

# Public Submissions Report

## Education Workforce Advisory Group – A Vision for the Teaching Profession

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## Contents

<b>Ministerial statement</b> .....	2
<b>Executive Summary</b> .....	3
<b>Introduction</b> .....	5
Education Workforce Advisory Group .....	5
Final Report and consultation .....	5
Public Submissions Report.....	5
Methodology used to assess public feedback .....	5
Submissions received.....	5
Analysis .....	6
Sector Forum .....	6
<b>Initial Teacher Education</b> .....	7
Proposals and recommendations .....	7
Overview of responses received .....	7
General Support for Advisory Group proposals .....	7
Reservations / Concerns with Advisory Group proposals .....	9
Suggestions for further consideration/work .....	10
<b>Reward, recognition and progression</b> .....	11
Proposals and recommendations .....	11
Overview of responses received .....	11
Support for the Advisory Group proposals .....	11
Reservations / Concerns with Advisory Group proposals .....	13
Suggestions for further consideration / work.....	13
<b>Leadership within a school</b> .....	14
Proposals and recommendations .....	14
Overview of responses received .....	14
Support for the proposals.....	14
Reservations and/or Concerns with the Proposals .....	15
Suggestions for further consideration / work.....	16
<b>Leadership of the profession</b> .....	18
Proposals and recommendations .....	18
Overview of responses received .....	18
Support for Advisory Group proposals .....	18
Reservations / Concerns with proposals .....	19
Suggestions for further consideration / work.....	21
<b>Key Sector Group Submissions</b> .....	22
New Zealand Teachers Council.....	22
New Zealand School Trustees Association.....	23
New Zealand Education Institute (NZEI) .....	24
NZEI pro forma.....	24
Post Primary Teachers' Association (PPTA) .....	25
Major Principal Associations and Regional Groups.....	25
Feedback from Teacher Educators and ITE providers .....	28

## Ministerial statement

In April 2010 I received the Education Workforce Advisory Group's Final Report, *A Vision for the Teaching Profession*. The Report provided an independent view on the issues facing New Zealand's teaching workforce, and made recommendations on ways to lift its professional status and quality.

When I released the Report for consultation, I also included a discussion document seeking sector and public perspectives on the Report's recommendations. This was a way of beginning a dialogue with teachers and key sector groups about what we need to do to support teachers and principals in their very important work of continuously striving to raise student achievement.

The Ministry of Education received a full range of responses to the discussion document, with submissions received from large numbers of teachers and principals and all of the major education sector organisations. I'd like to thank all of those who provided their comments to the Ministry and for engaging so thoroughly with the Report.

The Ministry has prepared this *Public Submissions Report* to provide an overview of the feedback received on the discussion document. While it is clear that a large number of the Advisory Group's proposals are supported by the profession, it is also clear that we will need to work together to address the proposals where there is less consensus on the way forward.

Many of the Advisory Group proposals have implications for the way in which we develop and manage the teacher workforce into the future. With this in mind, I have instructed the Ministry of Education to convene a sector forum that involves key sector groups, principals, teaching practitioners and private sector representatives. The purpose of the forum will be to determine an appropriate approach to the recommendations in the Advisory Group Report, in the light of the public consultation. This report will inform the discussions at the forum.

I look forward to this process of engagement with teachers, schools and other members of the education sector, as together we work to build a teaching profession that can deliver the outcomes we want for all New Zealand students.

**Hon Anne Tolley**  
Minister of Education

## Executive Summary

The Education Workforce Advisory Group's Report, *A Vision for the Teaching Profession*, was released for public consultation on 10 June 2010. The consultation period ended on 6 August 2010.

The Ministry received more than 900 submissions on the Advisory Group Report. The submissions highlight a variety of perspectives on the proposals contained in the report. Key themes to emerge include:

### General

- Concern that the Report did not provide information on the way in which the proposals would be implemented.
- Sensitivity to the fact that the Advisory Group Report did not include reference to early childhood education as part of the education workforce.
- Disappointment that specific issues for the teaching workforce in Māori medium education had not been included and addressed.

### Improving initial teacher education provision and the quality of graduates

- General support for the proposal that the entry standard for teachers undertaking initial teacher education should be of a higher standard.
- General support for the proposal to improve connections between initial teacher education providers, trainee/beginning teachers and schools. There appears to be a consensus that stronger links between initial teacher education and classroom practice has the potential to improve the quality of graduate teachers.
- Concern regarding the proposal that beginning teachers be required to undertake two years of postgraduate study during their first two years of teaching. The sector generally does not believe that beginning teachers (under current settings) have the capacity to meet this requirement.
- Support for the proposal to establish a 'disposition to teach' criteria, that all teacher trainees will be required to meet, before acceptance to initial teacher education.
- Support for the proposal to address the balance between the number of teachers being trained and the number of placements available for trainee and beginning teachers.

### Better support for the appropriate range of skills required in the workforce

- Support for a broader range of career pathways that will help keep talented teachers in the classroom. Submissions acknowledged that effective teaching needs to be recognised, encouraged and supported.
- Submissions largely concurred on the need for alignment of professional standards (as outlined in the collective agreements) and the Registered Teacher Criteria.
- A range of views as to whether the introduction of new standards for teachers with pedagogical or administrative leadership responsibilities will improve the calibre of teachers appointed to these positions.
- A broad consensus that additional resourcing (units, non-contact time and professional development) is required to support the further development of teacher career pathways.

### **Strengthening professional leadership in schools**

- General support for the majority of the leadership proposals. There were, however, mixed views on the proposal for increased flexibility for principals to reward teaching excellence. Unions and members of the profession have approached this proposal with caution believing it is a covert mechanism for introducing performance pay.

### **Refocusing the New Zealand Teachers Council as the professional body for the teacher profession**

- There was a general consensus that the teaching profession would benefit from a New Zealand Teachers Council that is better resourced and more capable of taking on a professional leadership role.
- At the same time there was strong opposition to any reconfiguration of the New Zealand Teachers Council that has the potential to result in less union representation.

## Introduction

### Education Workforce Advisory Group

1. The Education Workforce Advisory Group (Advisory Group) was convened to provide advice on how to raise the overall quality of teaching across the schooling system. The Advisory Group included representatives from primary, secondary and intermediate schools, academics, a leadership consultant and the Chief Executive of Cognition Education.<sup>1</sup> The Group was convened by the Secretary for Education.
2. The Advisory Group's role was to provide an independent perspective on teaching workforce issues. The Advisory Groups terms of reference requested advice on:
  - initial teacher education
  - the induction and mentoring of beginning teachers
  - career pathways in teaching
  - the school leadership tier
  - accountability systems.

### Final Report and consultation

3. The Advisory Group's final report, *A Vision for the Teaching Profession*, was provided to the Minister of Education in April 2010 and included a series of recommended policy directions and specific policy proposals. At Cabinet direction, a period of public feedback took place in the eight weeks from 10 June to 6 August 2010.
4. The report, and an accompanying *Discussion Document* which summarised the issues identified by the Advisory Group and its key proposals, was distributed to all schools and sector groups and made available on line.<sup>2</sup> A feedback form was attached to the *Discussion Document* and teachers, principals, boards of trustees, professional bodies and other interested parties were invited to provide their views on the Advisory Group's proposals. The submissions process closed on 6 August 2010.

### Public Submissions Report

5. Public feedback provided to the Ministry highlights a variety of perspectives on the Advisory Group proposals. The purpose of this *Public Submissions Report* is to provide a high level perspective on the key themes to emerge from the submissions and to provide a voice to the many hundreds of people that took the time to provide their views on the Advisory Group proposals.

### Methodology used to assess public feedback

#### *Submissions received*

6. Just over 900 submissions were received by the Ministry of Education. Around 60 per cent of submissions came from individual teachers, principals, educators and members of the public, 35 per cent from NZEI members (see paragraph 7 below for details) and five per cent from sector groups.<sup>3</sup>
7. The New Zealand Education Institute (NZEI) placed two *pro forma* responses on its website, which it encouraged members to submit as feedback. A large number of *pro forma* faxes were

1 Cognition Education is a leading national and international independent education services and consultancy provider

2 The Discussion Document is available at: <http://www.minedu.govt.nz/~media/MinEdu/Files/TheMinistry/Consultation/WorkforceAdvisoryGroup/DiscussionDocumentPDF.pdf>.

3 Major sector groups include unions, education associations, initial teacher education providers and the New Zealand Teachers Council.

also received during the last week of the public feedback process. The faxes requested that the feedback phase be extended to six months and raised the same issues identified in the NZEI submissions. Together the *pro forma* submissions and faxes represent around 35 per cent of the total number of submissions received.

### *Analysis*

8. When assessing submissions the Ministry treated the NZEI *pro forma* and fax responses (as outlined above) separately from those where respondents had taken the time to express their own views in their own words.<sup>4</sup>

9. The Ministry has also treated submissions from sector groups, teacher educators and initial teacher education providers separately from those provided by individual teachers, principals, boards of trustees and members of the public. Narrative-based summaries of key sector group submissions are provided in a separate section at the back of this report.

10. Submissions received from individual teachers, principals, boards of trustees and members of the public were analysed for:

- the explicit or inferred level of support expressed for the Advisory Group proposals for:
  - initial teacher education
  - reward, recognition and progression
  - leadership within schools
  - leadership of the profession.
- the types of concerns / questions raised about the Advisory Group proposals
- the types of suggestions made for further consideration in the areas considered by the Advisory Group.

11. When assessing the level of indicative support expressed for the Advisory Group proposals, the Ministry used the following criteria:

- submission agrees / supports the Advisory Group proposals
- submission agrees / supports the Advisory Group proposals but also has concerns / questions regarding one or more of the proposals
- submission mainly has concerns / questions regarding the Advisory Group proposals
- submission disagrees with / does not support the Advisory Group proposals.

12. In addition to this indicative assessment of the levels of support for the Advisory Group's proposals, the Ministry undertook a qualitative analysis of the key themes to emerge across submissions. The themes are accompanied with a series of quotations drawn directly from individual submissions to illustrate the views expressed.<sup>5</sup>

### **Sector Forum**

13. Noting the broad spectrum of opinion on the Advisory Group proposals, the Minister of Education has asked the Ministry to convene a sector forum that brings together members of the Advisory Group, New Zealand Teachers Council and education sector representatives. The purpose of the forum will be to begin a conversation with the sector about the type and scale of reforms recommended by the Advisory Group.

4 Where submissions adapted or added to the NZEI *pro forma* to express individual views, the Ministry assessed them alongside other original submissions.

5 In some cases, minor editorial amendments have been made to quotations. These amendments do not in any way change the overarching intent of the submission.

## Initial Teacher Education

### Proposals and recommendations

14. To give effect to the evidence based characteristics of effective initial teacher education and induction, the Advisory Group recommended that teacher education should:

- move toward initial teacher education being provided only at postgraduate level
- move toward beginning teachers being required to complete a postgraduate qualification, supported by the school and tertiary provider
- 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 initial teacher education 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 initial teacher education and provisional registration.

### Overview of responses received

15. The majority of submissions addressed the Advisory Group's proposals for initial teacher education and induction. Around half of those who commented on the proposals appeared not to support them, often raising more questions or concerns about particular aspects. Around a quarter of respondents expressed mainly concerns and questions about the proposals, and do not state a clear position. Just over 10 per cent of submissions expressed clear support for the proposals; another 10 per cent supported them but had concerns or questions about one or more of them.

16. The high levels of disagreement with the Advisory Group's proposals for initial teacher education and induction are focused on the following issues:

- Submissions equated the proposal for moving toward initial teacher education being provided at postgraduate level with an increase in the number of student teachers undertaking the one-year Graduate Diploma of Education. Submissions from the primary sector generally presented the view that graduates of such programmes are generally not as well-prepared for the demands of teaching at this level, as those with an undergraduate degree in education.
- Submissions claimed that the requirement for new teachers to complete a postgraduate level qualification in their first two-years of teaching would place excessive pressure on beginning teachers and would not be practical to implement under current settings.

### General Support for Advisory Group proposals

17. Theme 1: **The teaching profession needs to do more to ensure that the entry standard for teachers undertaking initial teacher education is of a higher standard.**

*I agree with the proposal that initial teacher education / induction is only provided at postgraduate level. We require teachers who have the highest possible entry qualification before entering the teaching profession. – Primary School*

*I fully endorse that the entry level for initial teacher education needs to be improved. Trainee teachers should at the least be capable of a university degree, or maybe have primary training as a postgraduate course – provided that there can be plenty of time given to being in the school classrooms through this training. – Teacher*

18. Theme 2: There was **broad support for the proposal to improve connections between initial teacher education providers, trainee / beginning teachers and schools**. There appears to be a consensus that stronger links between initial teacher education and classroom practice have the potential to improve the quality of graduate teachers. Concerns were, however, expressed about the potential workload this proposal might generate for mentor teachers and schools.

*The links should be really strong between trainee education and schools. This is not to say that schools should take on teacher training.* – Teacher

*Support the rigorous entry qualification proposals and the idea that there should be much stronger links between training providers and schools.* – Secondary School

*I hold concerns about the workload generated and who would do it? Initial teacher education providers should be more accountable for the quality of teachers they allow to graduate. In my experience, schools end up filling in too many gaps and even training Provisionally Registered Teachers in too many basics that should have been covered in their initial teacher education.* – Primary School

19. Theme 3: There was general **support for the Advisory Group's proposal to establish a 'disposition to teach' criteria**, that all teacher trainees will be required to meet, before acceptance into initial teacher education. The way in which a 'disposition to teach' might be defined and applied was, however, consistently raised as a matter that requires further sector consultation.

*Agree that pre-training should have a more robust selection process identifying quality teachers before training starts.* – Principal

*I think the disposition to teach is very important, teaching is a vocation - not everyone is a teacher.* – Primary School

*Defining what "a disposition to teach" is will be an interesting process to say the least and simply raises for us a host of questions. How can you assess a person's disposition formally? Who will be involved? What underlying value base are you going to use? Who will have input into the criteria?* – Secondary School

20. Theme 4: There was **support for the proposal to address the balance between the number of teachers being trained and the number of placements available** for trainee and beginning teachers, but caution that the mechanisms for achieving this need to be carefully considered.

*There is a strong need for a balance between graduating teachers and the number of jobs available to them.* – Primary School

*The availability of appropriate placements for beginning and training teachers is a really important consideration. Too many beginning teachers in a school, particularly where there are only a few, overloaded mentors or where there are inadequately skilled or trained mentors encouraging outdated or inappropriate practices, poses a risk to the quality of the profession.* – Teacher

*The greater focus on more relevant initial teacher education including the in-school component suggests that staffing entitlements in schools would need to be improved to meet the needs of increased mentoring time. This would need to be supported as well through financial incentives – an increase in management units.* – Secondary School

## Reservations / Concerns with Advisory Group proposals

### 21. Theme 5: **A one year initial teacher education programme may not be sufficient preparation for teaching.**

Several submissions, particularly from the primary sector, expressed concern that the proposal for all initial teacher education entrants to have an undergraduate degree and then complete a one year postgraduate diploma, will be insufficient to prepare teachers for classroom practice in the primary setting (when compared to a current 3 to 4 year undergraduate degree in education).

*My concern is that a one year process for initial teacher education is far too short a time to acquire the necessary academic /theoretical knowledge that sits alongside the practical requirements of practicum, especially if the undergraduate degree is not related to education. – Early Childhood Teacher*

*I have serious concerns about any move to make primary teacher training only available as a one year option, particularly if the undergraduate degree was not in education. If this move were linked with greater links between providers and schools, and an ongoing relationship in the first two years of teaching it might work. – Primary School*

### 22. Theme 6: A number of submissions claimed that the postgraduate entrance standard, if implemented universally, would provide a **barrier to good quality, older candidates who do not have a degree, considering a career change.**

*A small reservation would be that some gifted people (for example, in technology, M ori) may find this a barrier for entry into the profession remembering that passion is a key ingredient for sharing skills pedagogically... – Intermediate School*

*This proposal does not necessarily attract top graduates, as many mature students with life skills and the ‘disposition’ needed to teach do not meet the entry requirements. From my experience, holding a degree and completing teacher training does not mean you have the necessary personal qualities needed to be a top practitioner. – Teacher*

### 23. Theme 7: Many responses raised concerns about **the proposal that beginning teachers be required to undertake two years of postgraduate study during their first two years of teaching.** There was a strong view that beginning teachers (under current settings) do not have the capacity to meet this requirement.

*Provisionally registered teachers face a busy and challenging period when they have their own class and it is unrealistic to expect them to do two years of postgraduate study during this time. – Primary School*

*It needs to be carefully considered that a teacher’s first years in a school can be a very difficult and wearying time, because there is so much to learn and so much time needs to go into preparation of lessons, taking professional advice and learning from mistakes made. Depending on what is envisaged, further non-contact time provision may be essential for beginning teachers, but there is a need to be very wary of this as such a move could also actively discourage schools from taking on newly-trained teachers because their teaching contact time is effectively so little, especially in their first year, as things stand now. – Secondary School*

### Suggestions for further consideration/work

24. Theme 8: A number of submissions note that the **Advisory Group Report does not provide sufficient information on the way in which the initial teacher education proposals will be implemented.**

*More questions are offered than solutions, and many of the suggestions are made without thought of how these are going to be implemented or who is going to be responsible for that implementation. – Principal*

*...while the Board may support the general objectives, it appears that the design of how the recommendations may be implemented is yet to occur. – Board of Trustees*

25. Theme 9: There are **variations in the quality of graduates being produced by initial teacher education providers.**

*We think the standards of teacher training are too low in some areas and have been concerned with the inconsistencies between institutions. – Primary School*

*Trainee teachers need the highest quality training. This means looking at seconding practising teachers into Universities to assist with the training (Some current tutors have little credibility with the profession as it is so long since they have walked the talk in the classroom). The mentoring of trainees in schools needs to be done by the best people – that is not currently the case – it is too hit and miss. – Secondary School*

*There must be clear standards of competence that must be met along the way. Too many teachers graduate who are incompetent, yet they have been allowed to continue with their training (at considerable financial costs to themselves), and find themselves out of their depth once they begin teaching. – Secondary School*

26. Theme 10: **The current levels of remuneration provided to Associate and Tutor teachers should be reviewed.**

*There needs to be a system of mentoring that puts the appropriate value on the work of Associate Teachers (both with initial teacher education students and Provisionally Registered Teachers) \$3.14 per hour for an Associate Teacher is insulting. – Area School*

*The current \$2000 allowance for tutor teachers does not recognise the extra time that a high-quality tutor puts into Beginning Teacher support. – Primary School*

## Reward, recognition and progression

### Proposals and recommendations

27. The Advisory Group recommended that the 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, 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.

### Overview of responses received

28. The majority of the submissions addressed the Advisory Group's proposals for reward, recognition and progression. Just over half of the submissions that commented on these proposals did not support them. About ten per cent of the submissions supported them; and around another ten per cent supported them but had substantive concerns or questions. Around 15 per cent did not clearly articulate a position, but expressed mainly concerns and questions.

29. The most common concerns about the proposals were:

- They would lead to performance pay for teachers in schools
- That giving principals a greater discretion over the use of salary units would encourage the non-transparent allocation of them within schools.

### Support for the Advisory Group proposals

30. Theme 1: There was **support for a broader range of career pathways that will help keep talented teachers in the classroom**. Submissions acknowledge that effective teaching needs to be recognised, encouraged and supported.

*I really like the idea of teachers receiving training - specialist training – in ‘mentoring and pedagogical leadership.’ I also like the idea of creating a range of pathways into a variety of leadership roles, in and outside the classroom. – Primary School*

*The idea of multiple career pathways such as teacher mentor, school leader, additionally qualified and recognised excellent classroom teacher, specialist, curriculum leader or advisor would give teachers the incentive to develop in ways that best suit their skills, interests and aptitudes. Currently the only clear pathway is from teacher to school leader to Principal, often without adequate preparation or a clear selection process as noted in this paper. – Teacher*

*All proposals are absolutely essential – should be a given. – Board of Trustees*

31. Theme 2: There were **mixed views on the proposal that principals be provided with flexibility to use the resources at their disposal, but** there were a number of submissions that indicated support for this proposal, particularly from principals. (See also paragraphs 33 and 34 below.)

*I am all in favour [of] a more flexible system – too many constraints de-motivate teachers and make it difficult for principals to reward. – Secondary School*

*Units are hard to manage and more flexibility in usage would be beneficial. – Principal*

*This is a timely proposal, and I agree that although financial incentives do not always have a direct effect on outcomes for children, it is vital that our best teachers are rewarded more appropriately. – Member of the public*

*The profession works now because it works on co-operation and collegiality. The proposed model would destroy that. Rewarding teaching excellence is subjective. The potential for corruption and inequity is there. – Teacher*

32. Theme 3: There were also **mixed views on the issue of standards. Some submissions argued the need for reform of current standards, while others argued for the maintenance of the status quo.** Submissions largely concur on the need for alignment of performance standards (as outlined in the collective agreements) and professional standards (Registered Teacher Criteria).

*Any changes to standards need to address the confusion that exists as to the place of The Professional Standards, and the Satisfactory Teacher Dimensions (to be replaced by the Registered Teacher Criteria) in the attestation process. – Primary School*

*Clear standards exist already in the form of the new Registered Teacher Criteria (RTC) that will become mandatory in 2011 so we see no need to reinvent this wheel. What confuses and complicates the process for schools is the existence of a separate set of standards i.e. The Professional Standards that sit in the employment collective agreements and that all teachers are also attested against. We would welcome the existence of one set of standards and endorse the RTC. – Secondary School*

*Current salary increments are currently based on existing professional standards are they no longer adequate? What are the criteria for an “excellent” teacher? How many excellent teachers is any one school allowed? What criteria for robust judgements to be made? What is the evidence of being an excellent teacher? Collective contracts must be retained to ensure equity nationwide. – Primary School*

*Clear standards in judgement of teacher capability? Who judges? What is the evidence? How many can you reward in one school? May kill collegiality? Open to abuse! – Principal*

33. Theme 4: **Support is expressed for the Advisory Group proposal that advanced standards for the teaching profession be set by and for the profession** but some concerns expressed about how this would operate.

*Moderation around teacher effectiveness needs to be evident. What one person accepts as effective characteristics needs to be upheld and understood by all. Principals, Tutor Teachers, Associate Teachers etc. – Intermediate School*

*The setting of clear standards to allow effective and robust judgements of teacher capability and performance is a laudable proposal. However, putting this into practice will not be easy, and could lead to further bureaucracy required by leaders, resulting in more time spent on administration at the expense of mentoring/leadership activities. – Regional Group*

*Greater role for NZTC in developing recognition of teacher excellence. A branch of NZTC capable of giving extra recognition to ‘master’ teachers. Could be incorporated into salary scales etc - extra units. – Intermediate School*

*The ‘standards’ for making judgements of teacher capabilities will need a lot of careful and considered work by people in the profession followed by a trial. I have my doubts that formulating such ‘standards’ acceptable to all is positive. – Primary School*

## Reservations / Concerns with Advisory Group proposals

34. Theme 5: **Teachers and principals are strongly of the view that performance pay would be detrimental to the New Zealand education system.** A number of submissions questioned why principals needed more flexibility to use salary units and non-contact time to reward teachers when considerable flexibility already exists. A particular concern is that the provision of additional flexibility is a covert attempt to introduce performance pay.

*Using units flexibly as a form of performance based pay is rejected...Units are intended to develop career paths and remunerate teachers who take on professional leadership positions. The New Zealand Curriculum encourages and needs collaboration and collegiality in schools and by using 'reward and incentive' as the basis for unit allocation, collaboration will be completely undermined. – Teacher*

*Units are used to develop career pathways and remunerate teachers who take on professional leadership roles. They should not be turned into being a flexible form of performance pay. – Primary School*

35. Theme 6: **Increased flexibility should be accompanied with principal practices that demonstrate fairness, accountability, and transparency.**

*I am already seeing flexibility with units and am not entirely happy at how these are being distributed. Principals need to show accountability and transparency. – Teacher*

*Units could be mismanaged and could be given to favoured teachers rather than experienced teachers. – Resource Teacher Learning and Behaviour cluster*

## Suggestions for further consideration / work

36. Theme 7: There was **strong support for an increase (above current levels) in the overall availability of rewards, such as units and classroom release time, to recognise excellence.**

*The current mechanism for rewarding teachers through giving them units and Middle Management Allowances (MMAs) when they take on responsibilities at school is very good and is perceived by most people to be a fair one I think. However, there are never enough of these units and MMAs to go around. Would Government be prepared to offer more money to the education sector to fund more units and MMAs, all of which should have the flexibility to be fixed-term and reviewable? – Secondary School*

*It will be important that principals have sufficient units available for them to reward and recognise skills in staff. – Teacher*

37. Theme 8: There was support for **strengthening the appraisal process undertaken by principals**, and of providing sufficient flexibility to move teachers through the salary scale at a faster rate.

*I believe proposal three (standards) needs to be backed by a greater focus on the role of the principal and those in charge of appraisal. There seems to be an unwillingness of senior leaders to do this currently. – Secondary School*

*The current pay scale mechanism of financially rewarding teachers by moving them progressively through steps year after year until they reach the top of the scale is flawed. Some people are exceptionally effective teachers from an early stage of their teaching career and it would be good to be able to recognise this by allowing them to skip ahead by more than one step, if this could be done fairly, so that we could ensure their retention in the profession. – Secondary School*

## Leadership within a school

### Proposals and recommendations

38. The Advisory Group recommended that leadership within a school could best be provided through:

- 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 monitoring for all principals to support professional discussions / development.

The Advisory Group also proposed a greater focus on:

- supporting educational leadership rather than administrative management
- introducing secondments across schools for teachers to gain experience as aspiring principals
- introducing a system of professional mentoring for all principals to support
- providing flexibility for principals to support, recognise and reward teaching excellence and distributed leadership.

### Overview of responses received

39. Just over 80 percent of the submissions discussed these proposals. Around a third of respondents expressed support for them. Roughly a quarter supported them, but expressed questions and concerns about one or more of the proposals. Around a fifth of respondents expressed mainly concerns and questions (that is, they did not articulate a clear position) about the proposals. Just under a quarter of respondents disagreed with them.

40. Many submissions asked for more details about the proposals, raised questions about implementation and shared examples of good practice already occurring. Among the most frequently made points in the submissions were:

- questioning how initiatives such as mentoring could be resourced in the current system
- how educational leadership for principals could be prioritised in a system that often demands they take on a large administration management role in a school
- that ‘providing flexibility for principals to support, recognise and reward teaching excellence and distributed leadership’ could potentially undermine the values of collaboration and cooperation in schools – values that underpin the New Zealand Curriculum.

### Support for the proposals

41. Theme 1: The proposal for **compulsory training and development for aspiring and new principals was generally supported**, as were those for **professional mentoring and supporting educational leadership**. Many noted that there were already programmes or practices in place that could be extended.

*Leadership in schools is vital, and the training for those leaders must not only be for those emerging leaders or new principals, it must be part of the ongoing registration requirement for existing principals. – Teacher*

*It is important to develop more effective and resilient Principals and the mentoring proposal is to be applauded. – Secondary School*

*Anything that frees principals up from management and administration, and allows them to focus on leading professional development and improving teaching and learning is a critically important move. – Primary School*

*Principal appointments should have requirement of having completed aspiring principal programme with ongoing support for 1st year (mentor). Utilising retired principals to support new principals eg Australian system where early retirement accepted when taking on a mentoring role. – Primary School*

*Mentoring – great to see this being encouraged for school leaders yet there is still vagueness around selection, robustness and industrial standing of mentors. Some clarity is required. How would the differing professional and situational needs of principals at different career stages be catered for? I couldn't see one assigned mentor to a region or cluster group working, so some flexibility and different options would be required. – Primary School*

*There is already an excellent First Time Principal's programme in place and all BOT's should be insisting on appointees to Principals' positions having a post graduate qualification in school management. BOT's need to insist that Principals find someone or some group to work with. There are plenty of options available. For example a discussion group which meets once a term, a principals' group which meets each month or be prepared to pay for a "critical friend". – Secondary Principal*

## Reservations and/or Concerns with the Proposals

42. Theme 2: While generally supportive, submissions raised concerns about **the quality and consistency of mentoring currently available, and the impact of secondments** on the school providing the seconded teacher.

*[Having a] mentor for all principals is extremely important. Not another busy colleague but trained mentors who have time to work with individuals. – Teacher*

*Mentoring or coaching is something that I have found very useful in my 15 years as a Principal, but the quality of what is available, and its relevance, is variable. – Principal*

*The provision of co-opted mentors for a set time to work with schools will enhance the profession. We have a robust review system already that is the envy of other countries; Principal mentors will assist with appraisal, reflection and improvement. – Primary School*

*Developing secondments roles, mentoring roles and enabling principals and education leaders to develop additional professional development opportunities needs to be resourced fully and schools recompensed while staff are absent. – Principal and Board Member*

43. Theme 3: Many submissions raised questions about **the feasibility of supporting educational leadership rather than administrative management**, especially in the context of self-managing schools.

*Supporting educational leadership rather than admin management is a worthy ideal, but given that we have the most self-managing school system in the western world, we can only spend more time focusing on educational leadership if we take time away from Heads of Department etc and give it to more Senior Managers instead - someone has to carry out high quality admin management in a school. ... The demands & expectations on principals continue to increase but not the human resourcing to do the job well. – Principal*

*The idea of ‘supporting’ educational leadership rather than administrative is great. However, what happens to the administrative component? You can’t expect better leadership without reducing administration expectation. There are only so many hours in a day. – Teachers and Principal*

44. Theme 4: The majority of submissions **stressed the value of principals being registered teachers**. Many of the submissions inferred that the Advisory Group minimised the importance of this requirement.

*Education leadership must always be based around developing educational goals as opposed to administrative or management goals and to this end it is vitally important that our education leaders are always trained and registered teachers – Teacher*

*All principals must be registered teachers – must be retained. – Primary School*

45. Theme 5: While generally supportive, many submissions wanted **more discussion and testing of the concept of “distributed leadership.”**

*Distributive leadership (while we recognize its effectiveness in enhancing practice) can be interpreted in many different ways and brings with it a number of issues. – Principal*

*Distributed leadership needs to be further explained so it is not just a term. Teachers need to see distributed leadership in action. – Primary School*

46. Theme 6: The majority of submissions expressed either **concern about, or disagreement with, the proposal to provide “flexibility for principals to support, recognise and reward teaching excellence ....”**

*This does not align with the New Zealand Curriculum approach for joint planning and sharing of teaching and learning. Effective teaching requires collective and collegial approaches, not perceived individual excellence. This prevents nationally consistent career pathways and could impact on teacher mobility and sharing of practice. Performance pay will create huge retention problems within the profession. – Teacher*

### **Suggestions for further consideration / work**

47. Theme 7: Some submissions suggested that **retired principals are effective mentors for new and aspiring principals**. They pointed to the mentoring model in Victoria, Australia, where retired principals are encouraged to take on this role. Others raised cautions about quality.

*Using retired principals to support new principals eg Australian system where early retirement accepted when taking on mentoring well worth exploring. – Primary School*

*New principals should have an experienced principal mentor to work alongside them for at least 6 months to a year. – Primary School*

*There are a number of ex-principal mentors who act as consultants who have minimal impact on schools. They have a vested interest in providing positive feedback to retain the principal as a client. I’m not sure ex-principals are the right target. – Principal*

*Where is the mentorship for Māori principals and aspiring Māori principals? Eg where would the secondments come from? Who would they be? There are already so few Māori in those positions. – Kura*

48. Theme 8: Many of the **submissions commented on the issue of “Appointment and Appraisal” of principals** highlighted by the Advisory Group – that “Boards of Trustees hold responsibility for decisions on appointing, appraisal and performance management of principals”, and this is not always well done.

*Is there data on how effective boards of trustees have been at appointing appropriate people as principals? I know there are a large number of excellent principals who were appointed this way. Is it a case of making a rule for all because some aren't effective? There are clear guidelines for Boards as well as consultants and principals who are willing to help with appointments. There are also clear guidelines on what Boards should have as part of their appraisal of the principal and dimensions they should be evaluated against. – Primary School*

*Board of trustees should not be asked to appoint principals - there are far too many variables. Qualified, experienced practitioners with an understanding of pedagogical leadership are required to, at the very least, guide the process. – Primary School*

*The principal appointment process needs very careful re-examination. Boards generally, and especially boards of smaller schools, seldom have the expertise to make the best judgements, and there is no effective system of support for boards in making what is probably the most important decision in their time in the role. – Secondary School*

49. Theme 9: Many **submissions made suggestions in connection with the proposal for supporting educational leadership** rather than administrative management.

*These are some areas where the provision of additional support to schools in areas such as finances and property by central agencies or through clustering might free principals up for core work and ensure that these areas are dealt with by the best qualified professionals in consultation with school leadership including Boards of Trustees, but not exclusively by them. – Member of the Public*

*Given that a large proportion of NZ schools are rural (and often small and isolated) there needs to be a proposal to follow this up. This could be along the lines of recognizing the disproportionate administrative load and providing support for this and investigating the possibilities of clustering. – Primary School*

## Leadership of the profession

### Proposals and recommendations

50. The Advisory Group recommended refocusing the role of New Zealand Teachers Council as the professional body for the teaching profession. This would involve strengthening the capability and capacity of the New Zealand Teachers Council 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.

### Overview of responses received

51. The section on Leadership of the Profession in the submissions received fewer comments than the other three sections. This may have been because of an error in the feedback form that could have caused confusion. The submissions that did include a comment tended to either support the proposals in full (approximately a quarter) or not support them (about half). Just over 10 per cent of submissions supported the proposals, but had substantive concerns or questions about one or more of them, and around 10 per cent expressed mainly concerns and questions about the proposals.

52. Those who disagreed with the proposals generally oppose the proposition that representation of unions on the New Zealand Teachers Council leads to an emphasis on industrial matters. The majority of respondents asserted that unions are professional bodies and that there is no conflict of interest between the role of industrial representation and that of professional leadership.

53. Feedback from the responses is divided between support for the changes proposed and support for the current situation, albeit with suggestions for improvement. Many felt that there is confusion over the role of the Teachers Council and clarification is needed.

### Support for Advisory Group proposals

54. Theme 1: Many submissions supported the direction of the proposals, wanting a **strong, independent professional body 'by teachers for teachers'**. There is considerable support for the Council to be independent from the Crown. Support for independence does not, however, extend to resourcing. A number of submissions support increased Government funding of the New Zealand Teachers Council.

*The New Zealand Teachers Council needs to become the professional body, including public voice of the profession. We need a professional body which is separate from our union to raise the status of teaching as a profession. The New Zealand Teachers Council is in a really good position to step into this role. – Principal*

*An independent body for the profession 'for teachers, by teachers' is needed to replace the Crown entity status of the current Teachers Council. – Principal*

*Government funding must be provided to fund any additional Teachers Council roles. Teacher fees are already too high. Where is the government's responsibility? – Teacher*

55. Theme 2: A small number of submissions supported the idea of **New Zealand Teachers Council membership being reconfigured to remove union representation**. This view is, however, countered by a large number of submissions that supported continued union representation on the New Zealand Teachers Council (see paragraph 57).

*We support the concept of having a single professional body for teaching – this should be voted on with elected members and be externally audited. This must be separate to union agencies.* – Board of Trustees

*We support an independent Teachers Council which develops policy and practice for entry to the teaching profession, and continued professional registration, as well as approval of initial teacher education programmes. All positions should be elected by the profession.* – Teacher

*I agree that the role of New Zealand Teachers Council should be about effective sector leadership rather than representation.* – Primary School

*An independent body for the profession, led ‘for teachers, by teachers’ is needed. Such a body must be representative of all registered teachers and their major organizations including NZEI.* – Primary Teacher

56. Theme 3: Submissions expressed a view that if there is to be an increased requirement for professional development for registration purposes, then **there should be consultation with the profession to identify the type of professional development required**.

*Ongoing P.D is already happening in schools and principals must be able to select this with good resourcing available to ensure equitable access and to enhance the schools teaching and learning community.* – Primary School

*The report incorrectly claims [continuing PD] is currently not needed (see Form NZTC3 for the requirement list). The Teachers Council list is not quantified by hours as occurs in some overseas jurisdiction, but has a generic list.*

*If there is to be an increased requirement for registration, then there needs to be consultation with the profession to determine what type of PD is to be identified, how participation will be measured, how it will be resourced, how equity of access will be ensured? Noncontact time should not be the determinant of PD.* – Secondary Principal

## Reservations / Concerns with proposals

57. Theme 4: A number of submissions expressed a view that the **Teachers Council, as currently configured, is successfully providing leadership of the profession**. These submissions typically express surprise at the Advisory Group’s recommendations for change.

*...it is important not to reinvent aspects of what the New Zealand Teachers Council is doing well. The Council has tightened further its systems around Approval/Reapprovals [of initial teacher education programmes]. The Graduating Teacher Standards are in place, and rigour exists around the movement of beginning teachers to full registration.* – Secondary Principal

*The Council already has as its legislated purpose ‘to provide professional leadership in teaching’ and for the three areas identified here.* – Principal

*The Teachers Council’s role should be refined rather than “re-focused.” Its core functions already begin to address the identified points. Effective sector leadership and representation are by no means mutually exclusive when it comes to TC membership.* – Secondary School

58. Theme 5: **A large number of submissions register support for maintaining union membership of the Council.** The Advisory Group suggestion that direct representation of teacher unions on the Teachers Council may lead to an emphasis on industrial matters was opposed. Many submissions felt that union representatives would take a professional view as members of the Council and add valuable practical experience to its deliberations.

*I do not believe that NZEI and PPTA representatives would only talk about industrial matters, they would take a professional view and add valuable practical experience to the rest of the voices at the table.* – Member of the public

*NZEI is a professional organisation. Council minutes since 2002 show no basis for the report's claim of a NZEI 'emphasis on employment conditions and employment matters rather than on professional leadership'.* – Principal

59. Theme 6: A large number of **submissions expressed concern at the Teachers Council being the vehicle for encouraging and monitoring professional development.** These submissions stressed the importance of schools identifying and managing their own professional development needs.

*We do not agree that the Council has a role in recommending or directing teachers to specific professional development. In self managing schools we believe that this is the role of the Board of Trustees as the employer.* – Primary School

*Professional development occurs every year in schools and is based on the needs of the teachers, school and the community. It should not be directed from the New Zealand Teachers Council.* – Primary School

60. Theme 7: Submissions strongly supported the **Registered Teacher Code of Ethics, noting that it provides the basis for the ethical accountability of teachers.** Principals stated that they would not employ teachers who did not reflect the Code of Ethics in their practice. Some schools reported that they have established their own Code of Conduct and feel that this is the best way to go. Many observed that it would be difficult to 'measure' ethical accountability and difficult to get consistency across the country.

*The report's claims that the 'Code of Ethics' is not comprehensive or binding are incorrect: registered teachers must show commitment to its 23 statements. We take our responsibilities as teachers very seriously!* – Teacher

*On the ethical accountability - The guidelines are enough! These along with the professional standards keep teachers accountable. There does not need to be any changes made!* – Primary School

*I am puzzled also at the supposed issues around a code of ethics. I do not see any problems with that developed by the Teachers Council; my expectation is that any teacher I employ is, by virtue of their registered teacher status, answerable to that code.* – Secondary School

## Suggestions for further consideration / work

61. Theme 8: A number of submissions indicated that **the Teachers Council is held in low regard and does not have the support and goodwill of teachers**. For many, the focus for the Council seems to be registration and discipline, not leadership of the profession. The submissions often supported a substantial review of the Council's role and functions.

*I am sorry that I must inform you that almost all of the principal colleagues that I mix with currently do not hold Teachers Council in any regard whatsoever, so the suggestion that they might set requirements for entry to the teaching profession and continuing professional development within the teaching profession is not one that I could support, unless there is firstly a radical review of its function, ethos and structure. – Secondary School*

*There is a general lack of understanding about the role of the Teachers Council. Many teachers perceive them as a revenue gathering body and the union as a more representative body. The New Zealand Teachers Council needs to be refocused and indeed re-branded in many ways. – Teacher and Board member*

*The role of the New Zealand Teachers Council has been a confusing one for us in the profession over the years. The most recent example is the publication of the Registered Teacher Criteria, and the need for us to work out where they fit. It may be preferable to scrap the New Zealand Teachers Council and start again with a new body that has a clearly defined professional role to play in supporting and guiding the profession. – Primary School*

62. Theme 9: **There were calls for more support and resources to be available for schools to drive their own professional development programmes**. This will be necessary if more professional development is going to become a requirement for registration and renewal of practising certificate.

*Ongoing professional development is happening in schools but the leader of a school must have adequate resources to access this professional development to ensure equity across all staff. – Primary School*

63. Theme 10: **Several submissions suggested strengthening the role of the Council to be more robust and accountable, and to provide more support and guidance to the profession**.

*Increase powers of New Zealand Teachers Council to demand members adhere to high professional standards. Hold New Zealand Teachers Council responsible for performance of members. – Teacher*

64. Theme 11: Many submissions supported the idea of **a robust set of standards that have been developed by teachers**. Some see a problem with having two sets of standards currently in use, which do not necessarily align (the Registered Teacher Criteria for registration and renewal of practising certificates, and the Professional Standards in the collective agreements used for performance appraisal and progression up the salary scale).

*New Zealand Teachers Council, Ministry of Education, New Zealand Principals Federation and NZEI need to align professional standards Code of Ethics etc. It would be great to have one set of standards. – Primary School*

## Key Sector Group Submissions

*A large number of submissions were received from education interest groups. These submissions expressed the full spectrum of perspectives on the Advisory Group proposals. While all sector submissions have been reviewed by the Ministry of Education, for the sake of brevity, this Report only provides summary perspectives on the submissions received from major education sector groups.*

### New Zealand Teachers Council

65. The focus of the New Zealand Teachers Council submission was on the proposals concerning initial teacher education.

66. The Council considers that a single structure for initial teacher education (applicants only accepted to initial teacher education after completing an undergraduate degree) is unlikely to be appropriate to prepare graduates for the range of educational settings in New Zealand. It also argues that a narrow initial teacher education entrance pathway will reduce the current diversity in the teaching profession in terms of background, age, ethnicity, interests and strengths.

67. The Council sees the Level 8 teaching qualification as problematic for a number of reasons:

- A teaching qualification should be more than an academic degree
- A number of successful three-year or four-year graduate programmes currently deliver classroom or centre ready graduates
- Post graduate papers usually build on knowledge and skills acquired in an undergraduate programme
- Implications for wānanga ITE programmes
- Qualification and registration granted after two years full time teaching is both unworkable, if these teachers are to be legally employed, and undesirable, as beginning teachers may not be ready to take responsibility for classes/learners
- Concerns about completing study requirements at the same time as teaching, possible further fees costs for students, and problems around placement in schools

68. The Council supports the proposal that initial teacher education entry should include an assessment of a student's 'disposition to teach.' It observes that tertiary providers are currently the arbiters of enrolment in initial teacher education programmes and that this role should be '*shared with the profession*'. The Council agrees with strengthening links between pre-service teacher education and beginning teacher programmes.

69. The Council considered that many of the Advisory Group proposals related to the mandated work of the Teachers Council and that many of the proposals were already in place or in process (eg the Registered Teacher Criteria set clear standards for teachers, the Code of Ethics set ethical accountability for teachers, the revised Approvals and Monitoring process will strengthen expectations on ITE programmes.)

70. The Council believes that mentor teachers should be required to undergo an appropriate programme of professional development to equip them to carry out the educative mentoring role and should be selected on the basis of their probable aptitude to carry out the role effectively.

71. The Council supports the idea that the tertiary sector could have an important role providing programmes in pedagogical leadership and educative mentoring.

72. The Council observed that there needs to be fair, transparent, rigorous processes to support career pathways and leadership roles for teachers but it is important that collegial, collaborative professional cultures are supported. It is important not to pursue policies that are likely to undermine collegial relationships and collective responsibilities for professional learning and development.

73. The Council is sensitive to the Advisory Group findings that question the Council's current representative structure (i.e. the inclusion of unions). The Council rejects the Advisory Group's position that this may impact on the Council's leadership capability and notes that the Crown Entities Act 2004 includes a duty on individual Council members to act in good faith and not at the expense of the entity's interest.

74. The Council also raises the concern that '*the evidence base for the Advisory Group's proposals is not transparent*' and objects to the omission of early childhood education from the scope of the report.

### **NZ School Trustees Association**

75. Overall, The School Trustees Association (STA) approved and supported the direction of the Education Workforce Advisory Group report. STA recognized the strong alignment with the findings of the McKinsey Report,<sup>6</sup> and that the report dealt with a number of the issues that NZSTA and its member boards have identified as needing improvement, such as:

- Improving the status of the profession
- Identifying a “disposition to teach” as a prerequisite to entry for ITE
- Improving the quality and consistency of ITE courses
- More robust and effective support for beginning teachers
- The need to sustain and build on recent initiatives to support aspiring, first-time and experienced principals
- The need to retain and improve flexibility and focus in career structures and incentives.
- Re-focussing the Teachers Council to fulfil the role of a genuine professional body.

76. However, there were a number of issues of concern to NZSTA, particularly in terms of how the recommendations of the report would be implemented and resourced.

77. There was also some scepticism about the impact of some proposals (particularly the postgraduate qualification) on the quality of learning and teaching, and therefore student achievement. STA considered that there are real benefits to providing tailored pathways for graduate students to train as teachers but STA favours a rigorous three-year undergraduate training programme for trainee teachers. A one-year course would not provide sufficient focus on the key aspects of teaching and learning. STA also favours an apprenticeship or internship model of teacher training rather than an academic one.

78. STA gave strong support for the development of better career development pathways. They expressed support for more flexibility at school level but also indicated the need to establish systems which include fairness, accountability, and transparency.

6 McKinsey & Co (2007). How the worlds best-performing school systems come out on top. Available from McKinsey & Company website [http://www.mckinsey.com/client-service/Social\\_Sector/our\\_practices/Education/Knowledge\\_Highlights/Best\\_performing\\_school.aspx](http://www.mckinsey.com/client-service/Social_Sector/our_practices/Education/Knowledge_Highlights/Best_performing_school.aspx)

79. To balance and support the proposed increase in emphasis on educational leadership as the prime focus of principals, STA considers that it is important that other aspects of school leadership e.g. strategic planning, governance and “administrative management” are examined (made visible) and practical provision is made to ensure that the principal is freed up to focus on educational leadership without those other areas “falling over”. STA notes that it is not sufficient to simply define them out of the principal’s job without making adequate provision for them to be addressed in other ways.

80. A number of practical implementation issues that have not been addressed by the Advisory Group have the potential to “make or break” some aspects of the proposals in practice, particularly those relating to how changes will be resourced adequately.

### **New Zealand Education Institute (NZEI)**

81. The NZEI submission was highly critical of the Advisory Group Report. Key concerns included:

- That the eight weeks allocated for consultation was insufficient for meaningful sector feedback and that the Advisory Group was not representative of the sector.
- That the Advisory Group was selective in its references to current and previous work undertaken in the sector (i.e. the Report fails to reference a variety of professional development programmes being run by the Teachers Council) and that there is insufficient information provided on the way its recommendations will be funded.
- That early childhood education, Māori medium and Māori education were out of scope for the Report.

82. The proposal to require postgraduate study for beginning teachers was assessed as ‘*unrealistic*’. NZEI assert that it is impractical to expect beginning teachers to have the capacity (under current settings) to undertake two years of postgraduate study during the first two years of teaching. ‘*Members expressed concern at the impact this would have on the Provisionally Registered Teachers themselves, on the schools, and on those that support them.*’

83. NZEI noted the need for ‘*incentives in the primary sector that support and encourage teachers to develop their expertise*’. However, it also expressed concern at the proposal for increased flexibility for principals regarding the use of salary units and non-contact time. NZEI perceive this proposal as having the potential to ‘*detrimentally alter teachers’ pay structures and career pathways.*’ It called for separate funding of these proposals, and not a ‘*re-direction of current resources currently targeted at recognising positions of responsibility.*’

84. NZEI supported strengthening links between initial teacher education providers and schools, and highlighted the problem of a lack of national consistency in initial teacher education provision. NZEI also registered its support for secondments for aspiring principals and mentoring, but called for more consultation and details about the Report’s proposals in these areas.

#### ***NZEI pro forma***

85. NZEI placed two *pro forma* responses on its website, which it encouraged members to submit as feedback. The Ministry received more than 200 submissions that were a copy of the *pro forma*. The *pro forma* submissions summarise the key NZEI concerns and note that teachers are committed to the aim of raising ‘*the status, professionalism and over-all quality of the teaching force*’ but the Report’s proposals to achieve this are largely rejected.

## Post Primary Teachers' Association (PPTA)

86. The PPTA submission echoed many of the consultative concerns raised by NZEI, and indicated a particular sensitivity to the perceived lack of teacher representation on the Advisory Group. PPTA acknowledged, however, that the issues identified in the Advisory Group Report (initial teacher education, career pathways, and professional leadership) are the key areas the Government and sector need to focus on.

87. In summary, the PPTA:

- Opposed the proposal to move initial teacher education to postgraduate level. PPTA stated that the demands of tertiary study added to the current demands of beginning teaching, without a change in contact hours, is totally unrealistic.
- Supported the current work of the New Zealand Teachers Council to ensure selection processes for initial teacher education are robust and transparent.
- Supported the proposal to strengthen links between initial teacher education providers and schools and suggested a higher per student rate of funding for teacher education to make this possible.
- Questioned why principals need more flexibility to use salary units and non-contact time to reward teachers when considerable flexibility already exists (a particular concern is that this proposal is a covert attempt to introduce performance pay).
- Strongly supported the provision of additional units and non-contact time to schools to build on career pathways (e.g. to Head of Department or Specialist Classroom Teacher) that currently exist.

88. The PPTA is largely comfortable with the proposal that relates to strengthening the capability of the New Zealand Teachers Council to take ownership and responsibility for entry to the profession (the PPTA are of the view that this is a key element of the New Zealand Teachers Council's current role). It is, however, highly critical of the Report's assertion that direct representation of teacher unions on the New Zealand Teachers Council may lead to an emphasis on industrial matters rather than professional leadership. PPTA note that this assertion has '*no basis in fact*' and is not backed up with evidence.

## Major Principal Associations and Regional Groups

### *General*

89. The submissions from Principal groups generally supported the proposals and agreed with the principles, the vision and the direction of the recommendations for improved teacher education and proposals to raise the quality of teaching and learning.

90. Some expressed the view that there should have been more involvement of groups from the profession in the development of the proposals and this would have ensured that current practices and programmes that are working well could have helped build the vision.

91. Many commented on the need for detail to flesh out how the vision would be implemented and the costing issues that would need to be addressed.

92. Most submissions presented comments related to their particular sector. One group considered that the different needs of the different sectors needed to be considered separately.

### *Initial Teacher Education*

93. Submissions agreed that the standard of entry to teaching needs to be higher and the initial teacher preparation needs to be more consistent. But many also noted the tension between wanting a higher calibre of teacher trainee and providing other pathways for students who are less academically able but would bring particular skills or experience to teaching.
94. Most agreed with the proposals around ‘dispositions to teach’. Some questioned how these would be determined and by whom. There was a suggestion that regional panels with appropriate representation from across the sector would support monitoring of entry applications.
95. Some noted that there needs to be alignment with the numbers trained and the jobs available. Comment was made that supply/demand is a dilemma because of the time lag between starting training and starting teaching: *“under supply and we have to compromise. Over supply and new teachers can’t get jobs.”* Some saw a need to have more certainty about jobs at the end of training.
96. Concerns were raised about the burden on first year teachers coping with post graduate study as well as starting teaching, the impact on their effectiveness as teachers and the achievement of their students.
97. Some felt that the post graduate teaching degree should be two years, with pre requisites included in the undergraduate degree in maths, literacy and education. Others strongly indicated a preference for a 4-year teacher education programme rather than a 1-year post graduate programme, and that the last year should be mainly based in a school learning the craft of teaching. For primary particularly, many submissions considered 1 year would be inadequate preparation for teaching.
98. There was a concern raised that if there was some sort of national external assessment established, it should be embedded in the work of the teacher and carried out in the context of the teacher’s work.
99. Concern was raised about the research component required of teacher educators in universities when the focus for ITE should be on the practice of teaching and sufficient time given to practical support of student teachers. Some felt that many teacher educators were out of touch with teaching and teacher needs and universities lacked engagement with employers/schools about their requirements for beginning teachers.
100. Some noted a need for more consistency between ITE providers. Funding to providers should support quality not quantity. It was noted that there was a need for a common/agreed curriculum framework for ITE. There may also need to be a rationalisation of programmes in such a small country and a re-focusing on quality.
101. Some felt that the training year should equate to the school year, not the university year.
102. Some regional submissions noted that the location/isolation of some schools would mean that they would be likely to miss out on access to any extended support from teacher education providers.
103. Some submissions suggested that schools should be specifically accredited to take beginning teachers and their tutor/mentor teachers should be fully trained in coaching and mentoring.
104. There was a reminder about the extensive research that has already gone into this area which should be revisited (Kane and Mellon, Marie Cameron, literature review by Peter Lind).

### *Rewards, Recognition and Progression*

105. There was support for the development of mentoring roles in schools, both as good support for beginning teachers and on-going professional support for all teachers.

106. Some indicated a need for further work on the Advanced Skills Teacher as proposed in the Primary Long Term Work Programme – a development perceived as a way of recognising skills and paying teachers for their skill advancement.

107. Although many principals welcomed the proposal, there were concerns and questions around “flexibility” of units and time. Some felt the recognition and reward could be done on bases that lack integrity, reasonableness and fairness. Others noted the need for more consistency of professional learning pathways which would support coherence of expectations across the system. Some also noted the need for the creation of clear standards to make judgements of teacher capability and performance. Most rejected a system of performance pay that rewarded individual performance that would undermine a collegial and collaborative culture.

108. There was some comment on the legislative requirement of appraise and attest being in conflict with better ways of lifting teacher performance that leads to improved student outcomes e.g. coaching.

109. Suggestions were made that there should be a new qualification to cover associate teacher/tutor teacher/expert teacher roles to provide career advancement opportunities with appropriate remuneration. Schools would need new entitlements for staffing and resourcing. Linking schools into collaborative and cohesive groups around developing teacher practice was encouraged.

### *Leadership in Schools*

110. Some felt that appointment to principal should follow a recognised pathway, including formal learning, and secondment experience.

111. There was support for mentoring and secondments but cautions that there would need to be considerable resourcing to be sure about clarity of selection, choice and equity of access.

112. Some felt there should be ‘dispositions to leadership’ as well.

113. Several commented that the educational and administration leadership cannot be separated but there needs to be more human and technical support to ease the job of principal.

114. Some suggested contracts for retiring principals to take on mentoring and coaching roles. There was also a suggestion to enhance current sabbatical allocation to ensure opportunities for professional learning.

115. Regional principals noted that there should be incentives for deputy principals and principals to work in and be seconded to rural schools so that these positions are not seen as career limiting.

116. Some noted the experiences developed under EHSAS which could be used to build collaborative networks that support all principals and where small schools can link together to develop professional learning that leads to improved student outcomes.

117. A suggestion was made that there should be advisors to assist BOTs with the appointment of principals.

*Leadership of Profession*

118. Many submissions felt there should be more emphasis on the work that the Teachers Council has done over the last decade and that it should be given more responsibility and independence. The developments in the area of teacher registration, approvals and monitoring processes and mentoring of beginning teachers has been widely consulted on and agreements reached with the profession.

119. Many disagreed that the Teachers Council should take responsibility for professional development. Many were adamant that professional development should be school based and with a practical focus. Others felt that professional development should be the responsibility of and with leadership from the Ministry of Education.

**Feedback from Teacher Educators and ITE providers**

120. Thirty submissions were received from teacher educators, 10 of which represent groups or institutions and another 20 which came from individuals. The focus of these submissions was on the proposals for initial teacher education and the mentoring aspects of career progression.

121. On the whole, there was support for the proposal that entry into teaching should be dependent on a post graduate qualification. Teacher educators would, however, like to see flexibility or alternative pathways within this model. Whilst they want strong candidates to apply for teaching and want entry standards to be high, they also believe that improvements can be achieved through the current multi-pathway system for entering teacher training.

122. Some raised concerns about whether three trimesters is enough to learn to teach and be classroom ready, for primary teaching. Many felt that current four-year bachelor's degrees or four-year conjoint degrees offer what the proposal suggested, or that the undergraduate degree should be an education specific professional degree. Some also raised concerns about the depth and breadth of curriculum knowledge that is required for primary teaching with particular reference to numeracy and science education.

123. Most submissions cautioned against placing too many demands on beginning teachers. There are concerns about the amount of time the trainee would be expected to teach. Many commented that novice teachers find it impossible to complete any academic work while beginning their teaching practice (under current settings). But others noted that this could be an opportunity to change traditional post-graduate programmes to better support and assess beginning teachers' practice.

124. Most institutions commented that they already include a 'disposition to teach' in their selection processes and monitor students throughout their programmes. Some noted that there would need to be work on valid and reliable approaches to this assessment. Dispositions can also be developed over time through engagement, critical reflection and interaction.

125. Most teacher educators welcomed the suggestion of strengthening the relationship between schools and providers and providing better support for the first two years of teaching. Resourcing for the training of mentors (associate and tutor teachers) and time allowance to do the job would be necessary to be effective. A career and payment structure that recognises mentoring is seen as highly desirable.

126. There was a concern raised about fitting initial teacher education programmes into university regulations and structures, the emphasis on doctoral qualifications and research being required of staff rather than knowledge and expertise of teaching, and the reduction of contact hours making programmes more theoretical than practical. There is a perception that programmes needed to have more teaching practice, along with targeted feedback.

127. A private provider considered the proposals for initial teacher education and induction as expensive and misguided. They considered that, if proposals are applied to current settings, this will result in significant cost increases to students and government, with universities standing to gain financially from (current) funding regulations. They also raised the issue of increased costs for formal mentoring in schools indicating that there was no evidence based guarantee that this increased cost will result in improved teaching and educational outcomes.

128. Some expressed a view that a Masters degree should be left until the teacher had completed significant teaching experience eg until the third to fifth year of teaching. They considered that in the first two years of teaching beginning teachers need to focus on the process of teaching and learning.

129. Other suggestions for improvement in the teacher development area included:

- Using/continuing reflective portfolios to record growth as a teacher. Teachers should demonstrate that they are continually reflecting on and refining their practice, engaging in study and evidence based learning.
- There should be a stronger link between standards of capability and performance, practice based qualifications and promotion.
- Moving to principalship should also be related to a formal process of development accompanied by formal assessment and qualifications.
- The Teachers Council should be given greater responsibility and resources to audit initial teacher education and induction, to increase effectiveness and reduce variability.

