



STRATEGIC OPTIONS FOR
DEVELOPING FUTURE ORIENTATED
INITIAL TEACHER EDUCATION

EDUCATION COUNCIL

NEW ZEALAND | Matatū Aotearoa



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EXECUTIVE SUMMARY

Initial Teacher Education (ITE) is a critical contributor to the ongoing development of the teaching profession. It is a strategic priority for the Education Council of Aotearoa New Zealand (the Education Council) and closely tied to the Education Council's other key priorities of building the professional learning of existing teachers and the development of professional leadership. The Education Council believes the future of ITE should be considered as part of this wider perspective, rather than in isolation.

Teachers work in a rapidly changing context. The increased level of expectations for teachers to make a difference, the growing understanding of what effective practice looks like, the changing nature of what student teachers should learn and how they learn, the increased recognition of the importance of culture and family/whānau relationships to learning, the diversity of learners, the impact of technology, and the wider changes in work and society, have raised the requirements of teachers as practising professionals. In short, the challenge of being a teacher is more complex than previously understood, and ITE should reflect this.

Specifically, ITE needs to ensure graduating teachers have a sound theoretical understanding of pedagogy and curriculum content knowledge. They must have sufficient practical experience to manage their learning context, cultural competence and good relationship management skills. They need a sound understanding of their professional responsibilities and the ability to continually review and adapt their practice with changes in context, learner needs and the evolving understanding of learning processes.

ITE needs to equip its graduates with the capability to be effective in whatever environment they work in today and the skills to continually adapt their practice to meet the needs of tomorrow.

What Does a Future-Focused ITE System Look Like?

A future-focused ITE system will need to attract into the profession able applicants with high cognitive abilities and the required dispositions to teach and learn. It will need to provide strong theoretical foundations and the skills required to be an adaptive practitioner, offer rich practical experience that supports effective integration of theory and reality, and provide good understanding of day-to-day teaching practice. It must maintain robust quality assurance and support successful transition for graduates into the profession.

There is little current evidence of how well the ITE system is performing in these respects, but there are sufficient

questions in areas such as entry requirements for ITE, the nature of practicums, and the difficulty many graduates have in finding a job, to suggest the current system could be strengthened.

This is not to say the system does not produce capable graduates. Rather that if the system is to meet the requirements of the future, change is required.

At a system-level, building a successful future-focused ITE system will require clarity of purpose, system coherence, and enhanced status for the profession of teaching. The Education Council has the mandate to exercise leadership on behalf of the profession in each of these areas, in conjunction with other education agencies, ITE providers and stakeholders in the Early Childhood Education (ECE) and school sectors. The Education Council's responsibility for the overall development of the profession enables it to make the necessary connection between ITE and teacher professional learning and leadership. It has the opportunity to think holistically about how the ITE system works.

The Education Council's Role

Establishing clear standards for graduating teachers is central to the Education Council's role. There is a strong case for revising the current standards to put more emphasis on the demonstration of valued professional practice, including an inquiry-based approach, and the adaptive expertise required to thrive in a changing environment. The standards should also be clearly related to the Education Council's Practising Teacher Criteria, illustrating the development of expertise expected as graduates grow in their practice and increase in experience as teachers.

The Education Council will also consider how it can contribute to strengthening assessment of each individual graduate using the Graduating Teacher Standards, through working with the profession to design professional development in assessment (similar to the Appraisal of Teachers project) and/or moderation processes and/or the introduction of assessment tools.

Clarity about the standards required of a teacher, and reliability of assessment against those standards, would help incentivise good decision-making by providers about other factors that influence quality outcomes. However it might take time to put this in place and the Education Council believes action in other areas is also warranted.

Whether ITE should be a graduate or post-graduate qualification is a question resulting from the current exemplary post-graduate programmes. A future-orientated view of teaching suggests the required cognitive and inquiry related capabilities are more consistent with teaching becoming a post-graduate profession. The Education Council wants to further explore the implications of such a goal for different parts of the sector, and how they could be given effect. Such a discussion could include consideration of how a post-graduate qualification would be adopted as the benchmark for the profession; whether it should be a requirement for registration as a teacher, or an aspiration for teachers as their teaching careers develop.

The processes for practicum across programmes require further development. Rather than regulate for this, the Education Council will work with providers and the sector, including Normal Schools, which have had a longstanding role in this area, to develop a better understanding of practices known to be helpful in developing the agreed graduate competencies. We will also look at better supports for the professional development of associate teachers. The development of a qualification for associate teachers is also being considered.

Entry Requirements

Requirements for entry into ITE are a contentious matter. Given the future capability teachers require, and the limits on what can be done in ITE alone, there is a strong case for lifting entry requirements for academic capability generally, literacy and numeracy, and content knowledge that supports teachers' ability to work with the relevant curriculum. While the nature of the valued content knowledge might be sector specific, it is important that potential teachers in all sectors have the capacity to deepen and expand their understanding of the curriculum areas they will be required to teach. The Education Council wants to work with providers and other stakeholders to develop a system-wide approach on these issues. This could include the development of shared tools to use in the selection process, including assessing dispositions to teach.

The transition of new graduates into the workforce, and their progression to full certification, is also important. While the Education Council and its predecessor have already put significant effort into this, there is scope to do further work in encouraging ongoing engagement between

providers and their graduates. There are opportunities to develop a stronger professional pathway for teachers who wish to specialise in supporting the induction of graduate teachers. Expectations on the responsibilities of professional leaders to support graduate teachers in the interests of the profession, rather than the interests of their own institutions, need clarifying.

Supply

The ITE system would be strengthened by a more proactive approach to managing the supply of new graduates nationally. More and better information on likely future workforce needs would help reduce the incidence of periods of over and under supply of teachers (in aggregate and in specific locations) with additional benefits for the overall attractiveness of teaching as a career, and the planning of programmes by providers. The Education Council will work with other education agencies to encourage this. Overall, a more managed approach to the numbers enrolled in ITE programmes might support a stronger focus on the quality enhancements needed for the future (for example, fewer numbers of enrolments might support better quality practicum experience).

ITE programmes are currently funded at a rate that is lower than many other applied professional qualifications. The current Exemplary Programmes project developed by the Ministry of Education provides higher levels of funding to support enhanced practicum experience, as well as stronger research linkages. The Education Council supports consideration of ITE moving into a higher funding category, in conjunction with a move to a post-graduate level qualification, and moves to strengthen the quality of outcomes. Tighter entry requirements and some further reduction in funded enrolments (there has already been a 25 percent reduction between 2010 and 2014) could help to manage the fiscal cost of such a change.

The Network

Finally, the network of ITE provision is uncoordinated. For a small system there are a large number of providers and an even larger number of programmes. A stronger focus on quality standards and entry requirements will help mitigate the adverse effects of this diversity and concerns about consistency of outcomes. The Education Council would like to work with the Tertiary Education Commission (TEC) to encourage greater coordination between providers; also looking at provision in particular locations or areas of specialisation, so supply in essential areas is not compromised by fragmentation of delivery and associated loss of economies of scale.

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SUMMARY OF RECOMMENDATIONS

There are a number of recommendations throughout this paper which are summarised here.

Setting standards for, and assessing graduate outcomes

- Initiate a process to develop a new set of Graduating Teacher Standards. A revised set of Graduating Teacher Standards should explicitly describe the practices and impacts that graduating teachers need to demonstrate, and would relate to the Practising Teacher Criteria to set out the pathway for developing expertise as a teacher.
- Investigate and consult on both short-term and longer-term options for providing greater confidence about the robustness and consistency of provider assessments using the current and any future standards.

Requirements about the design of ITE programmes

- Review current ITE programme approval, review and monitoring processes in light of what is now known about good practice in this area.
- Engage with the sector to form a position on how a post-graduate qualification would in time become the benchmark for membership of the teaching profession.
- Investigate ways the Education Council could support better quality practicums in ITE programmes, including the sharing of best practice and the development of associate teacher qualifications as part of the professional learning pathway of an expert teacher.

Requirements for entry to ITE programmes

- Adopt a position that entry requirements to ITE programmes should be strengthened.
- Work with the sector to determine what those strengthened requirements should be and how they should be applied.

- Seek to develop, in conjunction with the sector, tools that would support consistent provider decision-making regarding core requirements for entry to programmes.

Management of a graduate's pathway to full certification

- Promote a focus on improved induction for graduates into teaching and consider, in discussion with sector partners, how it can use its mandate, not just about ITE but also teacher professional learning and professional leadership, to identify ways the multiple stakeholders of ITE might collectively support improvement in this area.

Management of the supply of new graduates

- Work with other education agencies to make information on likely future education workforce trends and demand for new graduates more readily available to both providers and those considering teaching as a career.
- Promote discussion amongst education agencies and providers as to the desirability of adopting a more proactive approach to managing the total numbers enrolled in ITE programmes at a system-level, and the options for doing so.

Funding of programmes

- Give consideration to the case for an increase in the per student funding rate for ITE to support the quality of programmes the profession will need in the future, following any changes to ITE content requirements.

Management of the network of provision

- Focus on ensuring consistently high-quality outcomes from ITE programmes as the best way of ensuring the network of provision is efficient and effective.
- Facilitate discussion amongst providers to encourage greater coherency and collaboration between programmes so that overall system needs are well met.

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THE CHANGING EDUCATIONAL LANDSCAPE AND ITS IMPLICATIONS FOR ITE

INTRODUCTION

A key concern for any profession is the arrangements for entry into it. What skills and attributes an individual must bring, how they should be prepared to practice as a professional, and how they are inducted into, and supported through, the early stages of their career as a practitioner are key factors influencing the overall standing of a profession and how it sustains and enhances professional practice over time.

Therefore, for the Education Council, charged as it is with providing professional leadership within New Zealand education, the processes by which new teachers enter the profession are of critical importance. They sit alongside, and as this paper will discuss, are interdependent with, the ongoing professional learning of teachers, and the enablement of professional leadership as a key strategic priority for the Council.

The Education Council wants this paper to support discussion and provide direction in this critical area. The paper explores:

- the strategic drivers affecting the teaching profession, and hence the profession's requirements of ITE
- the current operation of the ITE system
- how the ITE system might need to develop in the future to meet the needs of the profession and, ultimately, the needs of New Zealand learners
- what the options are for the Council to best support this development.

THE CURRENT EDUCATIONAL LANDSCAPE

ITE is preparing the teachers of the future. As such, it needs to take account of both what is known about quality teaching today—the expertise required to support student learning—and of emerging new knowledge and approaches for teaching and learning. It needs to understand the changing local, national and international context, and the anticipated future needs of students. ITE sits within an educational context that changes at a rapid rate.

There is now stronger evidence of the impact of teacher practices on student learning and an increased expectation for evidence-informed practice. The evidence that teachers can and do have such a powerful influence on learning has led to an expectation that every student has the right to learn, and that schools and early childhood centres should be supporting and enhancing learning for every student.

Quality teaching has always relied on strong student-teacher relationships. The newer dimension is again the evidence of the significance of these relationships for learning. The relationship between the teacher and student is critical, as is the need for teaching programmes to build on students' identity and culture. The increasing diversity of the New Zealand population makes this demanding and complex.

The curriculum and its implementation is complex too. Te Whāriki, The New Zealand Curriculum, and Te Marautanga o Aotearoa are designed to provide students with the expertise needed to progress through early childhood education and school, and to prepare them for success and wellbeing in an unknown future. These overarching documents outline the valued areas of curriculum knowledge and competencies, and it is the responsibility of schools/kura and centres to design and implement curriculum that address these requirements, and the needs of their students. Bull & Gilbert (2012)¹ suggest that the inclusion of competencies, which are more complex than skills and “draw on knowledge, attitudes, and values in ways that lead to action”, signal new curriculum demands. This, in turn, implies ongoing change in the nature of teaching and learning, and the role of the teacher in the learning process.

Overall, in recent years the work of teachers has increased in complexity. At the same time the ways of working are changing rapidly.

In common with all workplaces, technology is having a significant impact on the work of teachers and the way they practice. Technology offers new ways to organise and access learning which, in turn, has implications for space and time, as well as for the kind of expertise teachers need.

In addition, as with all professions, there is more explicit focus than in the past on accountability. This includes accountability for student progress, for their pastoral care, and for professional behaviour.

Another significant shift in the work of teachers is the growing emphasis on collaborative work and the de-privatisation of practice. It has always been common for colleagues to work together to design programmes, but there is increasing demand for shared practice in assessment and moderation, and in the analysis of data and discussion about implications for each student. Shared practice and new ways of working are also required when working in schools designed as modern learning environments. Associated with these changes is a valuing of collaborative inquiry—given there is compelling evidence this is a powerful way to identify practices that have a positive impact on student learning.

The introduction of Communities of Learning offers yet another change to the way schools/kura—and in many cases early childhood centres—work together and support the journey of students as they progress through the system. These too will place collaborative demands on teachers and new contexts for collaborative inquiry. They will also provide new opportunities for the way ITE might organise its practicum, and for the way in which beginning teachers are supported and mentored in the early years.

It is not just collaboration with colleagues that has a greater emphasis, but also the importance of working with parents/whānau. They are key to enabling schools/centres to offer culturally responsive programmes and ways of knowing the students. In addition there are a multitude of other experts that schools/kura and centres use to enhance the curriculum offered, and to provide specialist support to individual students.

Again in common with other professions, the education profession is now more consultative in its approach with their most important “stakeholders”, parents and the community. There is a demand for ongoing professional communication and for school/kura and centres to be proactive and responsive to parents and the community.

It is, of course, not just the work of teachers that is changing. The changing nature of all work has placed an increased focus on the importance of continuing to learn. Professions are placing a high value on the maintenance and continual development of professional expertise, arguing that this is a responsibility of the individual professional and the employer. For teachers and teaching, an inquiry-based approach is advocated as a way to enhance student learning, as well as to provide the kind of environment that enables teachers to continually learn more about practice that impacts on learning.

¹Ally Bull and Jane Gilbert. *Are We Swimming Out of Our Depth? Leading Learning in 21st Century Schools*. New Zealand Education Council for Education Research 2012 p.5

All these changes affect teachers and teaching and need to be taken into account in the preparation of our future teachers. They imply a significant step change in the nature of professionalism required of teachers from what might have been perceived in times past, and a capability to respond to ongoing change in both the context for teaching and many aspects of the job itself.

DESIRED OUTCOMES FROM ITE

If we are to know how best to influence the ITE system for the future, we need to have a strong sense of what are the most important outcomes for ITE to achieve in this changing landscape. Some of the discussion about the quality of current ITE programmes perhaps arises from differences in view about what it is most important for ITE to achieve. ITE cannot be all things to all people, but rather must equip graduates with the critical capabilities required to be an effective teacher that they cannot and will not learn elsewhere.

To inform thinking on this, a group of stakeholders was convened to provide input into what they believe are the essential outcomes from ITE.

There are many ways the outcomes of ITE are articulated, but they cover three essential areas: the knowledge required; the ability to demonstrate professional practices known to support learning; and the ability to apply valued professional attributes in the service of learning and the profession. A summary of the desired outcomes in each of these areas identified by stakeholders follows. A fuller list is contained on page 21.

A graduate of ITE needs knowledge of students and learning and of curriculum. This includes an understanding of the curriculum content knowledge in the areas they will be teaching, how to support learning of both content knowledge and key competencies, and how to use assessment to inform teaching and support student learning. They require knowledge of relevant educational legislation and policies, of the range of professional supports and resources available to teachers as well as those available to students and their families/whānau, and of the current and emerging national and international issues that impact on students and learning, teachers and teaching.

A graduate should demonstrate professional practice in the areas known to impact on student learning. This includes creating a safe and productive learning environment for all students and planning and implementing classroom/centre programmes using inquiry-based approaches. It includes supporting student participation and engagement through culturally responsive practices, taking account of different world views and the values and priorities of the student's



community and the wider school/centre community. Given the emphasis in the national curriculum documents, it also requires knowing how to help young people learn to learn.

In addition to productive working relationships with students, a graduate needs to be able to work effectively with other teachers, showing skills for working collegially and collaboratively in the pursuit of improving practice.

The stakeholders placed a high value on the qualities—the professional attributes, the dispositions required of a beginning teacher. There is a need for them to have a strong sense of responsibility and accountability, an appreciation of the positive impact education can have on individuals and society and a belief that as a teacher they can make a difference. They need to be collaborative and open in communication and able to build and sustain productive relationships with students, colleagues, parents/whānau, other professionals and the community. Stakeholders perceive that graduates need to be increasingly aware of maintaining appropriate professional boundaries— particularly with the prevalence of social media use.

Importantly, they need to be a learner; able to seek and accept feedback and interested in engaging with other professionals to expand knowledge and practice in a rapidly changing education environment. As highlighted by the stakeholders, and clearly articulated in the research literature, the professional knowledge, practices and attributes are both learnt and exhibited in an integrated way. This has implications for the way Graduate Teacher Standards are articulated and assessed as well as for the way ITE is constructed.

Overall, the ITE experience needs to position a new graduate to work effectively as a teacher immediately, and provide them with the tools needed to continue to adapt and improve their practice.

IMPLICATIONS FOR THE ITE SYSTEM

To achieve the outcomes that are appropriate for the current and future education context, the different components that make up our system of ITE collectively need to ensure that:

- The best and most suitable candidates are attracted to teaching as a career. Key requirements such as a passion for student learning, relevant curriculum content knowledge, good relationship skills, the ability to function at a high cognitive level and an interest in continuing to learn can only in part be developed within ITE programmes. Student teachers must come to their programmes already possessing strengths in these areas if they are going to graduate with the required attributes.
- Programmes provide student teachers with strong theoretical frameworks, core content and pedagogical knowledge and critical competencies that will enable them to be skilled adaptive practitioners. Programmes should be designed to integrate these elements in a way that lays the foundations for graduate teachers to adopt an inquiry-orientated approach to their practice, and enable them to fully implement the curriculum.
- Practicums are structured and supported to provide student teachers both with sufficient knowledge of school or ECE routines and processes to enable them to function with confidence and competence on day one of their career as a practising professional and also to build their capabilities in inquiry and adaptive practice. Programmes need to achieve effective integration of theory and practice to achieve the latter. Strong partnerships between associate teachers/institutional leaders and ITE providers are required to achieve this.
- Clear standards are set which specify what is required for a teacher to enter the profession and robust processes exist for assuring these standards are met.
- Graduates are supported as they transition into the workforce so they continue to grow in their professional knowledge and ability to enquire into, and enhance, their practice as well as complete the process of full certification as a teacher.

HOW DO CURRENT ITE PROGRAMMES MEET THESE REQUIREMENTS?

This section evaluates how our current system matches up against these sorts of requirements.

ITE is a topic everyone in the sector has a view on. In much of the comment that is heard there appears to be an element of “the graduate I employ is fine, but the system is less so”.

In reality, the evidence base for assessing current ITE provision is relatively thin. We have no data on the actual capabilities of graduating teachers. The nearest we have to any information about this are surveys of graduate satisfaction with their programmes of study undertaken over a number of years by the Education Council’s predecessor, the Teachers Council. Individual providers do this as well. Mostly these surveys show the majority of graduates (but not all) are satisfied with the preparation they received in their programme.

However, we also know the following about the system:

- There are 156 programmes and 25 providers in New Zealand. In the absence of system coordination or leadership, there is the potential for fragmentation of effort, loss of economies of scale and variability in quality.
- The number of students studying in ITE programmes at any one time is determined entirely at the level of the individual provider, with no overall input as to system requirements for number of graduates either in aggregate or in specific sectors or disciplines. This risks periods of over- or under-supply as well as shortages of qualified teachers in specific curriculum areas or locations.
- Although there have been moves in recent years to strengthen entry requirements for ITE programmes, there is still concern about whether all entrants to programmes (particularly for those aged over 20 where entry at a system-level remains open) have the necessary preparation to enable them to succeed at the required academic level. A perception remains that entry to ITE is relatively easy and therefore risks being seen as a last resort with potential implications for the quality and standing of the profession.²

² In a 2010/11 study, Linsell and Anakin (Chris Linsell and Megan Anakin *Diagnostic Assessment of Pre-Service Teachers’ Mathematical Content Knowledge* Mathematics Teacher Education and Development 2012 Vol 14.2, p.4–27) administered two separate diagnostic assessments of mathematics content knowledge to groups of “pre-service” teachers and found that the majority did not “demonstrate the content knowledge needed to meet the professional standards of a practising teacher”. This could be a function of both entry criteria and programme content.

- The organisation of practicums is variable, with some providers occasionally finding it difficult to find adequate numbers of placements. Sites for schooling sector practicums now extend well beyond normal schools, which historically have specialised in this area. The input of associate teachers is also variable, reflecting the experience and enthusiasm of individuals and their institutions rather than a systematic approach to ensuring that associate teachers are adequately prepared for the role.
- The Education Council's Graduating Teacher Standards provide a benchmark for accrediting programmes, but judgements about whether individual graduates meet the standards rest with providers, and there is no national moderation of judgements made. There are undergraduate programmes over three years, graduate programmes over one year and now Masters programmes also delivered over one year, and a field-based post-graduate diploma of just over two years. All should lead to a teacher of the same capability on graduation but the variability of pathways, and the lack of robust system-level evidence on the capability of graduates, leaves open the possibility that the actual capability of graduating teachers is variable.
- Less than 20 percent of graduates from ITE programmes producing teachers for the school sector secure permanent full-time teaching positions. A trend noted by some has been for employers, particularly in the school sector, to increasingly prefer experienced teachers over graduates. A perception exists within at least some parts of the sector that ITE has become increasingly academic and that newly graduated teachers lack the practical skills to manage in a class or centre in the way expected of them.
- Only around 50 percent of graduates move to full certification (previously full registration) within three years, at least in part because the opportunities are not available for them to be sufficiently employed to do the work necessary to proceed to full professional standing.

It should not be concluded from this that the current ITE system is completely broken, or that it does not produce some outstanding graduates.

That is not the question that is at issue. Rather, the question is whether or not the current system and the management of it, produce all the outcomes required to meet both current and future education system and student needs. It appears that changes in areas such as system coherence, specificity of outcomes, programme design and entry into ITE could help to ensure that the outcomes the system needs from ITE are consistently attained to a high standard in the coming years. How these changes might be achieved is the focus for the remainder of this paper.

POSITIONING THE ITE SYSTEM FOR THE FUTURE

Whole of System Perspectives

In thinking about how the ITE system might take a more future orientated approach, it is useful to first consider some aspects that relate to the system as a whole. These include:

• Being clear about the purpose of ITE

It is important to decide where the role and purpose of the ITE system sits. Over the last 25 years policy settings have not clearly distinguished between a teaching qualification as a specific vocational qualification and part of tertiary education more generally. Thus numbers of ITE graduates are not tightly linked to those gaining employment in teaching and there has sometimes been the view that a teaching qualification is generally useful, even if not used to teach.

So does it matter how the purpose of ITE is viewed? It might if it leads to a situation where changes in provision that would improve quality and fit for purpose from a vocational qualification perspective (for example, numbers in programmes or level of qualification) are ruled out because they do not fit with the more general approach to tertiary education. The proposition in this paper is that, if there is potential conflict, the ITE settings should be driven strongly off the perspective of what is required to produce good outcomes for the teaching profession, even if this means reducing the appeal of ITE as the route to a useful qualification for more general purposes.

• Clarity regarding the Education Council's role

There are many parties involved in the management of the ITE system. Aside from providers themselves and the Education Council, the Ministry of Education (MOE) remains active in the space both because of its own responsibilities to the teaching workforce and outcomes of the system. The TEC is responsible for managing the Government's investment in tertiary education and NZQA and the Committee on University Academic Programmes (CUAP) are also involved in approving programmes leading to qualifications within their purview. This multitude of players and roles has the potential to create confusion and make it difficult to achieve momentum on initial teacher education issues.

The Education Council believes the time is right for it to exercise its leadership role on behalf of the profession, in overall management of the ITE system. This does not mean the Education Council should do everything in the system, but it believes that its role is to facilitate the development of a coherent vision as to how the system should move forward and to coordinate the actions of the different players to achieve that vision.

Assuming this role is entirely consistent with the overall mandate that has been given to the Education Council to enable leadership of the profession and the specific responsibilities it has for the development of different parts of the profession. ITE cannot be seen in isolation from the professional learning of teachers once they are working in the system and the role of professional leadership within the system. Each is critically dependent on the other.

What teachers learn in ITE should lay the platform for their ongoing professional learning as they advance in their career. Part of the ongoing professional expectation of experienced teachers should be that they contribute to the development of their colleagues, including student teachers and newly graduated teachers. Such interaction can also strengthen their own professional practice.

Leaders in the system need to see their responsibilities as being not just to their institution, but to the system as a whole. This means leaders accepting responsibility for their role in the successful preparation and induction of new teachers as a system contribution that supports the ongoing renewal and strengthening of the profession.

Because the Education Council has responsibility in each of these professional areas it has the ability to ensure strengthened connections between them for the benefit of the profession as a whole and more specifically the successful preparation of new teachers.

• Coherence and collaboration

ITE provision should operate as a coherent system. The history of the ITE system over the last 25 years is that it has comprised a set of providers operating independently or in competition with one another. Decisions on management of the system have been taken in a piecemeal fashion (sometimes by different authorities) with little sense of an overall direction or of how individual decisions interact with other policy settings. Decentralisation does offer scope for localised innovation, but this does not always produce system-wide benefits and should not be at the expense of overall coherence and effectiveness. The formation of the Education Council provides a new opportunity for addressing this because the Education Council has a mandate to think about the interests of the profession as a whole at a system-level.

Discussion with stakeholders indicates that this mandate is accepted by many in the sector. Thus there is the potential for the Education Council, in partnership with providers and other key stakeholders, to bring greater coherence to the system through:

- leading development of an agreed view of the desired graduate outcomes from ITE, and
- encouraging providers and other stakeholders to play their part in support of the profession's agreed approach to ITE.

The Education Council is committed to working in ways that help make this coherence a reality.

The Education Council, of course, has regulatory authority in certain areas but its preference, wherever possible, is to use these powers in support of what has been agreed with the sector, rather than impose without agreement. In support of system coherence, the Education Council is also in a position to advocate for the profession and to seek to bring other central education agencies on board with the agreed approach.

• Seeing the status of the profession as central

ITE occurs within the overall context of how the profession is viewed: its social contribution, its quality standards and the nature of its work. Amongst the public generally everyone has experienced teaching and there is general regard for its importance. But understanding of the challenge of the role, and its potential rewards, is more limited. The profession as a whole has a responsibility and an opportunity to promote better understanding of this.

This has an important impact on ITE provision. Regardless of what else is done to continue to develop the system, ITE providers can only work with those who are attracted to the profession in the first place. Awareness of the crucial importance of the mission of teaching, the challenge and complexity of the role—that the profession is committed to excellence and is collaborative and supportive—will all encourage the most suitable candidates to consider a career in teaching.

Teachers, providers and education agencies can all help to build this awareness by better explaining what teaching involves, the changing nature of teaching and helping to promote positive stories of teachers' own success in their career and how they are making a difference.





The Education Council has a key role to play in this. It cannot do it all alone, but as the champion for the profession it has great potential to influence how the profession is perceived through the standards of practice and conduct it sets and enforces and the professional culture it promotes. And it can work with others to ensure that the mission and nature of teaching are well understood by the wider population.

SPECIFIC ISSUES OF ITE SYSTEM DESIGN

Having considered some general issues about the whole of the system, the remainder of this paper considers the following issues about specific aspects of the system:

- Setting standards for and assessing graduate outcomes.
- Requirements for the design of ITE programmes.
- Requirements for entry to ITE programmes.
- Managing a graduate's pathway through to full certification.
- Managing the supply of new graduates.
- Funding of programmes.
- Managing the network of provision.

While each area is discussed approximately in order of diminishing ability of the Education Council to directly influence it, in every area the Council recognises the importance of working with other stakeholders.

SETTING STANDARDS FOR AND ASSESSING GRADUATE OUTCOMES

A clear understanding of the desired outcomes from ITE is pivotal to both the actual delivery of those outcomes and confidence in the system. It is possible, at least to some extent, concerns that exist about the quality of ITE provision currently arise from different perspectives on what it is important to achieve in ITE programmes.

Moreover, having a clear understanding of what the desired outcomes are is necessary, but not sufficient, to drive performance in the ITE system. It is also necessary to be able to adequately measure whether those outcomes are being achieved.

The fact the development of clear measurable standards has been an area of focus in some international jurisdictions in recent years is worth noting..

Specifying desired outcomes from ITE is at the centre of the Education Council's role of deciding who can be granted lifelong registration as a teacher. So how it carries out this function currently and how it might carry it out in the future is pivotal to it successfully fulfilling its responsibilities for the profession. This is clearly an area where the Education Council has lead responsibility for the profession as a whole.

Currently the Graduating Teacher Standards are at the centre of the Education Council's efforts to specify desired graduate outcomes from the system. These standards were developed nearly ten years ago and all accredited programmes are approved, reviewed and monitored for their capacity to achieve the stated desired outcomes.

A high-level assessment of the standards relative to some other models drawn locally, and from overseas, indicates that the current standards do not place sufficient emphasis on the demonstration of valued professional practice. This means even if providers attempt to use them for the purposes they are intended, they are unlikely to provide consistent assurance that a newly graduated teacher is competent to begin working with students.

In addition, the current standards have not been constructed in a way that captures the developmental nature of the pathway a teacher will follow to become an expert teacher; that is, the Practising Teaching Criteria do not build on the graduate outcomes. Alignment between the Graduating Teacher Standards and the Practising Teacher Criteria would enable the profession and an individual graduate to focus on the valued outcomes and ensure opportunities are made and taken for continued professional growth as the graduate becomes more experienced.

There is a strong case for revising the current standards. Consistent with the preferred approach outlined in the previous section, the Education Council believes it is highly desirable that this be done in conjunction with all parts of the sector because that will help build a shared vision of what is expected of ITE and what is expected of a teacher. The Education Council also recognises that ultimately it is responsible for determining what the standards are, with a particular focus on practicality and measurability, in the interests of ensuring that consistent judgements can be made.

Revised standards should reflect the critical capabilities a graduating teacher should be able to demonstrate to ensure they are well positioned to meet future student needs in a rapidly changing world. Revised standards should also relate to a wider view of the development stages of a teacher as they grow in experience and expertise. Such

standards are essential. So too are more robust methods for gaining assurance that the standards have been met. Standards without reliable assessment using them are likely to have limited impact.

Programmes are currently accredited on the basis of assessment as to whether what is proposed looks like it will produce graduates who can meet the standards. However, only individual providers make an assessment of whether their graduates actually do satisfy the standards.

This opens up the possibility of the variable application of the standards (particularly given the way they are constructed) as well as more human dilemmas related to the difficulty of providers having to fail their students at the end of their programmes.

This approach could be strengthened, with a more robust approach to the development of evidence that demonstrates impact. Note that the Australian Institute of Teaching and School Leadership (AITSL) has recently revised its accreditation processes, which require providers to develop a plan for demonstrating impact. That plan forms the basis of their formative evaluation and development of evidence for accreditation and review.

Framing the standards in a way that makes more explicit what practices the graduating teacher is expected to be able to demonstrate might, by itself, help ensure more consistent application. In this way, Tātaiako is stronger than the current Graduating Teacher Standards.

Matching system-level data held by central education agencies could provide a longitudinal view of the pathway into teaching of graduates from different ITE programmes. This greater transparency would provide valuable feedback to providers, prospective students and employers about both the fit for purpose of programmes and the robustness of graduation decisions.

In addition, there are several other actions that could be considered to support consistent assessment of graduate outcomes against required standards:

- Peer moderation across providers or external moderation managed by the Education Council of a sample of graduation decisions could help to provide assurance and also help to improve consistency of judgement.
- Professional learning in assessment using the standards, along the lines the Education Council has previously provided for appraisal of teachers, could help to improve the quality of judgements being exercised.
- The development or promotion of an assessment tool, or ultimately the mandating of that tool. A well known

example of such a tool is the edTPA tool now widely used across individual states in the US for the purposes of teacher accreditation. It provides a multiple-measure assessment tool based on teacher candidate portfolios. According to Ingvarson et al “the edTPA asks a student teacher to give an account of how they planned, taught and assessed a unit of work. They ask for a range of evidence including lesson plans, teaching materials, student assignments, unedited video clips, and samples of student work over the course of the unit, together with commentary on how the evidence shows how they meet the standards.”³

An alternative approach would be to require providers to be more explicit in reporting their assessments of the quality of outcomes from their programmes in terms of subsequent teaching effectiveness of their graduates (an approach recommended by the recent Australian Ministerial Advisory Group on Teacher Education). The feasibility of doing this in a reliable manner would need further investigation.

The Education Council regards discussion about these different approaches as a priority because in its view, action in this area of specification and assessment of outcomes from ITE is the most important long-term step it can take to strengthen the ITE system. A stronger stance in this area would incentivise providers to address other potential areas of weakness, potentially mitigating the necessity for strong action in those areas. However, the challenge of doing this well and supporting the development and implementation of a robust and credible system should not be underestimated. This suggests action in other areas might still be warranted and some interim measures (for example, a moderation process) might still be desirable even if the long-term plan is a more substantial revision of the standards and more sophisticated assessment tools.

THE EDUCATION COUNCIL PROPOSES TO:

- **Initiate a process to develop a new set of Graduating Teacher Standards. A revised set of Graduating Teacher Standards should explicitly describe the practices and impacts that graduating teachers need to demonstrate, and would relate to the Practising Teacher Criteria to set out the pathway for developing expertise as a teacher.**
- **Investigate and consult on both short-term and longer-term options for providing greater confidence about the robustness and consistency of provider assessments using the current and any future standards.**

³ Lawrence Ingvarson, Kate Reid, Sarah Buckley, Elizabeth Kleinhenz, Geoff Masters, and Glenn Rowley *Best Practice Teacher Education Programs and Australia's Own Programs*. Australian Council for Educational Research 2014 p.16

REQUIREMENTS FOR THE DESIGN OF ITE PROGRAMMES

The Education Council currently sets out requirements for ITE programmes relating to the conceptual framework, research base, how the programme will meet the Education Council's Graduating Teacher Standards, processes for selection of candidates, practicum length and supervision, and organisation of programme delivery. These different aspects are examined as part of a programme approval process and monitored through an Education Council appointed monitor and periodic review.

As with all tertiary provision, ITE programmes in New Zealand must also obtain approval from either NZQA or CUAP to provide assurance they meet the requirements expected of a qualification at the proposed level on the New Zealand Qualifications Framework.

So there is no shortage of programme oversight, nor any reason to doubt the intent of that oversight. But it is timely to review how well current processes align with the latest thinking about effective programme accreditation. Ingvarson et al point out "more sophisticated systems for assessing and accrediting teacher education programs are emerging based on best practice principles ... these principles also identify aspects of programs on which it is possible to develop standards for 'benchmarking' programs."⁴

A well-known example of standards for accrediting teacher education programmes are those developed by the Education Council for the Accreditation of Educator Preparation (CAEP) in the United States. The point is not to argue that these are right for the New Zealand context, but that there is sufficient thinking available in this area to enable an evaluation of current processes. This would not diminish the priority already discussed of reviewing graduate outcome standards and methods for assessing these but could be a complement to, and indeed may in part be dependent on, stronger outcome assessment.

Beyond the quality of accreditation processes generally, it is useful to consider whether there are grounds for believing that particular aspects of programmes will better support desired outcomes and therefore should be promoted by the Education Council. Earlier discussion identified that a combination of well-designed practical experiences combined with strength in inquiry-based capabilities were key outcomes for every graduate. This suggests that the level of the qualification and the nature of the practicum may be obvious areas for the Education Council to consider in the context of its programme requirements. In addition, it is useful to consider whether the Education Council should

be more specific about programme length and content. The Education Council is also interested in programmes that prepare teachers to be able to work across different parts of the sector (for example: early childhood education and primary; primary and secondary).

Level of Qualification Required for Teacher Registration

The exemplary programmes project that has been in operation over the last two to three years has put much more firmly on the agenda whether initial teacher education qualifications should be at post-graduate level. The supporting argument is that the cognitive capabilities now required to be a successful teacher are much more likely to be acquired through at least some post-graduate study. These capabilities specifically relate to the ability to apply research and theory to understanding and enhancing practice. Offering programmes at post-graduate level can also be a way of raising the capabilities that candidates bring into ITE programmes.

The main argument often advanced against adopting a post-graduate level qualification as the benchmark for entry to the teaching profession is that it may make teaching as a career unviable for people who otherwise would make good teachers because of issues of affordability (a post-graduate qualification no longer qualifies for student allowances) and their past success (or lack of it) in education.

Every student should experience a teacher that has the necessary skills, regardless of the path they took through ITE. So the question really comes down to what is the minimum benchmark? Is the capability required to be an effective teacher in the future equivalent to that which can be obtained through an undergraduate or post-graduate qualification?

A decision in favour of a post-graduate qualification would raise practical issues for current programmes and providers. But these should not cloud the "in principle" decision. Transitional arrangements can always be developed if a shift in favour of a post-graduate qualification benchmark is deemed desirable.

It is a significant decision for the future of ITE and of the profession as a whole. Internationally, while it is true that post-graduate qualifications are the preference in some countries with strong reputations for quality teaching (Finland, for example), this is not universally the case (for example, Singapore where there remains a four-year Bachelor's degree pathway into teaching). Nor does research provide a strong guide.⁵ So the question comes down to one of judgement. Where does the profession want to put the stake in the ground?

⁴ Ingvarson et al *op cit* p.12

The Education Council believes that on balance, moving to post-graduate qualification as the goal for all teachers is desirable in positioning the profession where it needs to be in the longer term. As well as supporting development of stronger cognitive and inquiry-related capability amongst graduate teachers, it would also create more options for teachers to develop desirable specialist expertise related to teaching and learning.

It is important to note that if a post-graduate qualification was established as the goal for all teachers, it does not mean that such a qualification would have to take the form of the current master's programmes. As well as the current programmes, a shift of the graduate diploma to post-graduate level, eighteen month or two-year master's programmes (with the potential for part-time study) and four- to five-year master's programmes with entry at undergraduate level (such as occurs in Finland) are also possible options.

Even if a post-graduate qualification was established as the required benchmark, it might not necessarily be required for initial registration. Other options might be that a post-graduate qualification is something that teachers could be encouraged to undertake as part of their move to a full practising certificate or even subsequently during their career, perhaps as part of the development of a future expert (including associate) teacher category of a practising certificate.

There is clearly much to consider regarding what could be a key decision for positioning the profession for the future.

Practicum Design

In the practical components of programmes, the Education Council already sets some minimum requirements as to length and organisation (for example, a minimum of 14 weeks practicum for 1-year programmes and 20 weeks for 3- or 4-year programmes). But in its view it would be timely to revisit the current practicum arrangements and how fit for purpose they are.

Insights from the exemplary programmes as well as international developments (for example, increased use of teaching internships and in some jurisdictions field-based programmes) suggest there is scope for strengthening the practicum component of ITE programmes. This is not just in relation to the extent of the practicum, but how the arrangements for associate teachers, host schools and centres, and interaction with provider tutors can be organised to improve the learning experience for student teachers.

The Education Council understands the risks of it further prescribing curriculum requirements in terms of inflexibility and precluding beneficial innovation. But there are other things that it can do, including:

- Support improved understanding of practices known to be helpful in developing the agreed graduate competencies and sharing of experience amongst providers.
- As part of its broader professional mandate, strengthen both the development of and expectations on associate teachers' and professional leaders' roles in preparing graduate teachers. For instance, the Education Council could develop standards and support the development of qualifications for the role of associate teacher and/or support an accreditation system for schools and centres.

Programme Length and Content

Decisions by the regulatory body can also influence the length of ITE programmes. For instance, a decision by the then Teacher Registration Board in the late 1990s to approve for registration purposes a three-year Bachelor's degree ITE programme developed by the Auckland College of Education opened the door to most providers shifting their undergraduate degree from four to three years duration.

If there is a concern currently about programme length, it is probably that programmes are struggling to cover all that is expected of them in the time available. A move by the Education Council to encourage longer programmes would not be desirable on its own, as it would not guarantee any improvement in outcomes and could work against innovation in programme delivery.

⁵ A synthesis of the evidence as to effective ITE undertaken in the United States for the National Research Council (National Research Council *Preparing Teachers: Building Evidence for Sound Policy* Washington 2010 p.174) concluded that the data and research does not exist to allow conclusions to be drawn about the characteristics of teacher preparation programmes that are likely to lead to the most effective teachers.



Any concerns about programmes not being able to cover the required ground could be addressed by setting out more specifically the required content areas, leaving providers to decide how best to deliver these (as well as look more closely at what student teachers should bring into ITE—discussed in the next section).

Current regulations do not specify a core curriculum for ITE (aside from specific reference to cultural competency and special (inclusive) education). If there were a move to be more specific about content of programmes there would need to be a broad discussion about what was to be prioritised. In many ways this might mirror a discussion about desired graduate outcomes.

The Education Council's preference is to prioritise obtaining agreement on desired outcomes and leave providers to decide the programme content and length required to achieve these outcomes.

THE EDUCATION COUNCIL PROPOSES TO:

- Review current ITE programme approval, review and monitor processes in light of what is now known about good practice in this area.
- Engage with the sector to form a position on how a post-graduate qualification would in time become the benchmark for membership of the teaching profession.
- Investigate ways the Education Council could support better quality practicums in ITE programmes, including the sharing of best practice and the development of associate teacher qualifications as part of the professional learning pathway of an expert teacher.

REQUIREMENTS FOR ENTRY TO ITE PROGRAMMES

As already noted, currently admission to programmes lies largely at the discretion of providers, with some caveats. Students under the age of 20 must have University Entrance (UE). The Education Council's requirements for the approval, review and monitoring of ITE programmes requires providers to assess the English language and numeracy competency of candidates and also sets requirements for candidates who have English as an additional language. The Education Council also specifies a level of proficiency in Te Reo Māori for entry to Māori medium and bilingual programmes.

There is good reason to think carefully as to whether current arrangements in this area are sufficiently robust. Ingvarson et al⁶ cite research from the United States as indicating “the academic ability and qualifications of entrants is important in selection for a number of reasons. There is a relationship between scores on verbal ability and scholastic aptitude tests, and eventual teaching effectiveness. Candidates with strong academic qualifications are more likely to be effective teachers, as measured by growth in students’ test scores. Deep subject-matter knowledge is a necessary condition for being able to use effective methods for teaching that subject matter.”

⁶ Ingvarson et al *op cit* p.xiv



O'Neill et al,⁷ in a study undertaken for the Ministry of Education, conclude that there is “some emerging convergence on the desirability of using standardized instruments to assess disposition to teach at the point of entry, as part of a multi-method selection process. This is both to ensure that the most appropriately disposed candidates are selected and to avoid expending time and resources on candidates who would need extraordinary levels of support to meet the required disposition standards.”

This last point seems particularly pertinent. Regardless of whether, at least to some extent, required abilities and dispositions can be developed in ITE programmes, the reality is that ITE programmes have time constraints and are best used to focus on those aspect of teacher preparation that a candidate will not or cannot acquire elsewhere.

Overall, selectivity in entry seems very desirable. High selectivity is evident in strongly performing education systems where the quality of teaching is held in high regard (for example, Singapore and Finland). Aside from the obvious benefits of more likely successful ITE experience and quality of outcomes, having high entry standards may help to reposition teaching more generally as a high status profession and one that it is a privilege to enter.

It is recognised that well motivated concerns to ensure that people with a diverse range of backgrounds can enter teaching can sometimes lead providers to admit candidates who will need significant support to succeed. It may not always be possible to provide that support in programmes because of constraints in time and money, creating a risk that development needs identified on intake are not addressed. On balance, further strengthening in entry criteria seems desirable.

The already cited evidence of weakness in numeracy amongst ITE students suggests an area for attention. The previous Teachers Council recognised this by deciding to investigate the potential use of the TEC's Literacy and Numeracy for Adults Assessment Tool to assist in entry decisions.

There is also a case for reviewing the requirements about curriculum content in previous qualifications for those seeking entry to graduate programmes. Again this was recognised with the implementation of a policy on Academic Entry to Graduate Programmes in 2009 by the previous Teachers Council, along with a number of “in principle” decisions made in 2015.

More generally, as already discussed, teaching is a complex process and requires the ongoing adoption of new expertise in light of new knowledge about teaching and learning and the changing nature of the teaching and learning environments. As a result, the cognitive abilities of teachers need to be high. This suggests that the general academic entry requirement should be higher than the UE level for under 20s and higher and more explicit for those over 20, even if it risks more people being precluded from teaching as a career. The answer to that last concern is not to lower entry standards below those required to be successful in ITE, but to ensure that students are given every opportunity by way of bridging programmes to reach the required standards for entry.

The Education Council wishes to work with providers and other stakeholders to develop a new (higher) set of entry criteria that could be applied across the system.

For example, O'Neill et al suggest a work programme focused on developing an agreement across all stakeholders of the dispositions to teach that are essential for the New Zealand context in the future and which cognitive standards and non-cognitive dispositions should be assessed at the point of entry to ITE (and the instruments for these and nationally acceptable standards of entry). They also propose work on developing a “pragmatic consensus on the range of methods through which essential dispositions may be developed and assessed”. This seems to the Education Council like a good place to start in working with the sector.

The Education Council is well placed to work with providers to develop selection tools (for example, about dispositions and/or numeracy and literacy). For instance, some universities already use the TEC tool so drawing on their experience would seem potentially beneficial.

THE EDUCATION COUNCIL PROPOSES TO:

- Adopt a position that entry requirements to ITE programmes should be strengthened.
- Work with the sector to determine what those strengthened requirements should be and how they should be applied.
- Seek to develop, in conjunction with the sector, tools that would support consistent provider decision-making regarding core requirements for entry to programmes.

⁷ John O'Neill, Sally Hansen and Evelyn Lewis *Dispositions to teach: Review and synthesis of current components and applications, and evidence of impact*. Report to Ministry of Education 2014 p.50–51

MANAGING A GRADUATE'S PATHWAY TO FULL CERTIFICATION

The ITE experience of a graduate is only the first step in a teacher's professional journey. The process by which they are supported through the induction and mentoring phase of their career and the subsequent learning they undertake as they grow in their practice are all part of an ongoing process that will enable them to become a fully certificated and ultimately an expert teacher. If all of these stages do not work well, and are not seen as part of an integrated whole, then a high-quality ITE experience will be necessary—but not sufficient to produce the teachers we seek.

Anecdotal feedback suggests that currently some graduates do not get the opportunity to continue to develop their professional expertise. In the school sector significant numbers are not securing permanent teaching positions, or indeed any teaching positions, and so are not able to proceed through the expected stages of induction and mentoring to full certification in the expected manner or time period.

In the ECE sector the situation is a little different. In that sector, student teachers may already have a teaching position so employment may not be the main issue. But the same funding arrangements to support beginning teachers do not exist in the ECE sector, meaning that it is often harder for graduates to secure the professional support needed to enable their movement through to full certification.

The Education Council (and its predecessor) have invested significantly in support of the induction phase through guidelines and training, but if other conditions are not right then only a minority of graduates will progress in the desired way.

Of particular note in this regard is:

- The contact between a graduate and their ITE provider generally ends with graduation. While this is not surprising in traditional models of tertiary education, there is merit in considering how some extension of contact between the provider and the teacher after they secure their first teaching position could occur. The extended contact could take a variety of forms, from providers offering on-demand advisory services to their graduates to a reconsideration of programme structures to shift graduation to a point after a teacher obtains their first teaching role (a form of internship model which has been adopted by some institutions overseas and which is reflected in the University of Auckland field-based post-graduate diploma programme, supported by Teach First New Zealand).
- The quality of mentoring during the induction phase and indeed the quality of employment practice for graduate teachers is highly variable. This can be because of issues of capability (being a good teacher does not mean a person is a good mentor for a newly graduated teacher), resource pressures and understanding of professional obligations. The underlying cause for this may in part be traced back to the fragmented approach to professional issues encouraged by the devolved nature of our schooling and ECE systems. New developments such as the Communities of Learning are intended to change this dynamic and offer an opportunity to strengthen induction processes for newly graduated teachers, perhaps through creating more shared employment opportunities and enabling greater sharing of scarce mentoring expertise.

The Education Council, with its responsibilities for the whole profession, intends to encourage change in practice in this area by promoting a broader understanding of professional responsibility and developing clearer expectations around the role of teacher mentoring (perhaps by identifying it as a specific area of expertise in the Practising Teacher Criteria). The Education Council could work with other agencies and providers to advance professional learning and development for mentors so that they are fully prepared, and recognised for their professional role.





Stronger partnership between providers and schools and ECE centres (including Communities of Learning) will also serve to strengthen practicums within programmes and the experience of graduates in the first years of their teaching career.

A strong focus on developing mentoring capability within the sector and strengthened partnerships between providers and schools and ECE centres might also have the added benefit of developing a career pathway for people who could make a valuable contribution as an educator in the ITE workforce, either on a permanent or secondment basis. ITE providers face challenges in recruiting faculty who are able to combine practice expertise with knowledge of teaching theory. A more deliberate focus on the development of this expertise within the teaching workforce through training of teacher mentors might offer one solution to this challenge.

THE EDUCATION COUNCIL PROPOSES TO:

- Promote a focus on improved induction for graduates into teaching and consider, in discussion with sector partners, how it can use its mandate, not just to ITE but also to teacher professional learning and professional leadership, to identify ways the multiple stakeholders of ITE might collectively support improvement in this area.

MANAGING THE SUPPLY OF NEW GRADUATES

Decisions on how many candidates are admitted to ITE programmes lie largely with providers. While TEC agrees investment plans with individual providers, this process currently is unlikely to focus on the level of ITE provision unless an institution is going through significant structural change or proposing a significant shift in its level of provision. Faced with significant fixed costs, providers will always be incentivised to maintain numbers of students to sustain the economics of their programmes.

Thus numbers in ITE is a highly devolved decision about aggregate supply and even more so about numbers preparing to teach particular subjects. Although the MOE does some work in the area, there is room for more analysis of system needs for teachers with specialisms in particular areas such as science, mathematics, Te Reo Māori and physical education. There is also scope to consider how to increase or decrease numbers of students studying in specialist areas according to likely demand.

The ITE system also does not currently drive off a view as to whether patterns of provision are likely to meet demand for teachers in particular geographical or socio-economic locations. While some graduate teachers may be mobile, not all are. So it does matter, at least to some extent, where people undertake their ITE programmes and what contexts they are preparing to teach in.

This is not to say the numbers in ITE are divorced from feedback from the labour market. Experience over the last two decades, suggests the ease with which teacher graduates can obtain employment does affect the level of interest in entering teacher education. For instance between 2010 and 2014, numbers of full-time equivalent students enrolled in ITE fell by about 25 percent, reflecting at least in part the difficulty with which it was possible for graduating teachers to obtain employment. However, there can be lags—these feedback mechanisms are likely to less clearly signal subject shortages because, given the way the teacher labour market works, there is little ability to use salary adjustments to signal relative changes in supply.

So more attention in this area seems desirable, to help avoid periodic national or localised shortages which potentially compromise student learning and also to help to avoid the situation where a significant number of people obtain a teaching qualification but cannot secure a teaching job—potentially compromising the attractiveness of teaching as a career.

More publicly available information about likely short- and longer-term teacher labour market needs may help to shorten the lags between shortage/oversupply situations (in aggregate, by curriculum area or location) and decisions

by students to enter ITE. This is particularly likely to be the case over the coming decade as the expected increase in the rate or retirement of existing teachers from the profession occurs.

The Education Council cannot provide such information on its own because it does not produce or hold the key information needed. However, it can work with other agencies to support development and dissemination of the information and work with providers to ensure that the information is used and its implications understood.

Beyond general information provision there is a question as to whether a more proactive approach should be taken to setting overall numbers of those entering ITE. While the Education Council may lack a lever to directly influence this, it has a strong interest in the question. High numbers entering ITE programmes may affect the quality of provision. For instance, if the number of students in programmes exceeds the number of quality practicum placements that it is possible to secure, then the overall learning outcomes from programmes will be affected. While some providers are reported to be moving to limit admissions to their programmes to match the number of quality placements they can secure, this practice is not universal.

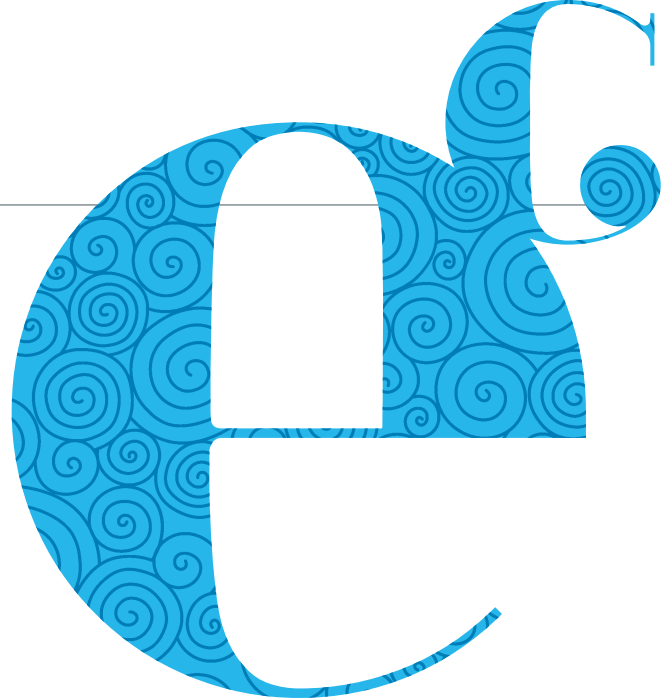
Overall there seems to be a case for more active monitoring and influencing of the supply of teacher graduates at a system (as opposed to provider) level than is currently occurring, while recognising the need to be modest about

how accurately this can be done. The Education Council cannot make such a decision on its own, but it could form a view on the issue and promote an informed debate on the question with a view to encouraging either providers to collectively make some adjustment in student numbers when appropriate or, if this is not achieved, the TEC to pursue adjustments in enrolments through the investment planning process.

THE EDUCATION COUNCIL PROPOSES TO:

- Work with other education agencies to make information on likely future education workforce trends and demand for new graduates more readily available to both providers and those considering teaching as a career.
- Promote discussion amongst education agencies and providers as to the desirability of adopting a more proactive approach to managing the total numbers enrolled in ITE programmes at a system-level, and the options for doing so.





FUNDING PROGRAMMES

ITE programmes are funded in line with the general funding arrangements for tertiary education in New Zealand. This means that institutions receive a per full-time student subsidy from the government, delivered through the TEC. Government also provides students with access to student loans and allowances on the same terms as for study in other programmes. Students also contribute to the cost through fees, loan repayments, and their investment in time and effort. Schools invest their time into supporting practicums.

Government subsidy levels for ITE programmes (with the exception of the new master's programmes that are part of the Government's exemplary programmes project) are determined by the level of qualification and the funding category allocated to teacher education. Generally ITE programmes are funded at a lower subsidy rate than many other practice-based professional qualifications. This may reflect a historical view of teacher education (formerly not a university delivered programme), relatively lower capital costs and the scale of the programmes. Other practice-based professional programmes tend to have much smaller student numbers (for example, speech language therapy, midwifery, pharmacy and optometry).

This history does not reflect the future reality of the discipline of teaching. As already discussed, the expectations of teachers and teaching are now higher and more complex than they were in the past. Teaching should be viewed as similar in its requirements to other professional disciplines.

For instance, high-quality practical experience is increasingly seen as an essential component of successful ITE. When done well, it has significant supervision and mentoring costs beyond those that would be encountered in a programme that only involves delivery in a classroom setting. At the same time high-quality programmes should effectively integrate theory and practice and have a robust research base.

In light of this, the Education Council believes that there is a case for reviewing the current level of per student funding for ITE in the interests of enhancing quality. At the moment there is a risk for the system that it gets the programmes that can be afforded rather than the programmes that are needed. The Government has recognised in its exemplary programmes that the combination of a stronger research element with more extensive practicums does require higher levels of funding. Some calculations by Education Council staff suggest that the masters programmes initiated under this project are receiving funding from government and student fees of up to double that received for a graduate diploma programme.

However it is recognised that, from a government budget management perspective, changes to funding levels could be expensive given the numbers involved in ITE. Some sort of quid pro quo may be required to mitigate the fiscal impact of any increase in per student funding rates. Though reducing the ITE intake and increasing the per-student ITE funding would not be fiscally neutral, it would make economic sense. A combination of higher quality standards, higher entry standards and lower numbers, as suggested in this paper, could help everyone get a better return on their investment—higher quality teacher graduates for schools and government, better prospects of a teaching career for ITE graduates, and less potential for disappointment and wasted effort for those students who might otherwise pursue an ITE qualification and not be able to enter the profession.

From the perspective of overall workforce needs, projected demand suggests that the system could accommodate a lower number of graduates relative to current levels over the next five years. School rolls are projected not to grow significantly over the next few years and with the government's current policy settings for the target percentage of the ECE workforce that has a teacher qualification, the number of enrolments in ECE ITE programmes has reduced in recent years. The proportion of the teaching workforce approaching the age when they might consider retirement is rising, but the observed pattern is for people to reduce their hours of work rather than retire completely, thus likely reducing the demand for new graduates from this source in the short to medium-term.

THE EDUCATION COUNCIL PROPOSES TO:

- Give consideration to the case for an increase in the per student funding rate for ITE to support the quality of programmes the profession will need in the future, following any changes to ITE content requirements

MANAGING THE NETWORK OF PROVISION

For a small country New Zealand has what might be seen as a large number of providers and a much greater number of programmes. Anecdotally the view is often offered that we have too many. This landscape has evolved through the decision of individual providers. A moratorium on new programmes was introduced in 2001 to stem the increase in the number of programmes, reflecting a view that the range of provision was creating problems. Although the moratorium has remained in place since its introduction, it has provided only a partial brake on expansion. Since its introduction many exemptions have been granted (by ministerial decision), many of which were for programmes aimed at the development of teachers for ECE. This reflected the priority attached over much of the period to significantly increasing the proportion of the ECE teaching workforce with a teaching qualification.

Relatively free access to the provision of ITE programmes could be argued to have some advantages. In particular, low barriers to entry can facilitate the development of new provision with innovative methods and/or a niche focus. To some extent this has occurred in New Zealand.

But it also brings challenges. It means there is increased weight on quality assurance mechanisms to ensure a consistently high standard of provision. Some of the problems encountered with particular providers over the period suggest that these mechanisms have not always worked as they should have.

Many providers and programmes also mean fragmentation of scarce capability and potential loss of economies of scale. In a relatively small country the depth of expertise needed to sustain high-quality provision is harder to sustain if resource is spread over too wide a base. Smaller numbers at each provider (than would be the case with fewer providers) make it harder to invest in the research and development needed to keep programmes developing and to sustain high-quality specialisation options that might bring additional benefits to the system.

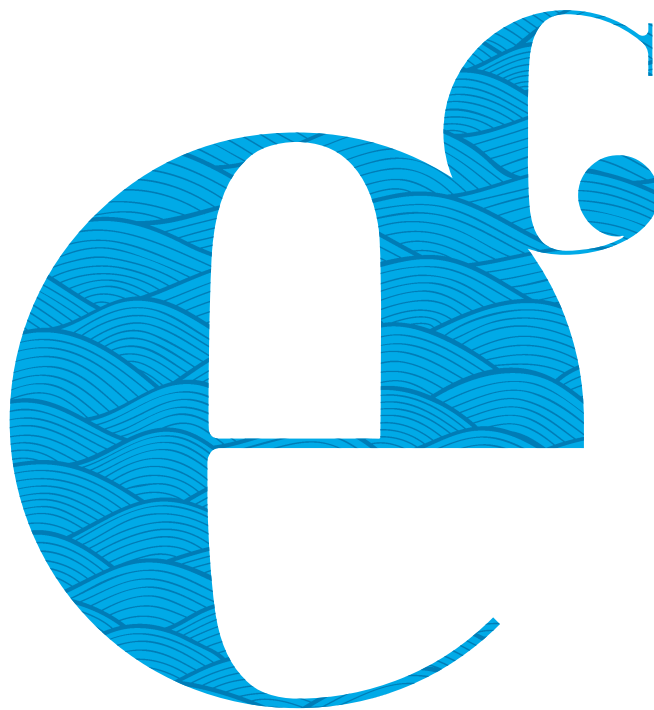
Even if New Zealand's ITE system might be stronger with a smaller number of programmes or providers, it is not something that the Education Council has direct control over. Decisions the Education Council might take about required outcomes, programme approval requirements, the nature of programmes or entry criteria are the best way for the Education Council to have an impact on the number of programmes and providers.

In addition, the Education Council can work with providers to facilitate a more connected view of provision and help to ensure greater collaboration. For instance, agreement amongst providers as to who will provide specialisms in particular fields (for example, science, inclusive education, physical education, Māori medium) might help to ensure that provision in critical areas is not only maintained, but maintained with a depth of expertise to the benefit of the sector. The Education Council cannot control such a process, but it can foster such decisions and work with providers and the TEC on such issues.

THE EDUCATION COUNCIL PROPOSES TO:

- Focus on ensuring consistently high-quality outcomes from ITE programmes as the best way of ensuring the network of provision is efficient and effective.
- Facilitate discussion amongst providers to encourage greater coherency and collaboration between programmes so that overall system needs are well met.

This paper was prepared with the assistance of independent consultants Rob McIntosh and Robyn Baker.



STAKEHOLDER IDENTIFIED DESIRED GRADUATE OUTCOMES

The following list of desired outcomes was identified by a range of sector stakeholders at a discussion hosted by the Education Council on 11 February 2016. The outcomes identified are organised into the areas of professional knowledge, practice and attributes.

Professional knowledge of:

Students and learning, including an:

- awareness of the developmental stages
- understanding of how to meet the needs of all students through the use of a range of strategies
- understanding of culture and identity and their significance for learning;
- appreciation of the influence of family/whānau on students and learning and the importance of working with family/whānau and the community.

The curriculum—curriculum content knowledge—including:

- the curriculum documents; Te Whāriki, The New Zealand Curriculum, and Te Marautanga o Aotearoa and Te Aho Matua
- how to draw on these to design effective sequences of lessons
- how to access and use resources to support teaching and e-learning.

How to teach the curriculum—pedagogical content knowledge—including:

- strategies to actively engage students in learning.

Assessment, including:

- collecting and analysing data to inform teaching
- understanding the strengths and limitations of current learning practices.

Teacher inquiry and how it can be used to support learning.

Relevant legislation and policies.

The range of professional supports available to students and their families/whānau.

National and international issues that affect teachers and teaching.

The ability to demonstrate professional practice:

Creating a safe and productive learning environment for all students, which includes:

- classroom organisation
- the management of student behaviour
- developing and maintaining a culture for learning.

Supporting student participation and engagement, which includes:

- showing belief in all students and being responsive to their needs

- being culturally responsive, taking account of different world views, and the values and priorities of the student's community and their wider school/center community.

Planning and implementing classroom programmes using an inquiry-based approach, which includes:

- implementing a plan while being responsive to issues as they arise
- not being the 'fount of all knowledge' but being able to guide students and their inquiries. This involves understanding progression, and ways to move students to the 'next step'
- gathering relevant data about learning, showing confidence in data collection and use, and continuing to build expertise in using the analysis to inform teaching programmes;
- providing feedback to students on their learning
- communicating well with parents about their child and the learning progress
- using technologies to support teaching programmes and learning
- being proactive in seeking resources, including relevant policy documents and other professionals.

Working with other teachers, showing skills for working collegially and collaboratively in the pursuit of improving practice.

Demonstrating professional attributes, the dispositions and professional engagement that are expected:

Showing a sense of purpose, a belief that they can make a difference and having high expectations of self and the students.

Having presence, whaiaro; being open, curious, resilient, adaptable, courageous, and non-judgmental.

Being ethical and demonstrating professional behavior.

Valuing relationships, being collaborative and open in communication. This includes:

- building and sustaining productive relationships with students, colleagues, parents/whānau, other professionals and the community
- ability to work in multi-disciplinary collaborations.

Being a learner: willing to try new things, to innovate; to seek and accept feedback and act on it; and interested in engaging with other professionals to expand knowledge and practice.

Being a professional: having a strong sense of responsibility and accountability; open to sharing and working with others; and deft at the use of technology.



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PO Box 5326, Wellington 6145



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