 and over. There is no reporting on support for students with impairments or equal educational opportunities in Te Pūrongo 2013 (Annual Report 2013). Te Ratonga Ākonga (Student Services) manages enrolment and academic records; Te Taituarā Ākonga (Student Support) is a learning support centre that provides one-on-one and group support for assignment planning, writing, researching, note taking, revision strategies, study routines, time management and other student needs. Academic accommodation for students with impairments is not described as part of either Student Services or

[48] Otago Polytechnic Annual Report 2013, p. 16, 23. [http://www.op.ac.nz/about-us/governance-and-management/our-publications/, retrieved 30.5.14]
[49] SIT Annual Report 2013, p. 6, 28. Report requested and received from SIT 11.8.14.
[50] Tai Poutini Polytechnic Annual Report 2013, p. 9. [http://www.tpp.ac.nz/about-tpp/academic-publications/, retrieved 16.6.14]
[51] Te Wānanga o Aotearoa Te Pūrongo 2013, p. 17. Report requested and received from Te Wānanga o Aotearoa 19.8.14.

Student Support.[52] All Te Wānanga o Raukawa courses are NZQA-approved in consultation with iwi. Te Wānanga o Raukawa had 1,327 EFTS in 2013.[53]

17 Te Whare Wānanga o Awanuiārangi offers "support for students with disabilities" through Awhi Tauira (Student Support). No other information about provision or policy is posted on the website. No further detail is reported in the Annual Report 2013. Te Whare Wānanga o Awanuiārangi had 3,497 EFTS in 2013.[54]

18 Universal College of Learning (UCOL) offers disability accommodations such as "notetaker, Learning Support staff, liaison with lecturing staff, access to equipment and assistive technology, specialised assessment provisions, sign language communicator" on the Disability Support Services webpage, but does not specify extra time allowances as part of alternative assessment arrangements. Although there is an Academic Statute governing the College, it is not available on the web. The 2013 Annual Report's Equal Educational Opportunities Report states that 390 students with impairments were enrolled at UCOL in 2013 and disaggregates this figure to numbers of students who accessed services on each of its three campuses. It also notes those students who accessed services "who had not advised UCOL of their disability at the time of their enrolment" (p. 75) included in the total. In addition, 65 of the students with impairments identified as Māori, 16 as Pasifika, 298 as European/Pākeha and 11 as other ethnicities. UCOL had 3,646 EFTS in 2013.[55]

19 Unitec Institute of Technology offers "reader/writer exam support" along with notetakers, digital recorders and NZSL interpreters. Specific extra time allowances in exam support are not specified. Unitec has a Disability Manual written in 2012 and available on the Disability Liaison Centre page of the institutional website. The manual informs staff of the effects of disability and impairment and their role in creating a safe and supportive environment for students with impairments. No figures are reported in the Annual Report for students with impairments enrolled or accessing services in 2013. Unitec had 10,152 EFTS in 2013.[56]

20 University of Auckland offers "special examination conditions" as a support, clearly outlined on pages linked to the Student Disability Services webpage. Student Disability Services is one service under the umbrella of Equity delivery. Within this provision for support, specific extra time allocations are made. Exact time allowances are detailed in an information sheet "Information on Special Conditions for Tests and Examinations," dated October 2009, and there is a written flow chart indicating procedures for requests. Other supports and ways that the university campus is accessible are explained in a YouTube video presented by a second year student with a written copy of the transcript for downloading, demonstrating attention to alternative formatting needs on its website. A University of Auckland Teaching and Learning Guideline on "Inclusive Teaching and Learning for Students with Impairments" is available to staff. As well, "Learning Disabilities - Staff Guidelines for Inclusive Practice" is posted online via Student Learning Services. The University undertook a review of the policy and guideline in 2009, posting the Review Report and follow-up steps and recommendations (2012) online.

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[52] Te Wānanga o Raukawa homepage. [http://www.wananga.com/index.php/future-students/student-services, retrieved 7.6.14]. This webpage was updated 26 March 2015 and Te Taituarā Ākonga (Student Support) is no longer available [http://www.wananga.com/indexphp/services/student-services, retrieved 7.4.15].

[53] Te Wānanga o Raukawa Te Pūrongo 2013, p. 86. [http://www.wananga.com/index.php/about-us/wananga-documents, retrieved 12.8.14]

[54] Te Whare Wānanga o Awanuiārangi Annual Report 2013, p. 46. [http://docs.wananga.ac.nz/split_document.php?subfolder=&doc=Annual%20Report%202013.pdf, retrieved 12.8.14]

[55] UCOL Annual Report 2013, p. 22, 74-75. [http://www.ucol.ac.nz/about/whoweare/Pages/index.aspx, retrieved 24.7.14]

[56] Unitec Annual Report 2013, p. 10. [http://www.unitec.ac.nz/sites/default/files/public/documents/Unitec_AnnualReport_2013.pdf, retrieved 14.8.14]

The University of Auckland's investment in an inclusive education environment is evident through an Equity Office – Te Ara Tautika headed by a Pro-Vice Chancellor (Equity) to ensure and embed fair and equal education opportunities with extensive online policies, guidelines and resources. The delivery of equity is theorised in a framework in which access to and success in tertiary education is seen as part of a larger life cycle in which other university interventions (including staff equity initiatives, research centres and academic counseling in schools) also contribute to equitable opportunities at all of the life cycle age stages. There is no reporting on services for equity, however, in the Annual Report. The University of Auckland had 33,050 EFTS in 2013.[57]

21 University of Canterbury offers extra time as one of a number of supports listed by the Disability Resource Service on a Special Arrangements for Tests and Examinations webpage within its extensive web presence. Tests and examinations are described as "timed assessments." Clear instructions for students applying for such special arrangements cover how, when and to whom to apply and who makes decision. An application begins with registration with the Disability Resource Service, a Learning Support Questionnaire (downloadable from the internet) and a discussion with the Disability Resource Advisor. Examination Supports are approved as appropriate by the Academic Administration Committee and organised by the Examinations Office. Special arrangements for tests and summer school examinations are organised by individual departments.

The University of Canterbury has a Disability Policy - Students UCPL-4-94,[58] updated in September 2013, which includes a section on Special Examination Arrangements. The Policy specifies that it responds to direction from the Tertiary Education Commission to follow the expectations of provision laid out in *Kia Ōrite Achieving Equity.* Additionally, the Policy specifically references *Kia Ōrite Achieving Equity* as a foundational document. Finally, the Policy addresses funding in Section 6.3 and situates the implementation of the Policy under the TEC's Equity Funding. Canterbury also has a Student Handbook available online with a page on "Special arrangements for examinations" with procedures for how to apply and deadlines. A link to ACHIEVE is given in the Student Handbook, with a note that Canterbury is a corporate member of ACHIEVE. University of Canterbury had 12,180 EFTS in 2013.[59]

22 University of Otago has an Alternative Examination and Term Test Arrangements webpage giving detailed information about possible arrangements and giving an application form that can be downloaded from the internet. Along with required information, a student is also asked to nominate the arrangements they need. The specific provision of "additional time of 10 minutes per hour sitting in an 'extra time' room" may be requested as one of a number of supports. No policy, manual or handbook could be found for students with impairments at the University of Otago. No particular resources or information directed at staff were found. The University of Otago had 18,875 EFTS in 2013.[60]

23 University of Waikato has a commitment to equity and equal academic opportunities for students with disability, protected by a Disability Policy dating back to 1997. The Disability Support Services (DSS) office now centralises services and information for students and liaises with the Examinations Office, which coordinates alternative examination arrangements. Students register with a downloadable, electronic application form and the DSS provides "alternative arrangements" as part of reasonable accommodations, a term that is defined in the Disability Policy. The Waikato DSS website lists resources and gives contact information for ACHIEVE. The Waikato DSS has a

[57] 2013 Annual Report, p. 81. [https://cdn.auckland.ac.nz/assets/central/publications/annual-report/University-of-Auckland_Annual-Report_2013.pdf, retrieved 14.8.14]

[58] UCPL-4-94 Disability Policy – Students. [http://www.canterbury.ac.nz/ucpolicy/?SearchBy=Keyword&Value=Disability, retrieved 9.6.14]

[59] UC Annual Report 2013, p. 3. [http://www.canterbury.ac.nz/theuni/plans/annualreport.shtml, retrieved 19.8.14]

[60] Annual Report 2013, p. 25. [http://www.otago.ac.nz/about/official_documents.html#annualreport, retrieved 24.7.14]

Handbook for Students and a Training Manual for Staff titled "Disability Issues." This self-paced manual gives information on inclusive pedagogy and a clear process for academic staff for arranging accommodation.

Unfortunately, the Annual Report 2013 mentions students with impairments only in the provision of "Health services" and advice on inclusive education for students with "a disability or medical condition" only under "Health services" (p. 60). No reporting figures were found. The University of Waikato had 10,159 EFTS in 2013.[61]

24 Victoria University of Wellington offers extra time as support for mid-trimester assessments and final examinations. It has an extensive and well-developed web presence addressing students with and without impairments, volunteers, staff and the general reader. Disability Services has its own philosophy which is illustrated graphically as well as with research sources. The Meeting the Needs of Students with Impairments Policy, available on the website, references Victoria University's Equity and Diversity Strategy and *Kia Ōrite Achieving Equity.* The Policy is sponsored by the Deputy Vice-Chancellor (Academic) and references human rights legislation.

The Annual Report 2013 reported on equity commitments, although does not report on enrolment, services for or participation/retention rates for students with impairments. "Alternative Test and/or Exam Facilities" is a Key Service offered by Victoria University's Disability Services, outlined online and in a downloadable Disability Services Guide for Students Booklet. Extra time provision has no specific time allocation. Victoria University of Wellington had 16,855 EFTS in 2013.[62]

25 Waiariki Institute of Technology offers a "note taker/reader writer for assessments" as one of its supports for students with disabilities. The Disability Support Services are offered through the Health Centre with Learning Support staff so that provision is "multidisciplinary." Section 4.3.4, Academic Regulations stipulates that additional time of "not exceeding 15 minutes per hour of examination" is allowed. This policy is also written in the Student Handbook. Generalised procedures for accessing this support are given in the Academic Statute.

Waiariki has an Equity Policy that "rations" equity support. The Annual Report 2013's Equal Educational Opportunities report indicates the number of student contacts to Disability Support (106) and indicates that an internal self-assessment was undertaken with regard to how well Waiariki had met the best practice standards in *Kia Ōrite Achieving Equity*. It also indicates that staff and students were apprised of the support for students with impairments through information in induction, handbooks and promotion by administrators. Waiariki had 3,821 EFTS in 2013.[63]

26 Wellington Institute of Technology (WelTec) offers "readers/writers" through its Ability Resource Centre. The Academic Regulations, Section 8.3, provide Special or Alternative Arrangements including additional time (amount not specified). A specific policy, 6.8 Use of Reader/Writers, available on the web, gives (i) the policy, (ii) specific procedures to be completed in order to put the support in place and (iii) an application form that students must complete. The policy was updated in April 2013; it must be reviewed in self-assessment reporting of each academic head of school and the Ability Resource Centre director. The policy links to *Kia Ōrite Achieving Equity*. While student completion and satisfaction rates were reported, none were reported for students with impairments. WelTec had 4,218 EFTS in 2013.[64]

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[61] Annual Report 2013, p. 43. [http://www.waikato.ac.nz/annualreport/, retrieved 20.8.14]

[62] Annual Report 2013, p. 17. [http://www.victoria.ac.nz/about/publications/annual-report, retrieved 22.8.14]

[63] Annual Report 2013, p. 2. [http://www.waiariki.ac.nz/about-us/waiariki-publications/corporate-documents, retrieved 17.6.14]

[64] 2013 Annual Report, p. 4. [http://www.weltec.ac.nz/ABOUTWELTEC/StrategyDocumentsandPublications/tabid/624/Default.aspx, retrieved 22.8.14]

27 Whitireia Community Polytechnic offers a trained "examination assistant" who acts as a reader or writer for a student with an impairment sitting an examination, which is set in a separate room at the same time as the examination for all students. The assistant serves as a reader/writer, as required. No specific detail about extra time allowance is given. No written procedures or policy could be found. The Annual Report refers to Māori and Pacific Island student populations as having "special needs" (p. 9), but does not refer to students with impairments as a population. Whitireia had 4,741 EFTS in 2013.[65]

28 Waikato Institute of Technology (Wintec) offers a "reader/writer for exams" as a support for people with disabilities. The Academic Regulations, Section 2, requires students with impairments to contact the Student Learning Services prior to their enrolment to have a needs assessment interview to ensure that "reasonable accommodation arrangements" may be made. The section on tests and examinations in the Academic Statute does not codify reasonable accommodations or any provisions for students with impairments. Wintec introduces its support services to students through an alternative format to print using YouTube video.

Wintec also states a commitment to students with impairments in the Equal Educational Opportunities report within the Annual Report 2013 and a summary of Student Learning Services reports that 71 staff spent 7314 service hours (in roles such as notetaker and reader/writer) (p. 31). It also reports that 166 students who disclosed impairments accessed services. Wintec had 6,800 EFTS in 2013.

29 Western Institute of Technology Taranaki (WITT) offers "readers/writers" and "exam arrangements" listed in Student Services and Facilities > Disability Support. The Disability Coordinator's contact information is listed under the Learning Centre's Learning Support service. The Student Diary and Handbook gives a number of ways that WITT is committed to an inclusive education environment, from policy (Policy and Procedure Equal Educational Opportunities) to provisions for Assistance in Assessment to the Student Code of Conduct antidiscrimination expectations. A search for policy documents on the webpages found no policies or procedures. There is no Equal Educational Education report in the Annual Report 2013. WITT had 1,854 EFTS in 2013.[66]

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[65] Annual Report 2013, p. 2 [http://www.whitireia.ac.nz/about/Pages/AnnualReports.aspx, retrieved 16.6.14]
[66] WITT Annual Report 2013, p. 15. [http://www.witt.ac.nz/About-WITT/Annual-Reports/, retrieved 22.8.14]

Appendix 3 Review of Literature

Extra Time Accommodations

At the core of any higher education qualification is the assessment of achievement under neutral, monitored and standardised conditions. Whether formative, experiential, summative or speeded, the assessment must give students equal, consistent and fair opportunities to demonstrate their abilities, often referred to as the "leveling of the field" (Gilson, 1996). The modification of examination conditions was found amongst 592 American institutions in one survey to be the most common accommodation offered to tertiary students with any type of impairments "more than 75% of the time" in both high capacity and low capacity post-secondary institutions (Sharpe & Johnson, 2001, p. 174).

Literature on disabled students' perspectives of barriers and opportunities in the context of teaching, learning and assessment focuses on assessment supports as the most prevalent mode of access to the curriculum.

Assessment includes written examinations, coursework assignments/tests and oral presentations (Fuller, Bradley, et al., 2004). Barriers experienced are solicited as a way of identifying norms that are "hidden" to, therefore excluding, disabled persons. A study of 80 disabled Geography students across six universities in the UK found that almost 66% expressed difficulties "with examinations and coursework…due to concentration, tiredness, misreading, structuring and the length of time taken" (Healey et al., 2006, p. 37). Timed examinations and assessment, as well as curriculum teaching, use the hidden factor of pace to norm time taken by students (see Fuller, Bradley, et al., 2004 on the quick pace of teaching). Time, rather than speed, is the barrier. The allocation of extra time as a modification of examination conditions acknowledges a difference in pace and factors impacting pace, such as differential expressive communication. Within the barriers literature, it is hard to find specific studies of pace that assess extra time effects.

Since the United States administers an extensive examination regimen for entrance into post-secondary and higher education, as well as district and statewide scholastic testing, the wider literature on accommodation arrangements reflects intensive debates in testing accommodation. Many comparative and legal studies of extended time and other accommodations found in the literature are focused on test administration conditions for students with specific learning disabilities (e.g., Parkyn, 2008), most likely due to the 'high-stakes' assumptions of such scholastic tests. The literature relevant to this study does not include educational measurement tests, though guidelines for accommodations are discussed for clarification.

How Extra Time is Accessed

From the students' points of view, when extra time was reported by researchers shadowing 12 Scottish students, there was discussion about concerns regarding extra time and its value. While some of the students with dyslexia accessed extra time in the same examination room as their peers, others used a separate, quiet room. Some of the students used a computer with extra time as part of this arrangement and the extra time was accessed in the computer room. Extra time was used to stretch or rest. Issues arose regarding institutional policies of anonymous marking; some students in the study were lobbying for an examination booklet sticker protocol for use by students with dyslexia. (They had been offered extra marks as compensation for dyslexia, which they rejected as advantaging them rather than just ensuring equal opportunity.) The specific amount of extra time given was not questioned and nor was how it is determined (Hall & Tinklin, 1998).

In another study, six students at an English university where they were required to access supports themselves at the department level, including examination arrangements, spent a lot of "additional time and stress…negotiating arrangements" and informing individuals of their needs for time extensions and exam arrangements. Good practice was appreciated by one student:

They were really good about making special arrangements, they sent my papers away to the RNIB to be translated into Braille and they allowed me to sit my exam in a separate room…to use my computer, and I was allowed 10 minutes extra per hour for reading and so on. It's adequate for most exams. *Mary*

Issues arose for two more students:

In exams I have to go round people and ask to make sure I've got the extra time organised because we're allowed 10 minutes extra per hour of exam time, but it means I've got to make sure that's happening. It's not done automatically for me. *Jane*

I know my dyslexia's a fairly good reason to have an extension…so it's recognised at an individual level, but there's nothing official. … There is a policy which says you can have 10 minutes per hour extra in the exam, which is obviously useful. But there's no system which says when you should have it and it gets disrupted with people leaving and coming out. *Ann* (Holloway, 2001, pp. 602-604)

In the situation of standardised admissions examinations for graduate school (GRE) in the United States and Canada, reverse concerns about anonymity arose for those accessing extra time for examination accommodation. The practice of 'flagging' or notifying the results of students who had been allocated an extra time accommodation was changed after a successful lawsuit by a student in 2001 so that all results were treated equally anonymously (Fuller & Wehman, 2003).

How Extra Time is Allocated

Responding to the increased enrolment of tertiary students with dyslexia, one perspective on the allocation of extra time in examinations was given by Hayes (1997), who set up a learning services unit in an English university. Some of the students accessing services had a diagnosis and others did not. At the time, the Bangor Dyslexia Test would be administered by the tutor, a report was then discussed with the student verbally and the report with recommendations was sent to the examinations office and all of the student's academic tutors. The policy was that "dyslexic students [were] entitled to 30 minutes of extra time per hour of examination" (Hayes, 1997, p. 261). In this account, the learning services tutor was responsible for making a recommendation based on a standard entitlement given in policy.

In other areas, pre-determined recommendations are provided by an external agency, for example, an education or professional board. For tertiary students in the UK with autism spectrum conditions, extra time of 25% per hour of examination has been found to be provided by the external examination board and to allow the extra time needed for processing information (Breakey, 2006).

In contrast, education boards running standardised external examinations rely on medical and psychological evaluations. Since these tests are made up of timed segments that can total five hours or longer, there are significant health consequences for students requesting additional time. For applicants writing the General Educational Development (GED) high school graduation equivalency examinations in the USA and Canada, for example, specialist evaluators are instructed to make a specific time recommendation based on a rationale for the adjustment when providing documentation to accompany the application (GED Testing Service, 2013a). Guidelines for evaluators specialising in cognitive disorders, for example, indicate that "specific recommendations could include 50% extra time" (GED Testing Service, 2013b). The Independent Learning Centre for distance education in Canada indicates that it provides "up to 50% more time per hour of

examination," when specific minutes of extra time are recommended by a qualified professional. Accommodation requests for GED examinations through the Independent Learning Centre are also accompanied by the applicant's Individualised Education Plan (IEP) documenting accommodation accessed previously during school examinations (ILC, 2014). Students studying for further education opportunities in these countries will therefore have cumulative experience of alternative arrangements before entering tertiary study.

Standardised college and university entrance tests are also segmented and very long. Instructions for evaluators given by the College Board for the Scholastic Aptitude Test (SAT), for example, require not only specific time recommendations, but also evidence that the extended time is needed for the modality being tested, such as mathematical calculation, written expression, listening or speaking (College Board, 2014). When reading and cognitive processing are required, then those students with an impairment impacting the measurement of reading skill must be allocated test accommodations under Section 504 of the Rehabilitation Act in the United States (Fuller & Wehman, 2003). Extra time allocations that could be requested for the SAT include 50% additional time, 100% additional time and 150% additional time, with a caution to prepare for a test time of 8.3 hours on the day in the latter case (College Board, 2014).

How Extra Time is Evaluated

Unsurprisingly, how the benefit of extra time is evaluated for the provision of time extensions is the area of largest debate. When legislation was introduced in the United States to improve educational testing in general and stimulate better achievement for the future workforce, it stipulated that improved educational testing was to include all children (Thurlow, Ysseldyke, & Silverstein, 1995). The law set the scene for the later Americans with Disabilities Education Improvement Act (IDEA). It also showed the weakness in research into achievement testing, which until then had not included students with disabilities.

It seems that controversy stemmed from psychological measurement research into speeded examinations and the performance of students in more 'high-stakes' aptitude testing, especially comparative experimental studies with students with specific learning disabilities (Fuller & Wehman, 2003). Testing accommodation altered a basic assumption of these tests which was that testing conditions are standardised for every candidate. Centres for research on assessment are concerned with the differential effects of accommodation on performance of cognitive ability when measured this way.

The benefit of a testing accommodation is examined through an analysis of repeated and systematic variation in test scores that is determined to be irrelevant to the tested content (Ketterlin-Geller, Crawford, & Huscroft-D'Angelo, 2014). Additionally, 'high-stakes' tests are supposed to predict higher educational ability. One form of research alters standard test administration to an experimental group with learning disabilities in comparison to a control group without learning disabilities and then relates resultant scores to the students' first year grades (a student's grade point average) trying to determine if tests do accurately predict college readiness. Researchers concluded that test publishers should revise their tests to meet the stated predictive purpose (Zurcher & Pedrotty Bryant, 2001).

Any undue benefit of the administration of extra time is "increasingly important" to the College Board, since 70% of students writing the Scholastic Aptitude Test I (SAT I) are allocated this accommodation (Fuller & Wehman, 2003). Suggestions that some allocations of extra time are "inappropriate" called for screening (further educational testing) *prior to* examinations to provide evidence of the need for extra time (Ketterlin-Geller et al., 2014). Suggestions have also been made that: extra time be tailored to individual students who could be accommodated by

differentially timed modality segments within an examination, section breaks could be inserted between timed segments and extra time could be allocated for all students. It has also been suggested that separate rooms and rest breaks, combined, be allocated in place of extra time. Questions arise around the extent to which students with impairments are assisted with, rather than accommodated with, extra time and whether all students would be better able to perform in examinations with extra time, but not unlimited extra time (Parkyn, 2008).

The speeded aspect of an examination remains if 20% of students can be expected to fail to complete the examination in time (Bridgeman, Trapani, & Curley, 2004). This aspect of debate seems to have been generated by the practice of re-sitting aptitude and college readiness tests, with additional time the second time around; research indicates that the 'gain' or increase in the test result "increases with additional amounts of extended time" (Fuller & Wehman, 2003, p. 194). A benefit is construed to be gained in better performance on the speeded aspect as well as better performance on the knowledge construct, whether mathematics, reading and so on.

New Zealand's tertiary course examinations assess learning outcomes. Examination is one of a range of assessment tools and practices. Within tertiary education, (a) the purpose of speeded as opposed to timed assessment must be clear, (b) extra time must be appraised as an accommodation that will allow equal opportunities for students with an impairment not relevant to the modality of content being assessed, (c) the partitioning of extra time into segments and breaks is a viable option and (d) the self-selection of extra time and other supports on a course-by-course basis by students and support service staff is also a viable option.

Some research has suggested that screening for a rationale (within a diagnosis) for the allocation of extra time as an accommodation can support consistency in the provision of services. Such a rationale could be self-reported and supported by prior learning documentation, in recognition that medical and psychological experts may not be equipped to comment on conditions for learning. None of these approaches to the controversies surrounding extra time, specifically, provides an evidence base for the effective provision within tertiary teaching and learning environments.

"Reframing Accommodations"

In the tertiary sector, the consequences of increased enrolments of students with impairments accessing services, funding and establishment of disability support services and policy-level delivery of equity and inclusion are more visible. We are now focusing on the meeting point of these influences. It appears to be like an iceberg, with its own mass and momentum, but somewhat concealed. Various competing influences meet together in an interaction of meanings, practices and people generally considered to be somewhere on the edge. Yet, some in the disability "periphery" feel that it is already changing the "core" of the tertiary education sector (Waterfield, West, & Parker, 2006).

The literature on extra time and other arrangements in assessment repeatedly notes that student numbers of students with impairments cannot be calculated. Many students prefer to not identify as disabled, despite encouragement to at enrolment. They may access accommodation nonetheless. Services are designed to respond to their individual circumstances on an individual basis. They must represent their individual case using medical and/or psychological diagnostic documentation, despite such expertise authorising a 'need' related to the impact of the impairment on that person, rather than the learning environment, and conferring a disabling identity for which "accommodative measures" do little to change the system of education in the institution (Titchkosky, 2011). The wide-ranging ambiguity of the impact of an impairment on learning continues to be challenged from within the standardised testing literature (see Lovett, 2014).

Above all, the characteristics of disability identity are changing. The provision of services must be responsive to such changes in political, social and cultural understandings of education, citizenship and society.

The homepage of AHEAD,[67] for example, notes that verification of disability for the entitlement of accommodation in higher education has changed in the USA since the Amendment to the ADA in 2008. Students must be accepted as the primary source of information on the impact of their impairment, because extensive clinical documentation promotes a 'medical model' with an individualisation of abnormality and undermines a 'social model' philosophy (AHEAD, 2012). In the ADA Amendment of 2008, the US Congress rejected a demand for more detailed specialist evidence of disabling disorders, such as learning disabilities, and instead legislated a broader application of inclusion legally.

A new literature is examining the confluence of these influences at the conceptual iceberg of inclusion. Critical disability studies research suggests that students with impairments are unnecessarily individualised and thus made responsible for 'needing' different treatment for their 'disability.'

'Accommodation' serves a compensatory model that does not acknowledge the limitations of the administration of education to a narrowly defined type of student, while creating a bureaucracy to integrate students into a system that already excludes them as people (see footnote 11; Hibbs & Pothier, 2006; Holloway, 2001; Nunan, George, & McCausland, 2005; Titchkosky, 2011; Waterfield et al., 2006). While disability support services cannot do more than advocate for individuals, staff must be aware of the changing landscape of disability.

Students who receive accommodations are among the critics who argue that policy environments are in effect disabling. Institutional policy does this by (i) reinforcing the authority of scientific knowledge verifying the fact of disability, (ii) requiring a separate category of student to access 'special' compensation and (iii) creating an expectation of the 'good' student who initiates services according to a protocol despite being entitled by right to them. Students are then aligned with one support to use at all times. Students themselves suggest that "a reframing of accommodations" would extend accommodation to all students to avail when preferred and would recognise a diversity of pace and ability (Hutcheon & Wolbring, 2012, p. 45).

Students are also questioning the promise of "a level playing field" when the provision of educational accommodation can be limited by a lack of policy, a budget for services, a definition of 'reasonable' that allows institutional interests to override rights and the 'willingness' of teaching staff to 'negotiate' or not when approached by the student (Hibbs & Pothier, 2006). When the onus is on students to approach every staff member who teaches them, they are being engaged in a time-consuming process producing an uneven playing field that can never be realistically leveled (Hibbs & Pothier, 2006). Even in institutions that provide staff to interview, assess and inform others of alternative arrangement plans, students are unnecessarily segregated and service costs are unsustainable. Research is now arguing for "inclusive assessment modes" (Waterfield et al., 2006) in which disabled student preferences are solicited and then assessment choices extended to all students.[68] Most of all, students with impairments themselves would be (and should be) involved in creating the most proactive tertiary environment possible (Hutcheon & Wolbring, 2012, pp. 46-47).

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[67] Association on Higher Education and Disability (AHEAD). [http://www.ahead.org/resources/documentation-guidance, retrieved 30.8.14]
[68] Inclusive Assessment is covered well in the 2002 *Disability Issues* manual for University of Waikato staff.

Appendix 4 International Comparisons

Enrolments

For an initial comparison to New Zealand's enrolment statistics (see Table 1) from research reported in the literature, 25,955 undergraduate students identified as having an impairment in the academic year 2000-2001 in the UK. Almost 35% of these students reported dyslexia and a further 25% reported unseen impairment conditions, such as diabetes, asthma and epilepsy. These students' total enrolments represented 4.4% of all undergraduates that year, as reported by the Higher Education Statistics Agency (Fuller, Bradley, et al., 2004).

In the academic year 2002-2003 in the UK, this figure was 5.39% of the whole student population, as reported by the Higher Education Statistics Agency (Waterfield et al., 2006). In the 2003-2004 academic year, the figure was 5.4% of the undergraduate student population, as reported by National Disability Team statistics (Healey et al., 2006).

Calculations of enrolment figures in 1996 in the United States found that students with impairments represented from 6% to 9% of all undergraduates that year, as reported by the National Centre for Education Statistics. Between 29% and 35% of these undergraduate students reported having a learning disability (Fuller & Wehman, 2003). In 2000, students with impairments represented almost 17% of all students in higher education in the United States, as reported by the National Council on Disability (Stodden et al., 2001).

In Australia, the figure for total enrolments of all students with a declared disability in 2003 was 3%, as reported by the Productivity Commission (Konur, 2006).

Research Context

The literature on higher education provision for students with impairments can be broadly seen to address two areas: first, the attitudes, knowledge and practices of service professionals and academic staff in relation to accessibility in higher education and, second, the experiences of tertiary students with impairments in relation to accessibility in higher education. More recently, the first broad area of staff research has begun to focus on experiences of disabled academic staff who conduct research into the very environments which 'enact' equity by positioning them as responsible for disability teaching and research.

As well, the area of student research has begun to include tertiary students with no (identified) impairments[69] for a comparison of their experiences in environments of equity. The research context will be introduced through these two broad, interrelated areas, with the understanding that higher education provision is conducted within various socio-political contexts in particular ways. Findings related to accommodation in this discussion are noted.

Staff Concerns

Early literature measured and described the preparation of staff in student services and staff in academic teaching with the advent of a new student cohort (e.g., Aksamit, Morris, & Leuenberger, 1987; Gilson, 1996; Hayes, 1997; McKay, Ballard, & Smith, 1998; Meekosha, Jakubowicz, & Rice,

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[69] As covered in Appendix 5, the literature does reiterate the increasing difficulty of using such a categorisation of students since self-reporting or self-identification is necessary for such categories to be delineated and audited (see Matthews, 2009).

1991). This literature often appeared following legislation, itself influenced by rights claims, activism and demographic change.

Australia
Legislation in Australia was passed at state level in 1977 (Anti-Discrimination Act, New South Wales), 1984 (Equal Opportunities Act, Victoria, South Australia, Western Australia) and 1988 (Equal Opportunities Amendment, Western Australia). In 1992, the Commonwealth of Australia's Disability Discrimination Act was passed after a decade of activism. It was not until 2005 that the Disability Standards for Education created legally binding standards for inclusive education (in Part 5), reasonable accommodation in the curriculum, including assessment arrangements, (in Part 6) and support services that allow participation on the same basis as students without impairment (Part 7) (Hodgson, 2013).

Institutional research in higher education took place prior to the Disability Discrimination Act 1992. A comprehensive study analysed the policies, plans and practices of five east coast universities in 1990 when a government policy, 'A Fair Chance for All,' was released (Meekosha et al., 1991). Documenting federal-state conflict, inter-agency obstacles, funding shortfalls, discriminatory teaching staff attitudes and under-developed roles for disability support staff, the study found that little in the way of equal opportunity existed for tertiary students with impairments. They were seen at the time as expensive and resource intensive and reported exhaustion from "addressing the covert forms of discrimination in assessment procedures" (Meekosha et al., 1991, p. 32). The strongest conclusion was that "Codes of Practice for academic staff will need to be developed, adopted, implemented and reviewed" to counter hostility and prepare for demographic change in tertiary student populations, which "will become older, more socially varied, and include growing numbers of people with disabilities" (Meekosha et al., 1991, pp. 37-38). 'Students with Disabilities: A Code of Practice for Australian Tertiary Institutions' was written and made available through Queensland University of Technology and later a clearinghouse (ADCET) website (see O'Connor, Power, Watson, & Hartley, 1998).

An empirical study at a New South Wales university measured attitudes of over 400 staff and students toward students with 'invisible' psychological impairments and found little understanding of the ways such conditions could impact learning and the equitable value of accommodation (MacLean & Gannon, 1997). Another empirical study in three universities in Victoria offering nursing education found that awareness of disability antidiscrimination legislation and accommodation in assessment was low among professional education staff, who were not supportive of students with impairments training in nursing in general, though support was higher among the 29 disability services officers in the research cohort (n=415) (Ryan & Struhs, 2004).

Research on provision of accommodation appeared to be focused on improving specific diagnostic clarity due to a lack of research with tertiary level students with mental health and learning disabilities. One study on variation in handwriting speed was requested by support staff in "the counseling service of the University of Technology, Sydney, because the question of possible accommodations was being raised with increasing frequency" (Whiting, 1993, p. 15). The concern was that although a common list of examination accommodations included a reader/writer for oral questions and/or oral responses, extra time allowances, separate examination rooms and practical assessments to demonstrate knowledge, without a clear rationale for allocation they would "be difficult to implement with sufficient confidence that all students are being treated equitably" (Whiting, 1993, p. 15). The author noted that even the inclusion of disabled students in the Equal Opportunity in Education policy at the University of Sydney in 1990 had not made a clear distinction between an accommodation and a rationale for use which would recognise diverse learning disabilities. Despite the assertion that type of learning disability would dictate the modification to examination conditions, little was known about the variable effects of modifications; it was

problematic that the accommodation of extra time gave no guideline for determining how much extra time should be extended and why (Whiting, 1993).

A clinical study at the Australian National University found a significant range of differences in skills and achievements in 30 students with specific learning disabilities, such that the authors cautioned against the use of a list of standard recommendations for accommodation (Heubeck & Latimer, 2002). It concluded that test reports routinely required as evidence of cognitive impairment for eligibility for disability services do not actually clarify the most effective types of modification. "A central issue pertains to the translation of assessment results into educational recommendations and accommodations" (Heubeck & Latimer, 2002, p. 284). In these examples, research in learning and cognition found that students' impairments—and others' understanding of them—are more complex than accounted for in the allocation of supports and services.

Rapid changes to global migration, communication networks, international student mobility and institutional competitiveness created stronger conditions for standardised equity policy. Codes of ethics for the treatment of international students in higher education appeared. Case study research examined whether Australian universities were prepared to support international students with disability and found cultural differences to international types and levels of support, prompting a call for better provision (McLean, Heagney, & Gardner, 2003).

Finally, research just prior to Disability Standards for Education 2005 began investigating specific support resources for students with vision impairments, gained further funding and eventually comprised a multidimensional appreciative inquiry into policy, provision and practices supporting students with a full range of individual impairments. Addressing reduced funding and global access to information, the final outcome was a web-based platform for accessible resources on implementing practices, engaging in quality assurance and evaluating the effective use and dissemination of the resource. "Creating Accessible Teaching and Support (CATS)" took eight years to create and refine. The hugely successful resource hub is mobile, interactive and constantly updated (Brown & West, 2010).

United Kingdom

In United Kingdom, it was not until 2001 (Special Education Needs and Disability Act (SENDA), amending Part IV of the Disability Discrimination Act 1995) that higher education provision to ensure equity of admissions, course of study and student services was legislated (Taylor, 2005). Disabled students in Britain did not enter higher education until the 1990s (Barnes, 2007; Tinklin, Riddell, & Wilson, 2004). Provision for disability support services, despite being well-established in education for children, was still not embedded in the higher education sector by the year 2000 (Parker, 2000). In the 'early' literature, Hayes (1997) outlined how she set up a unit for learning support services in one university. She noted that a Working Party on Dyslexia in Higher Education (1994-1997) report had spurred the establishment of services for dyslexic students, whose eligibility was more widely understood.

Attention turned to the wider role, training, and services of disability support staff. Parker's (2000) study of 43 higher education institutions in England and Wales (of 100 invited to participate) aimed to ascertain the feasibility of a professional code of practice for disability coordinators, recognizing issues and concerns in practice for this new professional group. Her study was prompted by a code of ethics for student support coordinators adopted in the United States in 1996 and the Australian code of practice of 1998. While rejecting the idea of a code of ethics, the results suggested that a code of practice would be welcome, but it was delayed pending the introduction of a Quality Assurance Agency (QAA) Code of Practice for all higher education institutions' standards.[70] Two disability services staff in the University of Wales Institute at Cardiff (UWIC)

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[70] The most recent version of the QAA Quality Code requires only a commitment to equality of educational opportunity on the part of higher education institutions (QAA, 2012).

undertook the writing of a Code of Practice on accessibility for higher education use (see Doyle & Robson, 2002) when expectations outlined in the QAA Code of Practice 1999 failed to include procedures for implementation (Taylor, 2005).

United States

In the United States (USA), legislation in 1975 (Education for All Handicapped Children Act) and 1977 (Section 504 of the Rehabilitation Act 1973) meant that post-secondary education began establishing a number of adapted programs[71] and support services for students with impairments by the early 1980s (Aksamit et al., 1987; Doody & Morse, 2005; Whiting, 1993). The Rehabilitation Act 1973 specified modifications to education provision that would help students with impairments; it required methods of evaluation that "ensure that the results of the evaluation represent the students' achievement in the course, rather that reflecting the students' impaired sensory, manual, or speaking skills (except where such skills are the factors that the test purports to measure)" (Whiting, 1993, p. 15). Therefore, examination accommodations are prominent in American postsecondary and higher educational provision.

One of the first concerns in this early literature was how well-prepared staff members were for "a population of individuals relatively new to the college scene" (Aksamit et al., 1987, p. 57). A 1985 survey of 768 staff in one university[72] found positive attitudes, but very little knowledge about students with, in this case, learning disabilities. The authors noted that the low levels of knowledge included how "to recognise, refer and directly assist learning disabled students" (Aksamit et al., 1987, p. 58). They suggested that "staff development focuses on characteristics exhibited by LD [sic] students, the many ways in which the disability affects academic performance and social behaviour, the availability of campus resources, and alternatives for presentation of class material (e.g., providing notetakers, taped textbooks, or modified test conditions)" (Aksamit et al., 1987, p. 58). In 1990, the Americans with Disabilities Act (ADA) made discrimination against disability and disabled persons unlawful. In 2004, the Americans with Disabilities Education Improvement Act (IDEA) legislated pathways to post-secondary goals, such as further education. Yet, change was slow and teaching staff could still find themselves without training and forced to negotiate their own response to barriers to equitable learning when encountered by disabled students in their class (Pace, 2005).

Disability Office Coordinators were surveyed in numerous studies initiated in vocational, rehabilitation or disability studies research centres (e.g., Christ, 2007; Sharpe & Johnson, 2001; Stodden, Whelley, Chang, & Harding, 2001; Wehman, 2001). The American context involves scholastic aptitude entrance examinations (SAT) for all students transitioning to higher education, requiring awareness of and requests for relevant 'testing accommodation' in examination conditions well prior to accessing tertiary education (Getzel & Briel, 2006). A large literature surrounds test-taking conditions in the SAT, which is considered further in Appendix 3. This literature should not be confused with literature on examination conditions for assessment of learning outcomes.

With a larger population, the USA also presents a particular context for the most effective provision of educational supports to tertiary students with disabilities to be investigated. For example, one study of institutional provision of supports surveyed 5040 institutions in 1999; another surveyed 650 disability support coordinators (Sharpe & Johnson, 2001). In 2001-2005, a mixed-methods study of 417 disability support coordinators, three case studies and a longitudinal study of a single site over

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[71] These population support programmes were called "special programs" and run parallel to academic degree programmes in the United States (see Aksamit et al., 1987).

[72] Perhaps unsurprisingly, this research was conducted in the University of Nebraska-Lincoln which also hosted a well-developed research program on the psychology of developmental and intellectual disability involving Wolf Wolfensberger and resulting in federal human services providing more holistically for people living with such impairments (see Wolfensberger, 1972).

four years traced change from individually administered supports to group-administered services (Christ, 2007). Knowledgeable leadership by the disability support coordinator was seen as essential to the maintenance of student-centred services in the face of budget cuts. The National Council on Disability, which produces policy, evaluation and statistics, ascertained that students with impairments comprised 17% of the total student enrolment in post-secondary education[73] in 2000 (Stodden et al., 2001). To this end, a history of disability support services at tertiary level is now evident in the USA, with one author asserting that "post-secondary education and disability services is a full-fledged profession within higher education" (Madaus, 2011).

Nonetheless, for a number of reasons, implementation in the USA is not guaranteed. Law in the USA does not require individual staff to provide accommodation. Academic staff surveyed for a PhD study in an American university were found most likely to give extended time in examination adjustments, but were less likely to allow alternate coursework formats. A PhD survey in a second university found some willingness to ensure accommodation if the staff member understood the law, although few respondents did; survey results did not show a correlation between positive attitudes and willingness to make adjustments (Konur, 2006). Measurements of 'willingness' show that disability is a persistent social barrier despite Section 504 of the Rehabilitation Act (Konur, 2006). Similar results were found in a study of nine tertiary institutions in one state; personal willingness was related to reinforcement by institutional disability support services, but the 206 faculty surveyed were found to be not "fully supporting students with disabilities according to legal requirements or recommendations for best practices" (Zhang et al., 2010).

Student Experiences

Ireland
A number of laws in the late 1990s and year 2000 in Ireland set an expectation of equity in higher education, but research with students with impairments, especially specific learning disabilities, was designed to discover whether obstacles to access and participation still existed (Shevlin, Kenny, & McNeela, 2004). Interviews with 16 students in two TEIs raised a number of issues to do with everyday obstacles to facilities across campus, lecturer/peer suspicion and lack of tolerance for these students' different situations. An undue amount of effort and assertiveness was required even while students were acutely aware that "dyslexia is viewed as a strategy for getting unfair advantages" (Shevlin et al., 2004, p. 24). The authors concluded that the two institutions showed "piecemeal," "add-on" and limited responses. The commitment to equity would only be seen in changed programme admission, teaching and learning and assessment procedures.

Israel
Research comparing students with learning disabilities, on the basis that their enrolments doubled between 2000 and 2001, and students without learning disabilities in one Israeli university aimed to identify differences in ways of learning, ways of coping with examinations, difficult areas of academic study and factors for academic success between the two cohorts (approximately 190 students in each). The students with learning disabilities felt more constrained by time limits and inability to concentrate during examinations than students without learning disabilities and more were helped by special conditions, such as extra time, than students without learning disabilities. The authors recommended that "institutions of higher education need to be aware of the obstacles that these students face daily in terms of memory, pace of writing and reading, and resultant stress" (Heiman & Precel, 2003, p. 256).

Norway
In Norway, Legard and Terjesen (2010) found that the provision for tertiary students with physical and cognitive impairments was not easy for their case study participants to access due to variable

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[73] In the United States, "post-secondary education" settings are vocational, located in community colleges.

levels of available information about accommodation. In the face of "scarce resources for accommodations" (Legard & Terjesen, 2010, p. 47), staff showed flexibility, encouraged peer mentoring and "organised encounters for students with similar impairments…to support each other with information and advice" (p. 47). Students explained that they tried to reduce barriers themselves by making early contact with the institution, having personal meetings with the "scientific and administrative staff" where they would be studying and asking lecturers for adaptations directly. A strategy for some was to not disclose their needs: either at the beginning of studying, when an issue arose or, for others, at all (Legard & Terjesen, 2010, p. 47).

United Kingdom
In the UK, a Scottish study titled 'Students First' (Hall & Tinklin, 1998) exemplifies student-centred investigation into institutions, policy and procedures. A researcher 'shadowed' each of 12 participants in six sites and described aspects of their lives from studying to housing. Researchers also interviewed a range of staff members per site. In addition, a survey of disability coordinators in 19 of 21 higher education sites gathered information on Disability Statements, statistics and accommodations in 1996.

Holloway (2001) interviewed six English students when institutions had only to publish a Disability Statement and not yet to provide procedures for implementing equity accommodation. British students at the time accessed accommodation through their academic departments, including examination arrangements. These students also talked about extra effort, time and stress involved in accessing supports. A separate examination room and extra time were the supports discussed; the study found extra time to be allocated arbitrarily resulting in different allowances for "students with a similar disability."

Mary Fuller and colleagues (Fuller, Bradley, et al., 2004; Fuller et al., 2012; Fuller, Healey, Bradley, & Hall, 2004; Healey, Bradley, Fuller, & Hall, 2006) also conducted research with students with impairments prior to and after the DDA Part IV analysing data from four surveys involving 801 students. When asked how their impairment affected their experiences of assessment, students discussed chronic health conditions as well as specific learning disabilities. Pain, discomfort and concentration pressures were not alleviated with extra time even though it was allocated. A diabetic student worried that stress in the examination situation might affect her blood glucose levels. A student with arthritis using the services of a writer found that difficult and more time consuming. The latter two students did find extra time helpful. Students with dyslexia discussed confusion, short-term memory loss and difficulties structuring information for assessment; only some of these could be alleviated with extra time (Healey et al., 2006, pp. 38-39).

United States
A study in one university in the USA focused on students with psychological illnesses and disabilities, interviewing 16 undergraduates with a range of diagnoses on their experiences in tertiary study and accommodations in particular. Participants expressed gratitude for the two most common supports: extra time in tests and note taker or access to the lecturer's notes and slides after the lecture. However they encountered challenges using supports, such as having to write a test with extra time in a professor's office during work hours, which posed the risk of aggravating symptoms meant to be accommodated. One student was denied the opportunity to take the test with the class with extra time and could only access extra time if he took the test at the professor's convenience (Stein, 2013).

Next Generation Research

Canada

In Canada, next generation research aims at more complex explanations for student experiences. Hutcheon and Wolbring (2012), for example, found that participants experienced pressure to demonstrate disability by complying with verification of a diagnosis, "asserting" an ultra disability identity or "silencing" themselves with a vulnerable disability identity. Eight students reflected on difficulties of accessing accommodation, which in Canada must be arranged by students to be available, and the segregation of facilities for testing accommodation, which some felt undermined the purpose of affording equitable examination conditions. The students argued for "a reframing of accommodations" (Hutcheon & Wolbring, 2012, p. 45).

Mullins and Preyde (2013) interviewed 10 participants with non-visible conditions affecting their learning processes or mental health. They found that demonstrating knowledge for assessment was a particular difficulty for these students on the basis of the "fluctuating" intensity and temporality of their conditions. Managed and speeded knowledge acquisition was particularly stressful and exclusionary for these students, despite extra effort. Among supports discussed, the students mentioned accessing medication to repair focus and concentration. These students also experienced a sense of stigma when using separate examination rooms and/or areas of the library Learning Centre that were signposted for Students with Disabilities, effectively 'outing' them as disabled users. With respect to accommodation, they noted the repetitive paperwork, meetings and scheduling involved in being active users of the support services, which had to be incorporated into each semester.

Norway

Students in Norwegian research discussed experiences of how accommodation 'feels,' such as when supports estrange students from their peers and when staff treat those with physical impairments as more deserving of certain supports compared to those with cognitive impairments (such as dyslexia) or health impairments (such pain) (Magnus & Tøssebro, 2014). Disabled students themselves perceived unfair treatment when impairments were not visible or not persistent were uncomfortable with this hierarchy of need within accommodation.

Sweden

Research in Sweden captured ways that teaching and learning environments across 10 institutions "recognised" disabled students and organised students' transition to higher education: in a proactive way, in a random way, in a reactive way and not at all. Lang's (2015) concern was to examine how responsibility was assumed by individual students and by those in the "surrounding environment," highlighting the interactive and relational nature of each situation. Some students experienced smooth transitions to study and others quite one-sided and even interrupted transitions. In-depth analysis such as this gives an example of a richer level of context being sought in research on understanding student experiences.

United Kingdom

The idea of disability as a series of relationships constantly negotiated from differently positioned perspectives in higher education is reiterated by Goode (2007) who interviewed, videoed and accompanied 20 students to focus on difficult issues and good practice — also filmed for training purposes. Students in her study spoke of the stress and discomfort of "extravisibility" in which they were compelled to take on the work of "managing" their presence for staff who did not know what to do (echoing the willingness construct of the American literature). They also discussed the complicated tension between identifying as disabled and inevitably becoming part of "the slowness of the bureaucratic process and the length of time they had to wait for reasonable adjustments to be put in place" (Goode, 2007, p. 45), which impacted the pacing of their studies. They noted a double standard between making an extra effort to be responsible for their own learning and

waiting for the university to 'provide' inclusion, both of which further disadvantaged them in relation to non-disabled students.

Vickerman and Blundell's (2010) survey of 504 disabled and non-disabled university students and in-depth interviews with four disabled students examined and compared experiences of students while in the tertiary education system. Approximately 11% of the students with impairments surveyed were dissatisfied with curriculum assessment compared to only about 3% of their peers without impairments. The authors suggested that institutions should shift their focus from provision of supports to improving ways that staff were trained about legal requirements for and practices of accommodation in teaching, learning and curriculum.

Appendix 5 International Exemplars

Policy and Practice

A systematic approach involves both a readiness to implement legislation and "a willingness to and success in changing admission, curricular and assessment procedures" (2004, p. 28). The following selected international examplars, and their documents, practices and standards, offer the basis for a preliminary comparison of ways in which tertiary education institutions have taken steps to implement legislation with equity policy and procedures.

British Columbia Institute of Technology (BCIT), Canada

The Disability Resource Centre at the British Columbia Institute of Technology (BCIT) has a one-page document on the Accommodation Process[74] that clearly lists the steps for accessing accommodation. The Accommodation Process involves steps taken by the student, the Disability Advisor and the Associate Dean. In the first instance, assessment for accommodation is the responsibility of the Disability Advisor, who writes and submits an Individual Accommodation Plan to the Associate Dean and programme staff. The Associate Dean signs the plan and informs the student's instructor(s) of the plan. The student also communicates all special arrangements to their instructor(s). The instructor provides the examination to the Disability Resource Centre with relevant details when requested.

Procedures for accessing the "special arrangements" are clearly listed in the Accommodation Process document. The exam time length is included as part of the exam requirements specified by the student's instructor beforehand. There is no calculation of extra time by the monitor or invigilator. No amounts of extra time are given in the Accommodation Process document.

Cardiff Metropolitan University, Wales

The Disability Service at this university, formerly the University of Wales Institute Cardiff, gives comprehensive information for students and for staff about additional exam arrangements. The *Disability Service Exam Protocol*[75] is a clear set of steps for implementation by students and staff members. The Exam Protocol indicates extra time support of **15 minutes per hour** of the examination time. An information sheet for exam and in-class adjustments not in the formal examination period states that "generally all [disabled] students are recommended 25% extra time as an adjustment."[76] The university's Equality and Diversity Report 2012-13 (p. 34) indicates that 1157 students accessed the Disability Service in 2012-2013.[77]

'Section 8: Assessment and Examinations,' in the former University of Wales Institute Cardiff's guidelines, *Accessible Curricula: Good Practice for All* (Doyle & Robson, 2002), does not stipulate a standard extra time accommodation, but instead 'reframes' the accommodation with an emphasis on timing rather than time. In sections outlining accommodations, "alternative timing" is listed as one accommodation; it discusses the use of extra time for rest breaks in examinations as an

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[74] Accommodation Process. [http://www.bcit.ca/drc/faculty/accommodation.shtml, retrieved 1.10.14]

[75] *Disability Exam Protocol*. [http://www.cardiffmet.ac.uk/study/studentservices/disabilityservice/Pages/Exam-Information.aspx, retrieved 8.10.14]

[76] *Exam and In-class Test Adjustments for Disabled Students (FAQs)*.[http://www.cardiffmet.ac.uk/study/studentservices/disabilityservice/Pages/Exam-Information.aspx, retrieved 8.10.14]

[77] *Equality and Diversity Annual Report 2012-13*. [http://www.cardiffmet.ac.uk/about/structureandgovernance/Pages/Equality-and-Diversity.aspx, retrieved 8.10.14]

example of a reasonable adjustment for a student who manages the timing of their writing, typing, reading, thinking or dictating.

Trinity College Dublin, Ireland

The Disability Service at Trinity College Dublin, one of the colleges of the National University of Ireland, coordinates reasonable accommodations for students with disabilities and publishes the *Guidelines for Students and Staff on Modification of Examination and Assessment Arrangements for Students with Disabilities* as a guide to the accommodation process. This 40-page booklet covers an equity policy, definitions of disability, relevant legislation and appendices on every kind of accommodation.

The Disability Service defines a reasonable accommodation or adjustment as "any action that helps alleviate a substantial disadvantage" with a standard: "this extra time is set at **10 minutes per hour**."[78] Additionally, a separate set of guidelines for assessors recommends the same standard extra time of 10 minutes per hour of examination for students who have difficulties with reading, spelling and/or writing.[79] Along with the standard, additional time may be granted in exceptional circumstances where the (i) average speed of communication, (ii) reading/writing speed and/or (iii) working memory processing speed are each significantly slower than average for the student, or the impairment impacts the ability to complete the task or the impairment worsens with environmental variations including stress.[80]

University of Edinburgh, Scotland

The University of Edinburgh was chosen because the University of Manitoba Student Accessibility Services based its Annual Report format on the University of Edinburgh's Student Disability Service annual report. In 2012-2013, the University of Edinburgh had 2963 students self-identify as impaired and the Student Disability Service had 18,491 enquiries.[81] The University of Edinburgh's *Disability Policy* and *Accessible and Inclusive Learning Policy 2013* do not cover exam support in terms of policy. Information about exam adjustments is listed on the website: "extra time, scribes, use of a computer and no penalties for poor spelling and grammar" with a standard of "**25% extra time**."[82]

University of Manitoba, Canada

The University of Manitoba was chosen because it is located in Winnipeg, Manitoba, the same city as the independent, non-profit Canadian Centre on Disability Studies. The university's Student Accessibility Services outlines a commitment to equal access for its students with disabilities in an annual report. Formerly Disability Services, the Student Accessibility Services had always kept

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[78] Section 2, *Guidelines for Students and Staff on Modification of Examination and Assessment Arrangements for Students with Disabilities*, May 2008, p. 5. [http://www.tcd.ie/disability/services/exam-accommodations.php, retrieved 6.10.14]

[79] *Notes for examiners – Assessment of students in examinations and guidelines for continuous assessment for students who have difficulties with reading, spelling and/or writing*. [https://www.tcd.ie/disability/services/ exam-accommodations.php, retrieved 6.10.14]

[80] Section 2.1, *Guidelines for Students and Staff on Modification of Examination and Assessment Arrangements for Students with Disabilities*, May 2008, p. 6. [http://www.tcd.ie/disability/services/exam-accommodations.php, retrieved 6.10.14]

[81] 'Challenging Attitudes, Mainstreaming Equality,' Student Disability Service, Annual Report 2012-2013, University of Edinburgh. [http://www.ed.ac.uk/schools-departments/student-disability-service/about/annual-reports, retrieved 22.6.14]

[82] Adjustments to Exams and Tests, Exam Support. [http://www.ed.ac.uk/schools-departments/student-disability-service/student-support/exam-support/what-support-is-available, retrieved 22.6.14]

internal records and statistics, but recently began to submit Annual Reports to the University on its services. Information about the University of Manitoba's "Test/Exam Accommodations" is taken from the second annual report of 2012-2013.

The University of Manitoba employs both a Test/Exam Administrator and a Test/Exam Assistant and runs its own Test Centre (using eight private rooms). In 2012-2013, 994 students accessed services. "The majority of supports are provided through accommodations, such as extended time for exams" (p. 2). Accommodations in exams are enacted through "test/exam invigilation" (p. 6) in which students write tests and exams in the test centre or in rooms on other campuses, "hosted by" the Student Accessibility Services staff. In 2012-2013, 4,712 tests and exams were invigilated by the Student Accessibility Services (p. 6). There is no further detail on extended time in any of the four documents found.

University of Tasmania, Australia

The University of Tasmania's (UTAS) *Alternative Assessment Strategies for Students with Disabilities*[83] booklet makes the distinction that the purpose of 'appropriate adjustments' is to reduce the impact of students' impairments on the learning environment rather than compensate for a diagnosis or difference. The accommodation makes the educational environment as equitable as possible. In this way, the "strategies" reflect and embed UTAS' equal educational opportunity policy. It recommends **15 to 30 minutes** per hour of examination for reading, writing, formatting and re-reading for students with learning disabilities, 30 to 60 minutes for students with vision impairment and 15 minutes for breaks.

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[83] Appendix F – Guidelines for Additional Time and Breaks, *Alternative Assessment Strategies for Students with Disabilities,* p. 16. [http://www.adcet.edu.au/Cats/Teaching_and_Assessment/Assessment_and_Exams.chpx, retrieved 18.6.14]

National Survey of Alternative Assessment Arrangements Policy and Practice in Tertiary Education with Reference to International Policy and Literature: A Research Report