

**NZEI Te Riu Roa response to
Education Workforce Advisory Group Report
'A Vision for the Teaching Profession'
August 2010**



NZEI PROFILE

NZEI Te Riu Roa (NZEI) is a 127 year old professional and industrial organisation representing over 50,000 members. The main objective of the Institute is to advance the cause of education generally while upholding and maintaining the just claims of its members individually and collectively.

This response is provided from an organisation that represents over 50,000 teachers, principals, support staff and other educators. Members have responded to the Workforce Advisory Group Report with vigour. They are involved in the work of the education sector, and while welcoming the opportunity to participate in this consultation, were very disappointed to note the lack of participation by the sector in the development of the report.

In developing this response, NZEI consulted as widely as possible within the tight timeframe provided. Primary and area school teachers, principals, early childhood teachers, support staff and other members were all alerted to the brief opportunity being provided for to comment on building the teaching profession to lift educational achievement.

The Minister of Education, Anne Tolley, in the introduction to the discussion document noted she was looking forward to this process for engagement and working with teachers, schools and other members of the education sector. Members support the Minister's wish to work together to build the teaching profession, and would welcome opportunities to meet to discuss the *Vision for the Teaching Profession* report with her as part of that engagement.

Education Workforce Advisory Group: A Vision for the Teaching Profession

General Comments

- i. While the advisory group's aim to 'raise the status, professionalism and over-all quality of the teaching force' is admirable, and is an aim shared by NZEI Te Riu Roa (NZEI), NZEI members reject much of the approach taken to achieve this, and seek more transparent and equitable processes in which the voice of the profession itself is heard.
- ii. Members contend that developing successful changes and initiatives in education must be based on a vision that is shared by all – the policy makers and the educators and wider community. The necessary 'buy-in' will only result from revisiting the consultative process and working 'with' key interested parties, including NZEI.

Involving the profession in the development of a vision about the profession

- iii. As professional leaders in New Zealand, NZEI members have a strong tradition of involvement in the progressive development of New Zealand's education policy, practices and provision. We see quality public education in the 21st century as a collective responsibility for the government, education unions, teachers, educators, parents and the wider community.
- iv. Members reject totally the statements and implications throughout the report that NZEI is focused only on industrial matters and not professional matters. There is much recent evidence of NZEI members as leaders working in partnership with the Ministry of Education in the professional arena and to suggest otherwise is mischievous and inaccurate. Examples of this collaboration include the Best Evidence Syntheses, the Kiwi Leadership for Principals' development, Principals' Professional Standards, New Zealand Teachers Council Registered Teacher Criteria (RTC), PIRLS seminars, and as part of the primary teachers' Longer Term Work Programme, the Practice Based Attestation (PBA) and the Advanced Skills Teacher (AST) work.
- v. The report was developed by a group of eight appointed by the Minister, together with the Secretary for Education. These individuals have experience and expertise in their own fields which must be acknowledged, and included four school principals, an Emeritus professor, a university Dean of Education, a chief executive of a private organisation, and a leadership consultant. However this must be viewed as a narrow and small group given the breadth of topics, issues and implications needed for the development of a genuine vision. In addition, this group held only four half day meetings to complete this work. Members did not believe such short engagement would allow for considered and reflective reading, debate and research into the radical proposals which emerged from the group's four half day meetings. Teachers felt very strongly that a longer period of development and the involvement of groups from the profession in this work would have ensured breadth and balanced input, and would have provided informed and accurate proposals which build on current work.
- vi. The role of teachers is recognised as a critical one in any new educational initiatives. The OECD report, *Teachers Matters* (2005, p.217), noted that:

"The success of any reform requires that teachers themselves are actively involved in policy development and implementation. Unless teachers are actively involved in policy formulation, and feel a sense of 'ownership' of reform, it is unlikely that substantial changes will be successfully implemented.¹"

¹ Organization for Economic Cooperation and Development. (2005). *Teachers matter: attracting, developing and retaining effective teachers*. Paris, France: Author.

- vii. The development and implementation of National Standards is an example of an initiative that has suffered from the lack of consultation. In contrast, the consultation occurring during the development of the New Zealand Curriculum is an example of an initiative where engagement built ownership, credibility and acceptance of a relevant, sustainable and exciting document to enhance teaching and learning.
- viii. The consultation period of eight weeks has been too brief to allow genuine engagement by the profession. The short timeframe and the limited dissemination of the report throughout the education sector and the wider community constrained the opportunities for all with an interest in education to be able to make contribution to the consultation.
- ix. This consultation has occurred at the same time as the bargaining of the collective agreements for primary teachers and principals. Members noted that some topics supposedly raised for consultation are also raised in the bargaining claims by the Ministry of Education. In addition, the Ministry has, during the consultation period, called for requests for proposals for cultural competency standards which are mentioned within the report. Some members have questioned whether the report is a policy direction for implementation rather than a vision for consultation.

Omissions

- x. Missing from the report are several key areas.
 - Early childhood education
 - Māori medium and Māori Education
 - Current initiatives and explorations
 - Resourcing.

Early childhood

- xi. The early childhood education sector is not included in this report. This exclusion has angered members from across the sectors, as teachers and the wider community view early childhood teachers as part of the teaching profession. There is extensive research including longitudinal New Zealand research to show that high quality early childhood education provides quality outcomes for children and their families. Key to that success is the positive impact of having qualified and registered teachers.
- xii. While the regulatory framework for early childhood sector differs from that of the school sector and may require an additional section, early childhood teachers must be visibly included in discussions on initial teacher education, teacher registration, induction and mentoring, leadership and the professional body for teachers.

Māori medium and Māori Education

- xiii. It is pleasing to note that the report does acknowledge the needs of Māori, both within Māori medium and English-medium settings. NZEI members are very aware that the majority of students who identify as Māori are in mainstream school settings, and therefore English-medium settings need to be part of any discussion, modified to include the values of Māori from a Māori world view.
- xiv. Members fail to see why this discussion is not occurring as part of the 'Vision for the Teaching Profession' consultation. Positioning the Māori component as separate and following on behind other sectors is not an approach NZEI supports. NZEI acknowledges that there are particular challenges for teachers in Māori-medium and English-medium settings teaching tamariki Māori, including the urgent need to address teacher supply. Careful consideration and consultation is needed, and removing this group of teachers from the Minister's report is frustrating and disappointing.
- xv. Teachers in early childhood Māori immersion settings or who have many Māori children in their early childhood education services will be excluded twice over, both by ethnicity and by sector. This is not developing a strong coherent teaching profession with a vision for Aotearoa New Zealand.

Current initiatives and explorations

- xvi. The Minister's advisory group has been very selective in their use of previous and current work in the sector, for example, the new Registered Teacher Criteria are acknowledged but the Ministry of Education's Professional Leadership Plan is not mentioned. Throughout this submission, NZEI makes reference to a number of pieces of work which members are aware of, are engaged in, and/or have funded through the payment of their fees to the Teachers Council. Examples are
- Ministry of Education Professional Leadership Plan 2010-2013
 - Teachers Council's Learning to Teach research
 - Teachers Council induction and mentoring pilot programmes.
- xvii. The work undertaken by the Ministry of Education, the New Zealand School Trustees Association and NZEI through a number of Long Term Work Programmes examined many issues and provided many reports to the Minister of Education. These do not appear to have been used in the group's deliberations.

Resourcing

- xviii. NZEI notes that the vision report is silent on resourcing for the proposed changes other than the 'rewards' proposals where there is significant comment on the use of non-contact time and units to resource and 'incentivise' professional development for teachers. The proposed increased focus on professional development for both teachers and principals would be likely to require significant new resource to implement.
- xix. Members are concerned that the proposed extensive and potentially expensive revamping of the ITE sector has been proposed on the basis of advice from a small group with nine members. Changes of the size proposed here must be consulted upon, be evidence and research driven, and be supported by sufficient resources to make the changes. It is most concerning that the extensive research and consultation undertaken by the New Zealand Teachers Council in the past eight years was considered only briefly by the group.

Terminology and formatting

- xx. NZEI is concerned about the terminology used in the report. The rhetoric about raising the status of the profession must be supported by genuine acknowledgement of teachers as professionals. The report employs a deficit model and fails to use the language of professionalism.
- xxi. Members found the layout of both the report and the discussion document problematic, with some issues mentioned briefly in the body of the report, but detailed in an annex. The recommendations and proposals in the two documents do not align.

Initial Teacher Education and Induction:

1. Provide comment on the proposals for initial teacher education/induction:

1.1 Moving toward initial teacher education being provided only at postgraduate level (so that entry into teaching is dependent on holding a postgraduate qualification).

NZEI members are concerned about the recommendation to provide ITE only at the post-graduate level. ITE providers have not yet demonstrated that current initiatives to move ITE to the post-graduate programme model are appropriate or will enable successful provision of initial teacher education. There is serious concern within the profession that this single model will not provide the necessary flexibility and range of options that are required to ensure the profession reflects the diversity of the community.

Members felt that while the current number of programmes is excessive for the size of the country, there does need to be a range of structures and high quality programmes to allow flexibility and responsiveness to circumstances and geographical locations.

NZEI reminds the Minister's advisory group that post-graduate programmes do not, by NZQA definition, have substantial practical components. It would be extremely deleterious to the status of teaching if the move to post-graduate level ITE resulted in a down-grading of post-graduate teacher education qualifications relative to those in other disciplines.

The proposed changes appear to be driven by university funding and staffing considerations rather than by pedagogy. Level 8 post-graduate programmes attract more funding and require less teaching time. This also means less time available for students to gain practice-based experience or reflect on their learning and practice.

It is not clear why the advisory group recommended the change to one-year post-graduate degrees for all teacher education programmes. This is not compatible with the qualification structures of other professional programmes, including medicine, law, engineering and architecture.

Both teacher education students and the profession continue to express concern about the inadequacy of the current one-year ITE programmes. They believe that advisory group's proposal of a one year initial teacher education course will not provide enough time to adequately prepare students for primary teaching.

There is little research about the difference in learning outcomes for students taught by graduates of a one, three, or four year level 7 programmes. However practitioners felt that a one year programme is a very limited time to engage for primary teaching, given the need for an understanding of the theory of practice, the content of the curriculum, and the opportunities to engage in practice.

Members who are school leaders regularly report that more time, not less, is needed in ITE to acquire curriculum and pedagogical content knowledge, while also developing teaching practice and skills. This is recognised by some of the universities themselves through their shift to a four year teacher education programme.

The Practicum

NZEI and other key interested professional organisations are concerned that practicum provision will suffer further degradation within a post-graduate programme. That schools and professional organisations already consider the practicum to be inadequately provided within the current one-year model was identified in the recent and extensive New Zealand Teachers Council ITE consultation.

NZEI has supported increasing the number of weeks of practicum within ITE programmes in other submissions; however members question how this extension would occur within a one year ITE programme without adversely affecting the provision of other learning areas. It is important that alongside practical experience, student teachers also have the time to acquire content knowledge to prepare them to successfully teach across the sector and provide inclusive classroom practice.

Practicum are already underfunded. Any increase in practicum must be accompanied by increased funding for the ITE provider to support oversight of the practicum by a registered teacher, increased contact between school and provider, and more appropriate associate teacher allowances.

- 1.2 Addressing balance between the number of teachers being trained and the number of appropriate placements available for trainee and beginning teachers.** Better alignment could provide the opportunity to guarantee placements for PRTs. It could also help avoid the current situation where many PRTs can only find employment in relieving or part-time positions. Currently such PRTs may not be able to access effective advice and guidance programmes.

The term 'appropriate placement' needs clarification. There are tensions arising in realising this recommendation within the self-managing school environment.

- 1.3 Ensuring that trainee teachers are accepted into initial teacher education programmes only after being assessed with a "disposition to teach" through a formal selection process.**

While recognising that this is a worthy goal, it is unclear if in fact there is a definable 'disposition to teach' or any way to accurately or decisively ensure that applicants have a 'disposition to teach'. A recent Ministry of Education document, *Request for Proposals for cultural competence standards for the New Zealand Teaching Workforce*, links the proposed cultural competence standards to this disposition. However no other evidence appears to be available to support or assist understanding of the advisory group proposal.

The Minister's advisory group has ignored the evidence that there are already processes in place to ensure that this assessment occurs. These processes are audited and reviewed by the tertiary institutions and New Zealand Teachers Council. Members believe that the profession must be directly involved and represented in the setting of any criteria, and in the selection process, for ITE programmes.

- 1.4 Changing how initial teacher education is delivered to strengthen links between trainee and beginning teachers, and teacher education providers and schools.**

In suggesting a further study at post-graduate level component, the advisory group has failed to understand the preparation time required for teaching and the demands that arise in the first years of teaching. The proposal to require postgraduate work raised the greatest concern amongst practitioner members, who stated that it is unrealistic to require two years of post-graduate study during their first two years of teaching. Members expressed concern at the impact this would have on the PRTs themselves, on the schools, and those who support them.

Increasing the linkages and improving communication between ITE providers and schools would be useful. The wide range of providers and programme delivery models currently provide challenges to schools and providers in developing and maintaining consistent linkages and communication. These challenges are exacerbated when a school may need to work with more than one provider, or where ITE is delivered by distance. The uniqueness of each ITE programme in New Zealand adds to the complexities and provides barriers to national consistency.

Members have particular concern about the impact on schools on workload, teacher expectations, resourcing and linkages to PRT assessments and induction specific to the employing school.

Members have expressed serious questions about the capability of schools to adequately provide the extension of 'training' recommended by the Minister's advisory group without significant increases to professional development and learning, resources, and funding.

2.0 Identify any other proposals you think should be considered

The Minister's advisory group's proposals ignore the extensive research and proposals of the Teachers Council into induction and mentoring. This work is providing the sector with valid and robust research evidence of effective mentoring programmes in the New Zealand context. The Teachers Council is also currently consulting extensively about ITE and that work must be used rather than ignored as it is the voice of practitioners in consultation with the sector.

NZEI endorses further professional development and learning for associate teachers and mentors. However, the advisory group report provides little detail about the critical issues regarding provision of optional or required training, and ensuring consistency and supply. NZEI has been involved for some years in the primary Long Term Work Programmes which seek career pathways and leadership.

The advisory group report implies a need to develop a system for national external assessment of PRTs. This proposal met with strong opposition from teachers in the past. Members believe any assessment process should be embedded in the work of the teacher in their own setting, and carried out in the context of the teachers' work.

The report does not make any statements about the purpose or focus of ITE programmes, or the critical importance of practice based programmes supported and underpinned by theory with a focus on effective pedagogy.

3.0 Identify any other implications you think should be considered

Members are concerned about the increased fee costs to student teachers associated with the move to post-graduate level provision and the reduction in the time available to them to earn outside of term time. Student debt is already a consideration for many beginning teachers.

The Minister's advisory group diagram of Graduating Teacher Standards and the Registered Teacher Criteria interface is inaccurate and potentially misleading. It is unclear whether this is meant to be a proposal as part of the vision, or a misinterpretation of the current relationship. This does not give confidence in the group's ability to develop a considered and implementable framework. This highlights yet again the narrowness of the information used to develop the Minister's advisory group report and the absence of any consultation with the wider sector.

Reward, Recognition and Progression

4 Comment on proposals outlined for reward recognition and progression:

4.1 Providing career development opportunities to support effective teaching and progression through the profession.

Members recognise the strong need for clear, supported career development opportunities including professional learning. It is unfortunate the Minister's advisory group seems unaware of the significant work undertaken in recent years by the Ministry of Education, NZSTA and NZEI as part of the Longer Term Work Programmes (LTWP) since 2004. These programmes have included considerable time working on developing a career path for primary teachers. Reports to the Minister of Education from the LTWP working groups have been provided regularly and contain considerable information about current situation, issues, needs and possible design considerations. The advisory group does not appear to have accessed the wealth of material available.

The use of the word 'reward' lacks clarity. It can be interpreted in a prize or bonus sense to recognise an achievement. It can also be interpreted as the remuneration for a professional role. It is important that there are incentives in the primary sector that encourage and support teachers to develop their expertise. These incentives must be resourced, accessible to all, and attained through objective processes that are consistent across the sector. The incentives must be assessed against professionally valid and measureable criteria. Members oppose any pay mechanism that is based on subjective opinion or on simplistic linkages to student learning outcomes. For any new 'reward' mechanism to have impact it should be separately funded, and not based on a re-direction of resources currently targeted at recognised positions of responsibility.

The report notes the importance of ongoing professional learning and development as outlined in the Best Evidence Syntheses. NZEI agrees, and is pleased to see the advisory group identifies professional development and learning, study grants and sabbaticals as ways to support teachers' learning. NZEI urges the government to ensure that the resourcing is provided to support such professional learning and development. Access for all teachers to high quality, needs driven, relevant professional development must be available.

Professional development for specialist teaching and mentors is welcomed, but there is considerable work to be done to ensure the proposals meet the needs of the primary teaching profession. This includes the impact on workload, time for release, incentives, and mentor supply need. Existing needs and arrangements must also be taken into consideration. This includes resourcing to support provisionally registered teachers and professional leadership roles like Assistant and Deputy Principals.

4.2 Creating greater flexibility for principals to use resources at their disposal, such as salary units and non contact time, to provide opportunities for teachers to up-skill and to reward their increased skill and capability.

Members noted with great concern that the type of flexibility that appears to be suggested would detrimentally alter teachers' pay structures and career pathways. The need for flexibility to meet local (school) needs must be balanced with providing some certainty about remuneration and career structure for teachers.

There is no demonstrated professional need for increased flexibility, as considerable flexibility already exists. For example up to 40% of the units are currently able to be allocated on a fixed term basis and schools have complete autonomy about how their entitlement staffing is used for classroom teaching and leadership positions (that include release time).

Currently the units and much of the non-contact time available in the primary sector are for purposes to meet the needs of the sector. Permanent units are the sole remunerative tool to shape teachers' career pathways by recognising leadership. Using units flexibly, and as an incentive and reward mechanism, could undermine any career pathway, as certainty about long-term involvement in the role would be removed. The Beginning Teacher Time Allowance is for supporting teachers moving to full registration, Classroom Release Time is intended to address teacher workload while maximizing benefits for student learning, and Professional Leadership Time supports teachers in leadership roles such as principals, and assistant and deputy principals.

Flexibility for principals to use 'resources at their disposal such as salary units and non contact time' to 'reward' teachers will remove national consistency about remuneration, and increase teacher competitiveness rather than cooperation. Balancing self managing schools and national consistency must be a consideration. This is important to ensure that schools and teachers in some areas are not disadvantaged compared to other areas, for example where there are bigger schools with more resources. Using units flexibly for the purpose of reward is tantamount to a form of performance-based pay, and is strongly rejected by primary teachers.

It is important there are objective and professionally sound processes that support teachers to develop expertise, and that provide recognition of such expertise. Any such processes to recognise expertise would need to be supported with new resourcing as the current resources are already considerably stretched. Many primary schools do not receive units.

Members noted that the report makes limited comment on recognition and progression. Teachers need to be paid for the position they hold, and leadership roles in schools will be threatened if units are used flexibly to reward rather than remunerate for leadership positions such as assistant and deputy principals.

The New Zealand Curriculum encourages and relies on collaboration and collegiality. The proposed use of units as reward has significant potential to undermine this. Units are a limited resource and therefore using them for reward could lead to creating divisive and competitive environments. The Minister's advisory group's proposal, supposedly for consultation in this document, is similar to the Ministry of Education and NZSTA claim in the current teachers' collective agreement bargaining for flexibility of units to be able to be used as fixed term.

Professional development opportunities are always welcomed by teachers. However the proposed use of non-contact time for this would impact on workload, as currently non-contact time (CRT and term breaks) is used for activities such as professional planning and preparation which would still need to be done by teachers, but without the non-contact time currently available.

4.3 Setting clear standards so that effective, transparent and robust judgments of teacher capability and performance can be made.

Measuring teacher performance rather than expertise (knowledge, skills and attributes) is not supported. NZEI does not agree that the imposition of 'robust standards and flexibility for school leaders to reward effective teachers' will improve teaching and student learning outcomes. NZEI notes in question 5 below that the Practice Based Attestation model provides processes to meet the relevant, effective, transparent and robust judgments sought by the advisory group.

The use of the word 'standards' throughout the report lacks clarity and creates confusion for the profession. NZEI members support standards, and seek high standards of teaching quality. The new RTC are seen by teachers as being a clear, generic, pedagogically sound set of standards which have been agreed to by teachers and the wider community following extensive consultation over a period of several years. Members see dangers in specified standards as such standards, when linked to a managerial and performance-based approach are unlikely to lead to improvements in effective teaching.² The advisory group uses the word 'standards' in some places as a broad and general description, but in other places the group appears to be seeking 'Standards' that are formally specified and required.

Some members have concern at the current number of formal standards in the sector, yet the advisory group's report seems to advocate for at least four more sets, plus a change to the use of the Graduating Teacher Standards. The advisory group suggests new sets of standards 'at point of transition to leadership roles', to be 'attested by the school and the professional body'. The list of standards in the report seems to include

- classroom teacher to 'specialist training in mentoring and pedagogical leadership'
- classroom teacher to 'specialist training in management'
- 'specialist teacher to principal'.

These standards appear to be leadership standards. NZEI wishes to inform the advisory group that, during the Teachers Council's extensive consultation on teacher registration standards, the concept of hierarchical standards was firmly rejected by the sector. One set of generic standards was seen acceptable.

In addition the 'cultural competence standards' mentioned in the advisory group's report also appear in the Ministry of Education's *Request for Proposals for Cultural Competence Standards for the New Zealand Teaching Workforce*, which was released by the Ministry during the period of consultation on the 'vision'. The document appears to be seeking measurable standards at varying levels of experience, rather than supporting professional development and relationship growth as identified in the RTC.

5. Identify any other proposals you think should be considered:

The PBA model piloted by NZEI, the Ministry of Education and the NZSTA in 2009 is an effective model that balances consistent rigour and robustness with school flexibility to objectively recognise teacher expertise. The independent monitoring and evaluation research programme which accompanied the PBA work clearly identified its success, as is evident in the following quotations from the final report of the external evaluators.

Fundamentally the PBA process is relatively robust and rigorous, widely accessible, and if implemented appropriately, attestation is attainable for suitable participants. It clearly sits within the role of the teacher and principal. It strongly supports the implementation of the New Zealand Curriculum. It adds considerable potential; strength to quality teaching, professional learning and appraisal (2009, p.22)³.

The close alignment of the (PBA) knowledge skills and attributes with the New Zealand Curriculum, and their now demonstrated reliability as a sound comprehensive representation of the standards required to teach the curriculum have provided a highly suitable approach to professional teacher growth. At a time when the new curriculum is about to become mandatory, the PBA process provides an excellent vehicle to support curriculum implementation through integration of the curriculum knowledge with the professional learning of teachers (2009, p.27)⁴.

² Thrupp, M. (2006). *Professional standards for teachers: avoiding the pitfalls*. Wellington : PPTA NZEI

³ Manefield, J., & Mowbray, B. (2009). *Final report: evaluation of the practice based attestation pilot: 2008/2009*. Sydney: Atelier Learning Solutions.

⁴ Manefield, J., & Mowbray, B. (2009). *Final report: evaluation of the practice based attestation pilot: 2008/2009*. Sydney: Atelier Learning Solutions.

The Minister's advisory group does acknowledge that some teachers will wish to remain in the classroom, and provide leadership. One of the LTWP strands, the Advanced Skills Teacher (AST), has been put on hold. This project could support recognise and acknowledge those who wish to develop as exemplary classroom teachers.

6. Identify any implications you think should be considered:

The diagram (Report p.6) has two separate lines 'specialist training in mentoring and pedagogical leadership' and 'specialist training in management' as reward, recognition and progression, which become separate threads. The lack of detail raises many issues for clarification. For example it is unclear if these 'specialist areas' are to be mutually exclusive, or how this would fit apply to teachers in small schools.

These proposals are concerning and have implications for:

- the way a teacher is able to develop his/her career
- significant alteration to professional leadership roles and career pathways.
- changing collegial relationships if reward mechanisms lead to competitive practice which would be encouraged by the use of reward.
- small schools, special character schools and the plethora of other schools within the primary sector that lack levels of resourcing to fit within this proposal.

Leadership within Schools

7. Provide comment on the proposals outlined for leadership within schools:

7.1 Supporting educational leadership rather than administrative management.

The advisory group has positioned these activities as opposites. However these are tasks that are intertwined and complementary, and both are needed for effective educational and pedagogical leadership. An appropriately skilled, better resourced and effective support staff workforce will assist the principal, but is not a substitute for the principal's leadership.

Strong educational leadership of a school by the principal is pivotal to the success of the educational environment. This must be acknowledged and supported.

7.2 Establishing compulsory training and development for aspiring and new principals and focusing more support on growing distributive leadership within schools.

The impact of compulsory training brings a range of issues, leading NZEI to reject compulsory training.

Principalship training is supported, but must be developed in partnership with the profession. It should include:

- nationally approved, properly funded and resourced courses with appropriate quality control mechanisms;
- courses that are available to all and with consistency of the course(s) guaranteed regardless of the geographic location;
- voluntary participation in pre-principalship training but with incentives to encourage participation;
- encouraging career moves into principalship and should not act as a disincentive to moving towards principalship.

The report mentions 'distributed' as well 'distributive' leadership, but gives no definitions. NZEI regards effective appropriately resourced career structures as an essential component of the primary sector. Experience and skill development in middle management roles such as Assistant and Deputy Principals are a proven effective pathway to effective principalship. These leadership roles also provide essential support for the principal's professional leadership role, including effective implementation of the New Zealand Curriculum.

7.3 Introducing secondments across schools for teachers aspiring to become principals

Secondments could support the collegiality of the profession and the sharing of good practice. However there would need to be wide consultation with teachers, principals and their organisations about critical details such as resourcing, selection, choice, equity of access, and provision of secondment mentors.

7.4 Introducing a system of professional mentoring for all principals to support professional discussions/development

Mentoring proposals could support the collaboration within the profession and assist with strengthening capacity and capability. These roles require specific skills and knowledge and that need to be recognised.

NZEI believes any system to support mentoring must be well resourced if it is to be successful. It is unclear how principal mentors will be selected, supported, and recognised industrially and professionally. Consideration would need to be given to the impact on workload of current principals, and to the possibility of creating recognised and dedicated positions as principal mentors. NZEI believes that, with appropriate resourcing, the mentor principal role would be a constructive and effective career pathway for experienced principals.

7.5 Providing flexibility for principals to support, recognise and reward teaching excellence and distributed leadership.

A philosophy of being able to reward individual teachers, and therefore withhold reward from individuals, 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'.

If there is to be the flexibility to use remuneration to reward perceived excellence, this shifts the principal's role, and may remove the current sense of collegiality, with the potential for negative impact especially in small primary schools.

Flexibility at each school site level could prevent nationally consistent career pathways, and could impact on teacher mobility and sharing of practice.

However, as noted earlier, NZEI does support additional remuneration for teachers who have, through assessment against agreed and valid criteria with a moderation process, demonstrated that they possess advanced skills.

8 Identify any other proposals you think should be considered:

The Minister's advisory group does not acknowledge the Ministry of Education current professional learning opportunities which already contribute to school leadership. The Ministry's website identifies 24 opportunities available to four groups; middle and senior leaders, aspiring principals, first-time principals, and experienced principals. Strengthening such initiatives through additional resourcing would be a sensible way to support a proposal to build leadership in schools.

The guidelines for the appointment of principals, developed and published in a tripartite agreement between the Ministry of Education, NZSTA and NZEI provide excellent support for boards working through an appointment process. This resource is not acknowledged by the group in their comments on the appointments of principals.

Increased funding for support staff administrative roles would assist principals in their educational and pedagogical leadership roles. The Support Staff Workforce Strategy is currently examining ways to ensure that those who provide support have better resourced, adequate and appropriate training for their roles.

9. Identify any other implications you think should be considered:

Schools exist to ensure teaching and learning, and so the focus must be on effective teaching and learning. All principals must be registered teachers, and must be the professional and administrative leader of the school.

For teachers:

- Leadership needs time to develop, and a system of flexible and potentially constantly reallocated units and leadership roles will not provide the stability needed for school development.
- Availability of consistent career pathways is threatened if the decisions about units are made at each school site.
- Current opportunities for discussion at school level about allocation of units support a collegial engagement.
- There are additional resourcing implications for many of the proposals, especially those relating to professional development.

For principals:

- Compulsory training has many implications and the sector needs to be fully engaged in clarifying these.
- There are resourcing implications for many of the proposals, especially those relating to professional development.

Leadership of the Profession

10 Provide comment on the proposals relating to leadership of the profession

10.1 Refocusing the role of New Zealand Teachers Council with responsibility for setting clear requirements for:

NZEI members are perplexed by the Minister's advisory group proposal to seek 'clear direction from a strong professional body which can set expectations, standards (professional and ethical) and monitor ongoing development of the profession' (Report p.17). The Teachers Council's current legislated purpose is to provide professional leadership in teaching and to set expectations as identified by the advisory group. The report inaccurately implies that entry to the profession, professional development, and ethical accountability are not the current role of the Teachers Council.

Developing greater awareness of the roles of the Teachers Council is supported. However, it must be clear that the leadership in each school lies with the principal as the professional leader in that context.

The Minister's advisory group report incorrectly states there is currently 'direct representation of teacher unions' on the Teachers Council. This is not true. NZEI provides the Minister of Education with the name of a nominee, and the Minister appoints a nominee. That person's loyalty, through the Ministerial warrant, must lie with the Teachers Council. This nominee status is seen by some as constraining because it means that the nominee cannot represent the views of their nominating organisation i.e. they are a nominee not a representative of a group.

10.3 Entry to the profession

While the Minister's advisory group may wish to have the Teachers Council controlling the entry to the profession, which it does to a large extent at present, the reality of the actual selection of trainee teachers will continue to be made by the

providers themselves, and not by the profession. NZEI urges that practitioners are involved in the selection process and decision-making undertaken by each provider.

The Minister's advisory group does not appear to have considered the fact that the Teachers Council is currently consulting extensively about ITE and that work must be used rather than ignored as it is the voice of practitioners in consultation with the sector.

10.3 Ongoing professional requirements

The Minister's advisory group's report incorrectly states that continuing professional development is not a requirement for registration. There is a set requirement, although it is not quantified as in some jurisdictions. Members noted that it was important that any professional development requirements could meet the criteria identified in the Best Evidence Synthesis for teacher learning and development, and that the current requirements did fit the criteria.

10.4 Ethical accountability of teachers

The Minister's advisory group's report incorrectly states that the Teachers Council Code of Ethics is not comprehensive or binding. The Code contains an extensive list, with 23 statements set out under four major headings, to which registered teachers must show commitment.

During the extensive consultation on the Teachers Council Code of Ethics the sector opposed the Code of Ethics being 'measured', as any approach to do that would have to be subjectively based.

There is a second layer of ensuring ethical accountability outlined in the Teachers Council's Good Character policy. This identifies the criteria and processes that will be used by the Teachers Council for determining good character and fitness to be a teacher.

Ethics Panel Comment of 'Vision for the Teaching Profession'

The NZEI Te Riu Roa Ethics Panel is charged with promoting an awareness of ethical and professional conduct among members, and with advising on and interpreting the NZEI Te Riu Roa Code of Ethics. The Ethics Panel has a high level of expertise in the areas of ethics and professionalism, and played a major role in coordinating NZEI's comprehensive submission on the Teachers Council's Code of Ethics.

The Ethics Panel therefore read the report and the section on the leadership of the profession with great interest and insight.

They identified the positive aspects of the report as being

- The strengthening of the profession
- The strengthening of the Teachers Council through 'refocusing'
- The focus on principal and leader training.

The NZEI Te Riu Roa Ethics Panel identified a number of concerns:

- The low trust approach, when in reality teachers as members of a profession, are worthy of being treated with respect in high trust model.
- They believed that the report showed confusion between teacher performance and ethics.
- 'Ethics' cannot be measured, and so the lack of clarity about what is meant in the report in terms of ethical accountability was of concern.

- The Ethics Panel supports inclusiveness and was most concerned at that exclusion of Maori from this version of the vision, and of early childhood education teachers from the profession.
- The removal of a NZEI nominee from the New Zealand Teachers Council is opposed. The Ethics Panel notes that NZEI is a professional organisation representing over 50,000 educators, and so must be involved in the work of the professional body.
- The Ethics Panel was worried about the separation of the professional and industrial parts of the profession. The two are inextricably linked, with the professional responsibilities connected to the industrial aspects.

10.6 Promotion and development of the professional community of teachers

The Minister's advisory group's report incorrectly claims that NZEI has an 'emphasis on employment conditions and industrial matters rather than on professional leadership'. Teachers Council minutes since 2002 show no basis for this claim. It is incorrect and insulting to imply that the NZEI nominees, and the elected sector representatives who are also members of NZEI or PPTA, bring an 'emphasis on employment'. These past and present Teachers Council members have all shown a high level of commitment to their role as Teachers Council members. NZEI is a professional organisation, and supports the Teachers Council because of its non-sectarian and professional role. NZEI members believe that the very strength of the Teachers Council lies in its cross-sector and non-industrial focus and position.

11 Identify any other proposals you think should be considered:

An independent body for the profession 'for teachers, by teachers' is needed to replace the crown entity status of the current Teachers Council. The Teachers Council's role would be greatly enhanced if the crown entity status was repealed, and a structure that better reflects teachers' wish to govern, promote and monitor their own professional body was implemented. Currently the Teachers Council is severely constrained and has been unable to engage in the professional debate in areas such as the National Standards and the early childhood registration targets.

The Minister's advisory group proposes the Teachers Council be refocused through leadership but not representation. However teachers fund the professional body and, as the Minister's advisory group makes no suggestions of any change to this resourcing, it is naïve to believe teachers would accept a professional body on which they do not have representation.

Currently teacher groups (such as teacher educators, secondary principals, and early childhood professional leaders) are angry about their current lack of representation, and so to remove all representation would not be supported by the sector. If the Teachers Council is to be seen as a leading body in the profession, then it must be representative of its constituents. It is unlikely that teachers will support and fund a body on which they do not see themselves represented.

The Minister's advisory group has again ignored current work in the sector. The review of the Teachers Council's governance/management structure should, at the very least, be acknowledged.

12. Identify any other implications you think should be considered

We note the Teachers Council is to have 'strengthened capability and capacity', but it is not explained how this would be achieved. This would presumably require expansion, with increased costs. The Teachers Council has just increased its fees significantly, but not to cover the increased tasks which the proposals could add. Given teacher anger about the current rise, there would be huge resistance to any increased fees.

The Minister's advisory group has provided no evidence to support their claims that their suggested changes to the Teachers Council will help to support improvements to professional standards. NZEI has long stated that standards do not of themselves improve effective teaching. The addition of several more sets of standards which the group wishes to be overseen by the Teachers Council will add to workload and complexities for professionals and for the Teachers Council for little gain.

NZEI representatives would welcome the opportunity to discuss this submission.

A handwritten signature in black ink, appearing to read 'Frances Nelson', written in a cursive style.

Frances Nelson
Te Manukura
National President
6 August 2010