

# A Vision for the Teaching Profession

## Education Workforce Advisory Group Report to the Minister of Education

Final Report  
April 2010



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## Executive summary

The teaching profession plays an integral role in shaping the next generation of New Zealand citizens. There are approximately 51,000 teachers in more than 2,500 schools throughout New Zealand.

To ensure that the teaching profession can attract and retain high quality individuals, broad changes are needed in the way that the profession is perceived. Teachers cannot afford to be isolated practitioners working within a single classroom. If teaching is to be seen as a high status profession much greater emphasis is needed on continued learning by teachers within schools supported by clear and strong professional leadership and the sharing of effective practice across schools.

The areas we have considered in particular depth are teacher education (particularly initial teacher education); recognition, reward and progression of teachers within the profession; and professional leadership. Consideration was also given to issues of diversity within education.

### Teacher education

Teacher education, initial and ongoing, needs to ensure that teachers gain and maintain a good understanding of the theories of teaching, learning and development and the skills necessary to operate effectively within teaching environments. Providing this education is a key element of raising the quality and status of the teaching profession.

Raising the quality and relevance of the teacher education will require shifts in the model of initial teacher education and induction, and ongoing teacher learning and development.

### Recognition, reward and progression

Effective teachers deserve to be recognised and rewarded for their skills and expertise, as do effective school leaders, in order to increase retention and motivation.

Principals need the flexibility to recognise and reward staff across the broad range of skills that are important to effective teaching and the development and maintenance of a strong profession.

### Professional leadership

Improved student achievement results when schools can best use the varied skills and abilities of staff. The distribution of leadership responsibilities across the school together with a common direction led by the principal will ensure that the most appropriate individuals are involved in, for example, establishing goals and expectations of teachers and planning and participating in teacher learning and development.

To better support schools a focus on building the capability of teachers to undertake leadership responsibilities – particularly principalship – is needed. Leadership development should focus on how building capability can best support student achievement.

As a profession, it is important to ensure that teaching has strong professional leadership that sets clear standards of entry, progression and professional accountability. Such professional leadership must be owned by the profession and distinct from government or industrial bodies to most effectively raise the quality and status of the teaching workforce.

## **Cultural diversity**

We believe that having a teaching workforce that is better representative of New Zealand's diverse population and gender mix is likely to have benefits for students and the teaching profession. However, what is most important is ensuring the adequate supply of high quality teachers, who are able to establish and maintain effective relationships with all students, regardless of either the teachers' or the students' ethnic or cultural backgrounds or gender.

We recommend the Ministry of Education and the teaching profession continue to promote diversity of ethnicity, culture and gender within the teaching profession but not at the expense of quality and capability.

## **Māori-medium and Māori education**

We have also given consideration to the challenges facing the teaching workforce in regards to Māori outcomes and Māori-medium education.

Increased participation and changes to teacher/student ratios in Māori-medium have increased demand for teachers with te reo proficiency and teaching qualifications.

Addressing the challenges faced in developing a teaching profession that can meet the needs of Māori, both within Māori-medium and English-medium settings, will require commitment, engagement, and action from the government, the teaching professional body and the profession as a whole, and with iwi.

There is a need to provide for strengthened initial teacher education, which also ensures a solid grounding and experience in te reo Māori to ensure proficiency levels as well as second language acquisition and pedagogy; ongoing teacher education; recognition and reward for effective teaching; and strong professional leadership.

We recommend that further work is undertaken and independent advice sought regarding the implications of lifting the standards and capability of teachers in Māori-medium settings and for all teachers to support achievement of Māori students.

## Recommendations

We recommend substantial changes throughout the schooling system to improve the status of the profession. These changes need to be addressed in the context of professional debate with the sector and professional body. Implementing the changes outlined will be dependent on strong leadership – both within schools and across the profession.

The changes that need to occur include:

Improving initial teacher education (ITE) provision and the quality of graduates by:

- moving toward initial teacher education being provided only at postgraduate level (so that entry into teaching is dependent on holding a postgraduate qualification)
- addressing the balance between the number of teachers being trained and the number of appropriate placements available for trainee and beginning teachers
- ensuring that trainee teachers are accepted into ITE programmes only after being assessed with a “disposition to teach” through a formal selection process
- strengthening links between trainee and beginning teachers, and teacher education providers and schools, by altering the structure of ITE and provisional registration.

Better supporting the appropriate range of skills required in the workforce by:

- increasing flexibility to support, recognise and reward teaching excellence and educational leadership
- focusing more on supporting educational leadership (rather than just administrative management).

Strengthening professional leadership across teaching by:

- establishing compulsory training and development for aspiring and new principals and focusing more support on growing distributive leadership within schools
- introducing a system of professional mentoring for all principals to support professional discussions/development
- refocusing the New Zealand Teachers Council as the professional body for the teacher profession with responsibility for setting clear requirements for:
  - entry to the profession
  - continuing professional development within the profession
  - ethical accountability of teachers.

Our recommendations are focused on generic issues faced by the profession as a whole and seek to develop a system where, regardless of the setting:

- high quality, capable people enter the profession
- the best and most capable of these become leaders in the profession
- there is flexibility to support the growth of teachers within the profession.

We are aware that many of the recommendations will have implications for the Māori-medium sector.

We recommend that further consideration of Māori-medium and Māori education is needed and should be developed, working from this report as a base, through further engagement of an advisory group.

## Introduction

### Establishment of the Advisory Group

The Education Workforce Advisory Group (Advisory Group) was established to provide advice to the Minister of Education on how to raise the overall quality of teaching across the school system.

The report provides the Advisory Group's vision for raising the quality and capability of the teaching profession further through targeted changes which will assist in promoting the improved status of the profession.

The Advisory Group was specifically asked to look at:

- initial teacher education (ITE)
- the induction and mentoring of beginning teachers
- career pathways in teaching
- the school leadership tier
- accountability systems.

The Terms of Reference are attached as Annex 1.

The Advisory Group included the following members:

- Karen Sewell, Secretary for Education (Chair/Convenor)
- Barbara Ala'alatoa, Principal, Sylvia Park School
- Byron Bentley, Principal, Macleans College
- Barbara Cavanagh, Principal, Albany Senior High School
- Peter Ferris, Principal, Ilminster Intermediate
- Emeritus Professor Gary Hawke, Victoria University of Wellington
- Professor Alister Jones, Dean, Faculty of Education, Waikato University
- Dr John Langley, Chief Executive, Cognition Education
- Sally Webb, Leadership Consultant.

### Vision for the profession

The vision we set out in this paper focuses on establishing a system that has:

- clear and high professional standards at entry and induction to the profession so that high quality, capable people enter the profession
- clear and robust professional standards at the point of transition to leadership roles within the profession so that the best and most capable of these become leaders in the profession
- ongoing professional learning and development (PL&D) which supports effective teaching in the context of a variety of cultural identities and languages
- high levels of flexibility for school leaders to support the growth and capability of teachers within their schools and profession to raise student achievement.

We believe that establishing such an approach across the teaching profession will raise the quality, status and attractiveness of the profession. The following diagram provides a pictorial sense of this vision.

Vision for the teaching profession

Standards and direction for the profession set by a strong professional body

Initial teacher education (ITE) and induction

ITE

Provider-based ITE with placements within schools through providers

Provisional registration period based in schools – employed as a beginning teacher but continuing with ongoing ITE

Full registration gained after provisional registration period and assessment against Graduating Teacher Standards

Recognition, reward and progression of teachers

Specialist training in mentoring and pedagogical leadership

Registered teachers undertaking ongoing PL&D to support individual career choices

Specialist training in management

ITE and induction characterised by:

- high entry standards set by the professional body
- merging of ITE and the provisional period
- improved links between providers, schools and student teachers
- assessment of individual skills on exit by schools and professional body

Recognition, reward and progression of teachers characterised by:

- high professional and ethical standards and expectations
- ongoing development and mentoring
- flexibility for teachers to determine their own career paths and to progress at differential rates
- collaborative approach to sharing good practice within and across schools

Professional leadership

Middle/senior leaders undertaking ongoing PL&D to support mentoring and pedagogical leadership functions



Middle/senior leaders undertaking ongoing PL&D to support school management functions

Clear standards – attested by school and professional body – underpin transition to principalship

Principalship (ongoing development as a principal)

Professional leadership characterised by:

- high entry standards set by the professional body
- high professional and ethical standards and expectation
- ongoing development and mentoring
- flexibility to utilise staff skill sets and reward effective teaching
- collaborative approach to sharing good practice within and across schools

## Judgements underpinning the group's discussions and analysis

We sought to identify key changes required in the schooling system to lift the quality of the teaching workforce and to improve the retention of high quality teachers and education leaders. We agreed upon the following judgements to underpin our analysis and recommendations:

- The role of teachers is (should be) to elicit, encourage and sustain an interest in learning which enables students to:
  - develop their potential
  - continue learning throughout life
  - participate effectively and productively in New Zealand's democratic society and in a competitive world economy.
- All teachers should be seeking to continuously build their capability and understanding of how to work with students, and the New Zealand Curriculum, so that all students have the opportunity to develop key competencies and undertake study in essential areas of learning.
- We can identify the things that either cause or facilitate effective learning and the things that teachers can do to ensure that learning occurs.
- The education and practice of teachers must be:
  - evidence-based
  - clearly described
  - effectively delivered by teachers, schools and teacher education providers.
- Standards, incentives, recognition and rewards should focus on ensuring that the best possible people are attracted to and retained within the profession with high levels of motivation and commitment to the education of children and young people.
- Teacher excellence should be incentivised and supported through the provision of effective professional development opportunities and remuneration that acknowledges differences in location, demand, and the ability of teachers to meet high standards of excellence.

## Background

Effective teaching is recognised as the most important in-school lever for improving educational outcomes for students. As at April 2008 there were 51,000 teachers working in approximately 2,500 state and state-integrated schools throughout New Zealand, costing the government approximately \$3.4 billion per annum. Spending consists of around \$100 million on pre-service education, \$3.1 billion on teacher salaries and up to \$240 million on PL&D.

Ensuring that we have a teaching workforce that delivers quality outcomes for students requires that the profession take a responsibility to ensure that:

- the most appropriate people are attracted into the profession
- members of the profession are supported to develop the knowledge and competencies that best promote student learning
- teachers perform consistently to the highest possible levels to ensure the success of students
- effective teachers are retained in the profession.

A comprehensive body of research clearly indicates that effective teachers are the main factor in raising the achievement and fostering the ongoing engagement of students. Improving the quality of home and neighbourhood influences is important in improving student wellbeing. However, it is largely beyond the control of the profession. As such, the teaching profession needs to focus on enhancing the learning for all students regardless of their backgrounds and circumstances.

Current variability in the quality of teaching presents a significant obstacle to ensuring that **all** students have the chance to succeed at school. Improvements for students are achieved where teacher quality and professionalism is high and where teachers are supported and encouraged to challenge and enhance their own practice. Improving the effectiveness of teacher education across this spectrum will require tailored responses to be linked and built off each other. This will create a well integrated system that supports ongoing learning and career progression.

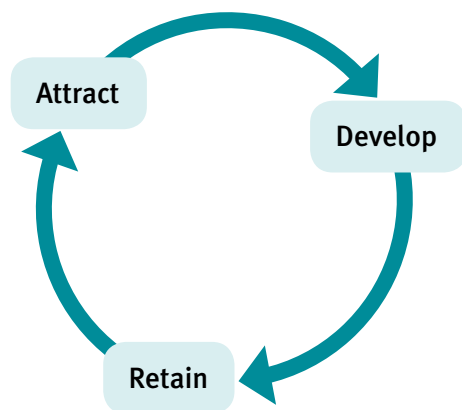
The capabilities of the wider schooling workforce determine whether effective teaching – i.e. teaching that meets the needs of **all** students – is the norm within schools. Strong educational leadership from boards of trustees, principals, middle and senior leaders within schools, and the profession's leaders is vital to promoting teaching and learning that is focused on student outcomes.

Changes to policy and other settings will have little impact unless the profession takes ownership of the effective use of resources and makes an ongoing commitment to development and upskilling.

## Evidence for focusing on education, development and leadership

Differential teacher effectiveness is a strong determinant of differences in student learning: what a teacher does in the classroom can make a big difference to students, irrespective of their background or aptitude.<sup>1</sup>

### Building workforce capacity and capability



Effective teaching is the norm when staff with the right skills and dispositions:

- are **attracted** into the profession
- continue to **develop** the competencies they need to make the biggest positive difference to students
- are **retained** in the profession.

International research by McKinsey and Company finds that the world's top performing education systems are focused on training and developing teachers. For example by ensuring that:

- beginning teachers receive more than 20 weeks training/coaching in schools
- at least 10% of working time is used for professional development
- teachers have an exact knowledge of specific weaknesses in their practice
- systematic research is conducted into effective instruction and fed back into policy and classroom practice.<sup>2</sup>

Spending on initial teacher education represents good value for money when it is closely matched to demand. Oversupply lowers the status of the profession, and can result in a drop in the overall quality of prospective teachers. Conversely, where a high proportion of graduates do not go on to enter the teaching profession, investments in training do not deliver good returns.

Productivity can be adversely affected where unsuitable staff enter teaching; a profession which provides a high level of job security and semi-automatic salary progression. Rigorous selection processes for entry into the profession and appropriate incentives, therefore represent important forms of quality control, resulting in better outcomes for students.<sup>3</sup>

### *The role of initial education, induction and ongoing development*

Developing teachers during the first two years of their career is also essential to workforce development. Without quality induction and mentoring there is a higher chance that teachers will not develop the kinds of professional practices that provide the biggest gains for students. It is also more likely that good teachers will leave the profession, with high turnover in the beginning years, creating a skills shortage at advanced levels and additional costs associated with training replacement teachers.

Literature highlights the importance of high standards of entry to initial teacher education, the relationship between new teachers, education providers and schools, the alignment between practicum and the content of the education programme, and the importance of induction and ongoing support for teachers.<sup>4</sup>

- 1 Darling-Hammond (2000) *Teacher Quality and Student Achievement: A Review of State Policy Evidence*. In *Education Policy Analysis Archives*, Vol. 8 No.1.
- 2 Barber, M & Mourshed, M (2007) *How the World's Top Performing Education Systems Come out on Top*. McKinsey and Company.
- 3 Ibid.
- 4 McKinsey & Company 2007, Kane 2005, Cameron and Baker 2004, Darling-Hammond, Hammerness, Grossman, Rust and Shulman 2005.

Retaining teachers in advanced positions – both as specialist teachers and managers – is vital to building workforce capability. Without staff who have trained and gained experience as mentors and educational leaders, schools’ discretionary spending on remuneration is less likely to be converted into effective induction of beginning teachers and rigorous performance management processes.

Findings from the *Teacher Professional Learning and Development Best Evidence Synthesis Iteration* confirm that “opportunities for teachers to engage in professional learning and development can have a substantial impact on student learning”. However, ‘effective contexts’ promoting positive gains from PL&D opportunities are characterised by some key features:

- extended time for opportunities to learn is necessary but not sufficient
- external expertise is typically necessary but not sufficient
- teachers’ engagement in learning at some point is more important than initial volunteering
- prevailing discourses are challenged
- opportunities to participate in a professional community of practice are more important than place
- opportunities are consistent with wider trends in policy and research
- active school leadership.

In addition to the influence of context, research has also shown that content and approach to delivery are important. That is, PL&D that integrates theory and practice, builds links between teaching and learning, utilises a variety of content, and where understandings are discussed and negotiated produces better outcomes.

Research from Te Kotahitanga<sup>5</sup> identified that “the focus of the professional development intervention in future should be the whole staff. This would see changes taking place in the teachers’ classrooms throughout the whole school and create a ‘cultural change’ in the school so that all teachers were supportive of and knowledgeable of the new approaches.” (p2)

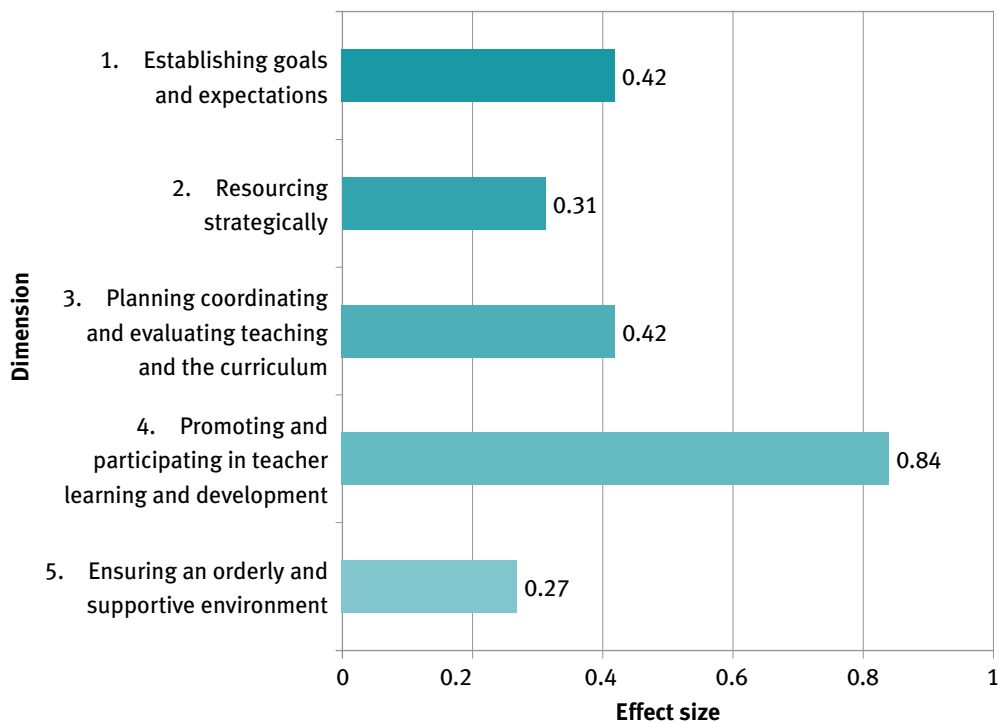
### *The role of leadership*

The quality of initiation into the profession and ongoing development of teachers requires effective leadership. Findings of the Best Evidence Synthesis *School Leadership and Student Outcomes: What Works and Why* clearly show that pedagogical leadership, i.e. leadership which “emphasises the importance of establishing clear educational goals, planning the curriculum, and evaluating teachers and teaching,” (p38) has a greater impact on student achievement than transformational leadership.

The BES highlights five key dimensions of leadership that impact on student achievement. These are illustrated in the following graph.

5 R. Bishop, M. Berryman, A. Powell and L. Teddy (2007) *Te Kōtahitanga improving the Educational Achievement of Māori Students in Mainstream Education Phase 2: Towards A Whole School Approach*. Ministry of Education, New Zealand.

### Relative impact of five leadership dimensions on student outcomes



Of these, the dimension of “promoting and participating in teacher learning and development” has the greatest effect size when it comes to improving student achievement.

Leadership has a clear role in setting school culture and creating an environment focused on the achievement of **all** students. Te Kōtahitanga illustrates this as follows: “One of the major findings of the first phase of the Te Kōtahitanga project was that the major influence on Māori students’ educational achievement lies in the minds and actions (positioning within discourse) of their teachers.” (Bishop, et. al, p5). Bishop goes on to state that “The development of an institutionalized means of teachers collaboratively reflecting upon and changing their practice in light of a range of evidence of student participation and achievement, from a range of measures, provides the sufficient condition [for change]”. Achieving such a state requires strong and effective leadership.

Leadership development within the teaching profession needs to focus on ensuring that emerging leaders are aware of the impacts of different types of leadership and school culture and are able to effectively engage in the types of leadership activities that build teacher capability, focus efforts on teaching and learning and have a positive impact on student achievement.

## Discussion of changes needed to support a more professional teaching profession

The following section outlines our view on the contribution that each area can play in improving the professionalism of the teaching workforce and the changes necessary to give effect to the vision we have set out for the teaching profession. Annex 2 provides a summary of the issues that we consider need to be addressed.

### Initial teacher education, induction and ongoing education

Improving the quality and consistency of teaching requires strong, initial education and induction, and ongoing education throughout every teacher's career.

Some ongoing education may lead to formal qualification, e.g. initial teacher education or specialised study such as diplomas or masters degrees, while other education may not lead to formal qualifications, e.g. mentoring, within school professional development etc.

Teacher education at the start of a teaching career should focus primarily on the skills needed in the classroom with the balance moving toward skills needed to lead and mentor other teachers, and manage schools as an individual's career progresses.

Current approaches to teacher education do not necessarily support such a model well and changes are needed to create a more profession-wide approach to teacher education and professional development and learning.

#### *Entry and induction to the profession*

There is no one best model for initial teacher education and induction. However, we do know a range of characteristics that support more effective models. We know from the literature for example, that more integrated programmes that set out a clear purpose and where areas of study are linked are more effective than fragmented programmes. We also know that ITE which links practicum with theory and where providers, schools and teachers are connected, lead to better outcomes.

A stronger link between initial teacher education and classroom practice is required to improve the quality and retention of graduate teachers. This includes assessment of a potential teacher's disposition to teach, and further exploration of significant changes in the structure of initial teacher education.

#### *Changes to initial teacher education and induction*

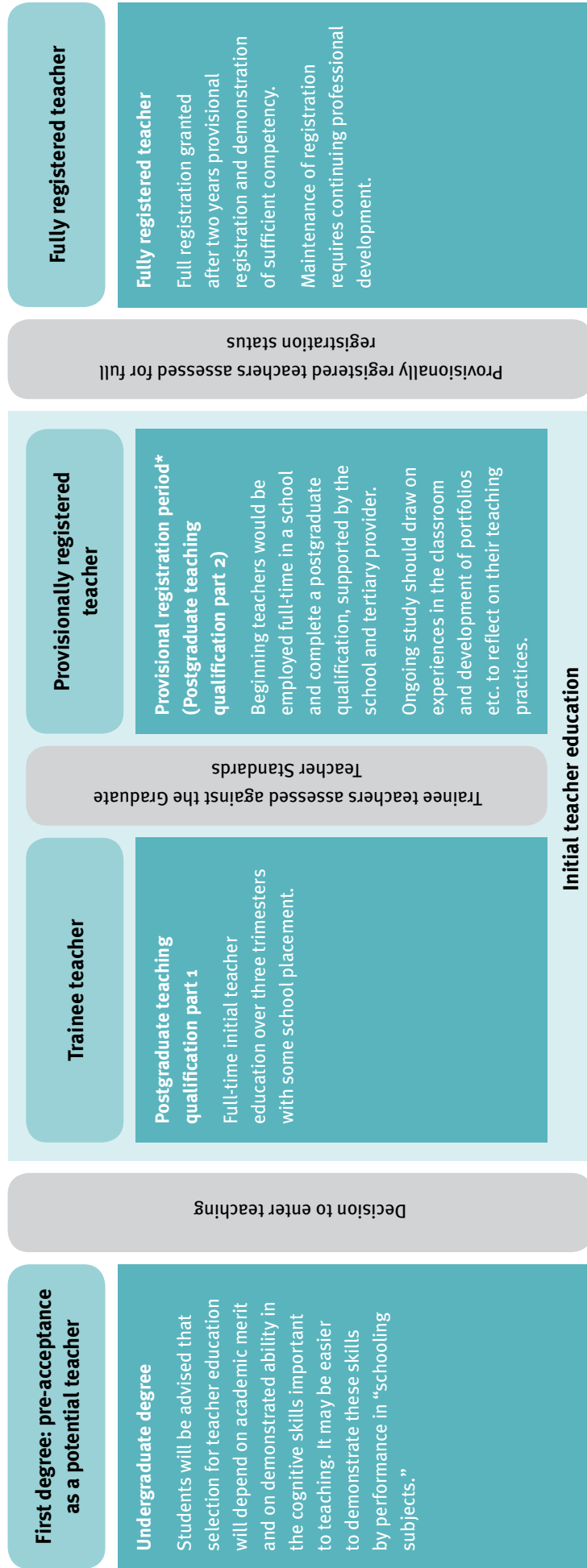
To give effect to the known characteristics of effective ITE and induction we recommend that teacher education should:

- finish on full registration of a teacher rather than the beginning of the provisional registration period
- move toward being provided only at postgraduate level (so that entry into teaching is dependent on holding a postgraduate qualification)
- address the balance between the number of teachers being trained and the number of appropriate placements available for trainee and beginning teachers
- ensure that trainee teachers are accepted into ITE programmes only after being assessed with a disposition to teach through a formal selection process
- strengthen links between trainee and beginning teachers, and teacher education providers and schools, by altering the structure of ITE and provisional registration.

The following diagram outlines a proposed approach to teacher education, the provisional registration period and full registration.

Proposed structure of future teaching qualification process

Overview of recommended initial teacher education structure



\* Provisionally registered teachers would be employed by schools but complete their training in partnership with the school and teacher education provider.

***Benefits of the proposed direction***

Shifting to a postgraduate qualification for teacher education has a number of advantages:

- moving to a postgraduate course raises the bar of entry to the profession and sends signals about expected quality
- the first degree documents ability to learn independently and to manage lifelong learning. This is likely to reduce dropout/failure rates and wasted expenditure on ITE
- the decision to become a teacher would be explicit – once made, those entering teacher education programmes should effectively be treated as part of the teaching profession
- the prerequisite for an initial degree may act as a quality control process and provides some assurance of the skills necessary to move to teacher education (particularly where providers are becoming more selective about applications and achievement requirements)
- the undergraduate degree provides the generic academic skills and subject specific knowledge which allows for a greater focus in the postgraduate qualification on the skills necessary to be an effective teacher
- the concurrence of the postgraduate degree and the provisional registration period supports a stronger link between classroom practice and initial teacher education.

We believe that the overall design proposed would be applicable to the Māori-medium sector and that such changes are likely to help support increases in quality and capability. We recognise however, that supply issues and delivery models for Māori-medium are likely to require further consideration.

***Ongoing education and development of teachers***

Education and development of teachers, as members of a profession, does not end at the point of registration. We believe that ongoing development, which keeps teachers up-to-date with literature and current practices, is an essential component of being an effective and respected profession.

Professional learning and development (PL&D) at the individual, or school, level should reflect the characteristics of effective PL&D. The Best Evidence Synthesis highlights that:

*Seven elements in the professional learning context were identified in the core studies as important for promoting professional learning in ways that impacted positively and substantively on a range of student outcomes: providing sufficient time for extended opportunities to learn and using the time effectively; engaging external expertise; focusing on engaging teachers in the learning process rather than being concerned about whether they volunteered or not; challenging problematic discourses; providing opportunities to interact in a community of professionals; ensuring content was consistent with wider policy trends; and, in school-based initiatives, having leaders actively leading the professional learning opportunities<sup>6</sup> (Timperly et al. pp. xxvi).*

Professional development and learning resources, study grants and sabbaticals should support teachers to develop skills which will lead to more effective teaching or leadership of schools and/or the profession. Development opportunities need to be consistent with what research such as the Best Evidence Syntheses and Te Kōtahitanga identify as being effective.

In addition, we argue for the introduction of specific training and/or qualifications for teachers who are leading the development and induction of beginning teachers within schools.

6 Timperly, H., Wilson, A., Barrar, H., & Fung, I. (2007). *Teacher Professional Learning and Development, Best Evidence Synthesis Iteration (BES)*. Ministry of Education. New Zealand

## Recognition, reward and progression of teachers

To support teaching as a profession there is a need to provide for and ensure that teachers can engage in ongoing professional development and learning which builds on previous training and provides opportunities for progression and that there is flexibility in the system to recognise and reward quality teachers. The following section outlines our recommendations for changes to better support a more effective, professional teaching workforce.

Schools cannot function effectively without clear leadership and good management. However, the focus has tended to be on school management with traditional promotion opportunities within the education sector tending to lead to positions which involve increased levels of management or administration and lower levels of classroom teaching. Progression through the teaching profession has also traditionally been highly structured with incremental progression year on year.

Increasing the quality, capability and perceived professionalism of teaching requires a more balanced focus on educational leadership and organisational management and greater flexibility to recognise and reward the skills and credentials that teachers have that promote learning.

A key component of supporting increases in the quality and status of the teaching workforce, is to ensure robust standards throughout the profession and the flexibility for school leaders to reward effective teachers.

### Supporting professional development of teachers

Professional development and incentives are not mutually exclusive. One without the other would only deal with a part of the issue at hand. We recommend that structures and resources be focused on enhancing the quality of the teaching profession through:

- developing, supporting and rewarding career development
- providing opportunities for teachers to improve their teaching practice and leadership skills
- developing and supporting distributive leadership across schools.

Teachers, as members of a profession, need to be able to take ownership for their development and to make career choices that support their professional goals. Equally, they need to be able to be supported to achieve this.

Career pathways of teachers will be varied with some moving on to leadership roles in schools while others choose to remain teaching predominantly in the classroom.

Having clear standards, competent school leaders who can make informed and accurate judgements of performance, and who have the flexibility to support and reward effective teachers will assist in improving the attractiveness of teaching as a profession.

## Proposal

We recommend that recognition, reward and progression of teachers could best be provided through:

- career development opportunities aimed at supporting effective teaching and progression through the profession
- flexibility for principals to use resources at their disposal, such as salary units, and non-contact time, flexibly to provide opportunities for teachers to upskill and to reward their increased skill and capability
- clear standards against which effective, transparent and robust judgements of teacher capability and performance may be made.

### *Profession-wide recognition of excellence*

The profession, led by the professional body, should make significant efforts to celebrate the achievements of those members of the profession that excel within their field.

Often such recognition involves financial awards to individuals in the form of prizes etc. Although approaches such as these provide some extrinsic reward to individuals, they do not necessarily lift student achievement, nor do they necessarily disseminate good practice and a positive image of the profession more widely.

As such, we do not support the sole use of financially based teacher excellence awards as they tend to make little or no difference to student achievement, the sharing of knowledge and the profession's image. The Advisory Group is also sceptical that adequate processes could be developed to ensure that the right teachers received the awards. We recommend that teacher excellence awards focus more on publicising recognition of achievement to the profession.

### *Benefits of the proposed direction*

Establishing a model that has clear standards for progression while allowing teachers to direct their own career paths, and school leaders to exercise professional judgement around capability building, recognition, and progression of their staff, will support a more flexible, productive and capable profession which takes ownership for its own development needs.

One of the strongest levers that the profession has to raise the status of teaching is the publicity about excellent teachers and the rewarding nature of teaching. Adopting a more proactive approach by the professional body and those who employ teachers to recognise effective teachers through professional opportunity and more suitable remuneration will contribute to lifting the quality and perception of teaching.

## Professional leadership

Strong leadership within the profession is seen as significant to the success of schools and ultimately of students. Strong leadership is based on adequate preparation, effective professional support, effective remuneration and a clear understanding of the roles and practices of leadership.

The Advisory Group has used the definition of leadership used in the *School Leadership and Student Outcomes: What Works and Why Best Evidence Synthesis* publication – **leadership as a process of influence**.

Effective leadership can support improvements in the profession and in student achievement, through better decisions about how resources, professional development and learning and pedagogical practices contribute to student achievement.

To support effective leadership the profession needs to:

- be clear about the expectations of our educational leaders
- take ownership for providing support and development opportunities for existing and emerging educational leaders
- ensure that principals and other school leaders have the support they require to focus on effective educational leadership.

In addition, the profession would benefit from clear direction from a strong professional body which can set expectations, standards (professional and ethical) and monitor ongoing development of the profession.

### Proposal

Stronger educational leadership, focused on teaching and learning, can be better developed through supporting a culture change around which skills are valued and rewarded in schools. The profession needs to focus more on:

- supporting educational leadership rather than administrative management
- establishing compulsory training and development for aspiring and new principals and focusing more support on growing distributive leadership within schools
- introducing secondments across schools for teachers aspiring to become principals
- introducing a system of professional mentoring for all principals to support professional discussions/development
- providing flexibility for principals to support, recognise and reward teaching excellence and distributed leadership.

To support a culture change in the profession, we recommend refocusing the New Zealand Teachers Council (NZTC) as the professional body for the teaching profession. This would involve strengthening the capability and capacity of NZTC to take ownership and responsibility for:

- entry to the profession
- ongoing registration requirements, including continuing professional development within the profession
- ethical accountability of teachers and discipline
- promotion and development of the professional community of teachers.

*Benefits of the proposed direction*

We believe that adopting the changes outlined above will lead to school and professional leaders who have the relevant skills necessary to effectively manage schools as organisations and to lead appropriate professional cultures.

The proposed changes will also provide greater levels of support to principals who undertake challenging roles which should not be attempted in isolation. Introducing mentoring and sabbaticals between schools will increase the sharing of ideas, and professional support that principals can draw on from their peers.

In addition, the suggested changes to the NZTC will help to support ongoing improvements in professional standards.

*Implications of changes*

The recommendations outlined above will have some significant implications for the way that schools and NZTC operate.

Increasing the entry standard for principalship may result in a reduced number of suitable applicants for principal roles. We recommend that work is undertaken to investigate ways to ensure principal quality.

Increasing the role of NZTC as the professional body for teaching may require changes to the ways members of the council can be selected. Membership of NZTC should be about effective sector leadership rather than representation, in order to clearly differentiate between membership of NZTC and membership of other sector bodies.

## Implications and considerations for Māori-medium and Māori education

Opportunities for Māori language provision have grown over recent years in response to the desire from whānau, hapū and iwi to have educational opportunities that recognise and embrace language and cultural identity.

Māori language provision in the school sector ranges from total immersion schools such as kura kaupapa and wharekura to participation in te reo as a subject across the wider schooling system.

A significant challenge facing Māori language education is the high variability in the quality of provision, driven in part by the growth in participation in Māori-medium over recent years. The number of students enrolled in kura kaupapa Māori and kura teina has increased by 21.7% between 2001 and 2008. In 2008 nearly 60% of students enrolled in Māori-medium spent more than half their time learning in te reo. In addition, around 17,000 students participated in bilingual education in 2008.

The growth in participation and reductions in teacher/student ratios in Māori-medium have generated high demand for teachers with te reo proficiency and teaching qualifications.

However, providing effective, quality education for students in Māori-medium requires that teachers have high levels of te reo proficiency and competency, high levels of teaching capability, and subject knowledge across the curriculum. This means that the demands placed on teachers seeking to work in Māori-medium settings are substantial. Addressing the needs of Māori students in English-medium settings will also require changes in the way teacher education equips all teachers to support achievement and engagement of Māori students.

Addressing the challenges faced in developing a teaching profession that can meet the needs of Māori both within Māori-medium and English-medium settings will require commitment, engagement, and action from the government, the teaching professional body and profession as a whole, and with iwi.

The changes recommended in this report can support the development of a critical mass in teacher education. Stronger links between providers, kura and iwi over the provisional teaching period and clearer standards for te reo proficiency, teaching competency and effective leadership will help lift the image of teaching, attract high quality teachers and help ensure that supply better meets demand.

We recommend that further work is undertaken and independent advice sought regarding the implications of lifting the standards and capability of teachers in Māori-medium settings and for all teachers to support achievement of Māori students.

## Annex 1: Terms of reference – Education Workforce Advisory Group

### Background

Government is committed to finding ways of rewarding teacher excellence and improving the quality of initial teacher education in order to raise the overall quality of teaching across the school system.

The Education Workforce Advisory Group has been convened to provide different perspectives on these workforce policy areas, and more widely on policies for attracting and retaining quality teachers.

### Role and scope

The role of the Advisory Group will be to provide different perspectives to the Minister of Education on teaching workforce issues. Workforce policy advice provided by officials will inform Advisory Group discussions.

Specific areas for consideration by the Advisory Group include:

- initial teacher education
- the induction and mentoring of beginning teachers
- career pathways in teaching
- the school leadership tier
- accountability systems.

### Process

The Advisory Group will meet for four half-day sessions to discuss specific workforce issues, provisionally scheduled as follows:

Date (2009)	Milestone	Areas for discussion
July	First Advisory Group meeting	Agenda to include discussion of the following workforce policy areas:
August/September	Second Advisory Group meeting	<ul style="list-style-type: none"> <li>• initial teacher education</li> <li>• mentoring and induction processes</li> </ul>
September/October	Third Advisory Group meeting	<ul style="list-style-type: none"> <li>• career pathways</li> </ul>
November/December	Fourth Advisory Group meeting	<ul style="list-style-type: none"> <li>• school leadership</li> <li>• accountability systems.</li> </ul>

The Secretary for Education or her delegate will chair the Advisory Group.

**Confidentiality and official information**

Advice provided by members of the Advisory Group will be treated in confidence. Members will not disclose any confidential information or material provided to the Advisory Group by officials to support its discussions.

The Official Information Act 1982 will apply without exception to the activities of the Advisory Group. The Chair will be responsible for ensuring the members are aware of the provisions of the Act, and the extent to which written material from meetings is discoverable under it.

## Annex 2: Issues identified by the Education Workforce Advisory Group

### Teacher education

There is some evidence to support a view that the range of abilities of beginning teachers is greater than that which is desirable or acceptable if high quality consistency of practice is to be attained. This is supported by the views consistently expressed by principals and other senior teachers in the profession.

Perceptions are not always right; it is very common for established practitioners of a craft or profession to be critical about new entrants to it, and history is full of examples of generations doubting the quality of their successors, none of which has stopped progress. Nevertheless, there is sufficient consistency in how teachers and principals identify the variable quality of student and graduating teachers as a significant recruitment issue<sup>7</sup> to justify investigation into how improvements can be achieved.

There are several factors that appear to contribute to variability in the effectiveness of beginning teachers.

#### *Entry standards and selection*

- Teaching is not perceived as a high status profession in New Zealand.<sup>8</sup> Entry standards to initial teacher education programmes are relatively low and for the most part teaching does not appear to attract top graduates.
- The New Zealand initial teacher education system does not employ sufficiently robust mechanisms to select people into the profession or deliberate processes for induction into the profession.

#### *Programme content*

- There is confusion about the nature and purpose of some teacher education programmes, which some perceive as a different kind of liberal arts degree to be used flexibly (rather than as a teaching qualification).
- The connection between the theoretical component of teacher education and effective classroom practice is not always well integrated in some initial teacher education programmes.
- Principals and boards have concerns that initial teacher education course content does not always reflect current research about effective teaching, behaviour management and teaching a diverse range of students, including Māori, Pasifika and those with special education needs. While it is often the case that students in initial teacher education programmes are well taught about the nature of the problems of diversity, they are less well prepared to actually deal with it in terms of effective teaching.
- The main quality assurance mechanism for initial teacher education programmes is the course approval process. This is focused on programme inputs rather than the outcome of graduates' preparedness to teach, although programmes are required to show how they meet the Graduating Teacher Standards.

7 Kane, R. G. and Mallon, M. (2006) *Perceptions and Teachers and Teaching*.

8 Ibid.

***Weak application of professional standards***

- Professional standards are not applied rigorously across teacher education and registration processes and graduating teachers are not required to be assessed against the Graduating Teacher Standards at any point.
- There is no external assessment or moderation of teachers against professional standards when they become registered teachers.

***Lack of training for associate and mentoring teachers***

- Being an effective classroom teacher is not sufficient to be an effective associate or mentor teacher. Specific learning is necessary. However, there is no requirement for the training of teachers in supervisory and mentoring roles.
- The existing resourcing model tends to compensate teachers for mentoring roles but does not provide a career and salary structure which encourages/supports mentoring as a specialised path.
- Often mentoring roles are held by teachers who also have other management roles or direct responsibility for new teachers. This places significant pressure on their time and creates tensions between mentoring and performance management roles.

***Supporting teacher quality and recognising teacher capability***

Despite these positive moves, there are still factors that potentially limit opportunities that teachers and principals have to facilitate career development. Issues include:

- Current resourcing presents a complex array of units, allowances and time allocations that can be used to recognise and reward responsibility, development and capability.
- The use of these resources is tightly prescribed in the collective agreements, with the use of some resources excluding the use of others. For example, a specialist classroom teacher can only hold one management unit.
- Existing resources tend to be allocated for, and therefore place the focus, on management/administration tasks rather than mentoring/coaching tasks.
- Other allowances, such as the bus controllers allowance, tend to reinforce the culture that teachers should be responsible for all tasks within a school rather than focusing on those specific to teaching and learning.
- There are no clear standards or expectations around mentoring or professional leadership roles that can inform selection and appointment decisions of principals.
- Existing salary structures do not provide external motivation for teachers to develop specialisations in mentoring or professional development.

## Professional leadership

We consider that the following issues influence leadership quality and turnover rates:

- There are currently no specific requirements to become a principal, other than being a registered teacher. Boards of trustees, who do not necessarily have the appropriate expertise to make quality appointment decisions, hold responsibility for appointing principals<sup>9</sup>.
- Similar issues exist in regard to appraisal and performance management of principals, where responsibility sits entirely with boards.
- There is no requirement or expectation that principals will have a mentor to assist them to reflect on and improve their practice.
- Research<sup>10</sup> suggests that rural principalship is not seen as an attractive step of a career pathway, as it is not valued as experience for urban/non-teaching principal roles.
- The skills of experienced principals are often lost to the education system when they move out of schools. There is no systematic means of government utilising these skills.

The Advisory Group has also identified a number of issues in relation to the role and structure of the New Zealand Teachers Council which impact on its ability to provide professional leadership. These are:

- There is necessarily tension between NZTC's Crown entity status and professional body role. Teachers often perceive NZTC as a government body, impacting on its credibility. Other New Zealand professional regulatory bodies (with the exception of the Social Workers Registration Board) are established under statute and may have ministerial appointments, but are not government bodies as such.
- Teaching has no specific requirement for ongoing professional development as part of continuing registration (unlike nursing, social work, law etc), so NZTC does not have a clear role in this area.
- Direct representation of teacher unions on NZTC may lead to emphasis on employment conditions and industrial matters rather than professional leadership. NZTC's professional leadership role has not been clearly defined and it is not clear how this differs from professional leadership roles and activities developed by teacher unions.
- Previous attempts to establish an independent voluntary, teacher-run professional body have not been successful. The Teaching Council of Aotearoa was established in 1996 but lacked teacher support and folded after two years. One reason that has been given for this is teachers in different sectors (particularly primary and secondary) not seeing themselves as part of a common profession with common interests.
- There are no comprehensive and binding ethical standards required of teachers. The NZTC Code of Ethics is more a guideline rather than a robust set of standards against which teachers are expected to align.

9 Good practice guidelines provide advice to boards on principal selection, and some boards do seek external advice (for example from a recruitment consultant), but there is no requirement to seek external advice or to consult the community. Other education systems which have specific qualification/training requirements to become a principal include England, Scotland and Ontario.

10 Principals Pathways Working Group (2009). *Without Prejudice* – Position paper from the Principals Career Pathways Working Group to the Primary Longer Term Work Programme (LTWP) Strategic Co-ordinating Group (SCG).



