



SUBMISSION

to the

MINISTRY OF EDUCATION

on

TOMORROW'S SCHOOLS REVIEW

August 2018

1. About PPTA

- 1.1 PPTA represents the majority of teachers engaged in secondary education in New Zealand, including secondary teachers, principals, and manual and technology teachers.
- 1.2 Under our constitution, all PPTA activity is guided by the following objectives:
 - a. To advance the cause of education generally and of all phases of secondary and technical education in particular;
 - b. To uphold and maintain the just claims of its members individually and collectively; and
 - c. To affirm and advance Te Tiriti O Waitangi.
- 1.3 This submission is from the PPTA Executive, and is on behalf of all of our members, but recognises that many of them, as individuals or through their branches, regions, and interest groups, will also be making submissions, some of which may differ from this.
- 1.4 This submission will describe the fruits of an ideal education system followed by a brief background comment. It will then discuss the principles that should underpin the education system and their barriers.

2. Introduction

- 2.1 Our education system should be such that a young person can attend their local school confident that it has a principal with the necessary knowledge, experience, and importantly time, to be the educational and administrative leader. The school would be staffed with teachers with subject knowledge, pedagogical knowledge, and attentiveness to national and local priorities. The young person would have access to a full curriculum and resources and facilities similar to other schools, and receive the necessary support to meet their learning needs. The parents would have had opportunities to contribute to the direction of the school and be welcome to discuss their child's learning with the teachers or principal.
- 2.2 This paper will discuss why this scenario is not possible in the present environment.

3. Background

- 3.1 Much has been written about the impact of Tomorrow's Schools so this submission will not repeat this, except to stress that the model of an autonomous school, employing the principal and staff, as the fundamental unit of a fragmented educational system has not worked.
- 3.2 The sheer number of modifications that have been necessary to maintain the system since its introduction - usually to stem concerns about increases in inequality, student underachievement, or the number of schools that were failing, is a warning sign. These modifications included a gradual but inexorable expansion of the role of the Ministry, introduction of decile funding to assist schools in low-socioeconomic communities, a change by ERO to a 'review and assist' model, tighter control of initial teacher education by the Teachers Council (now Education Council), the ability for boards to govern more than one school, the Ministry offer to take over the management of property, and more latterly an attempt to encourage collaboration between schools with Investing in Educational Success (IES).
- 3.3 PPTA believes that the current system is not capable of delivering on the Purpose Statement of the Ministry of Education - to ensure equity and excellence¹. Rather, the range of evidence points to increasing inequity.
- 3.4 Many countries have improved the effectiveness of their education systems². These improvements did not happen by chance but through deliberate, thoughtful, systematic and evidence-based approaches, usually with public support. This is what NZ needs to replicate, and it is pleasing to see that the government is consulting widely as part of this review.
- 3.5 If changes are made, they need to be carefully planned and implemented so that they work for all schools. New Zealand needs a response to the fallings of the present system, not an over-reaction. In this regard it should heed the words of Finnish educator Pasi Sahlberg who cautions - go far, not fast.³

¹ Purpose statement – Ministry of Education

² Crehan, L. (2016). *Cleverlands: The secret behind the success of the world's education superpowers*. London. Unbound.

³ An interview in PPTA News Vol 39, No. 3 May 2018

4. Ecosystem

- 4.1 PPTA supports the Independent Taskforce's concept of the education system being a 'learning ecosystem'.
- 4.2 An ecosystem explains the complexity and the interconnectedness of a community made up of living organisms and non-living components. In an ecosystem the quantum and capacity of each component dictates how they interact and impact on the other members of the system. It recognises too that at certain points limitations in one part of the system create insurmountable barriers to the effectiveness of the system as a whole.
- 4.3 Considering education as an ecosystem has merit as it moves the discussion from a yearning for a nostalgic past, or a debate between central and local; it is about designing a system that identifies, understands and values each component of the education system in order to provide appropriate support at the right level, at the right time, to meet the needs of the students, teachers, principals, schools and ultimately the local and national community.

5. Principles

- 5.1 PPTA believes that the review of the way schools are governed, managed and administered should promote the following principles:
- equity;
 - success for Maori;
 - student achievement;
 - student well-being;
 - effective use of public resources;
 - innovation;
 - collaboration between schools;
 - ability to meet national objectives;
 - democratic participation;
 - support for teachers; and
 - high trust.

5.2 We will address each of these principles and discuss the current system's ability to deliver on them.

6. EQUITY

6.1 PPTA believes that a quality public education system which addresses the learning needs of all students sits within a wider societal commitment to valuing all young people, reducing inequities, and meeting needs. A commitment to equity must come first; excellence will follow.⁴

6.2 Tragically, the way New Zealand schools are governed and managed has not led to an equitable education system, and school success is often related to decile and postcode. The establishment of autonomous schools, governed by boards of lay volunteers has been a major contributor to this state of affairs.

6.2.1 *School boards*

Boards of organisations are usually made of members with the expertise to govern. With NZ school boards, this is not always the case. As a result, in 2017 one in 16 schools had been the subject of government intervention within the last three years - 154 schools either had a limited statutory manager or a commissioner who acted as the board. Sixty-five school boards were under Crown management. The average length of intervention was 19 months, with the longest lasting 14 years.⁵ These were the extreme cases; many more schools were merely underperforming.

Schools that are not governed or managed well cannot provide excellent education for their students.

We need a system where schools are governed by people with the necessary expertise. Even the New Zealand School Trustees Association (NZSTA) suggests it is time to review boards' responsibilities given that many trustees are mostly interested in issues around teaching and learning⁶ and not the administrative and financial tasks that dominate board time and energy.

⁴ A report from PPTA's quality teaching taskforce (2012)

⁵ <https://www.stuff.co.nz/national/education/89899426/one-in-16-schools-has-government-intervention-in-three-years>

⁶ <http://103.14.3.1/national/programmes/insight/audio/2018650326/insight-examining-tomorrow-s-schools>

Having boards being responsible for employing the principal and staff is troublesome: many boards lack the time, confidence and expertise to undertake the task. In a number of high performing countries principals are employed by a local ministry office. It is the local office that is responsible for student performance in their area. The principals report to the local office manager, meeting regularly with them to discuss goals, and receiving support to attain them. If goals are not being met the manager puts more support in place to help. Sometimes a principal will be removed from the role if they are not able to turn things around. In these jurisdictions the chances of this happening are rare as the principal has usually undergone leadership training and will have a proven record in leadership roles before appointment.

An appealing outcome of this arrangement is that it makes the ministry responsible for how schools perform. Our current system allows the Ministry to come up with policy and even an implementation plan, but ultimately it becomes the schools responsibility to implement it. Local Ministry responsibility for student achievement would force the Ministry to connect and engage with schools in a meaningful way. To meet its objectives the local office would have to provide the necessary resources, PLD and other support to ensure successful implementation.

6.2.2 *Funding*

While the way schools are funded is not part of the review, questions of structure and resourcing cannot be separated. The issues of adequacy of resourcing, and resourcing for equity, will need to be addressed at some stage alongside those of administrative organisation. However, the economic inefficiency of a system geared to choice and generating multiple small schools should, and can, be addressed when philosophies underlying Tomorrow's Schools are considered.

6.2.3 *Property*

The devolution of responsibility for school buildings to individual boards has also had a significant impact (this will be discussed again later). The wide range of quality and appearance of school property that has emerged over the last thirty years could be a metaphor for the system as a whole.

Not all boards have done a good job in maintaining their facilities and hence the government predicts that it will have to spend \$1b by 2030 to bring all school buildings up to code. Minister Hipkins admits that some “schools have prioritised other things for very good reason, but the reality now is their facilities are run-down and we're going to have to spend more money bringing them up to speed. Money is provided to schools to maintain their buildings for a reason and they shouldn't really be spending that on other things.”⁷

On the other hand other schools have spent considerable amounts on ‘beautifying’ community-facing property in ways that have little, if any, educational benefit in order to provide a competitive edge against other local schools.

One solution would be to transfer to national or regional bodies tasks that are too big, onerous or specialised (like property) for the average board to manage, or which would more efficiently be managed at a level that allows for economies of scale to operate in administration.

7. SUCCESS FOR MAORI

7.1 PPTA is committed to affirming and advancing te Tiriti O Waitangi and sees the review as an opportunity to assess how well the schooling system is meeting Māori aspirations, be that in mainstream or kura kaupapa Māori. Are there governance or management issues that inhibit partnership, participation, or do not protect the culture? Are systemic changes necessary to foster Māori identity, language and culture – to allow Māori students to succeed as Māori?⁸

7.2 Research shows that using a culturally responsive pedagogy can increase the engagement and attainment of Māori students. A heavily devolved system where decision making on professional development is at the school level makes it very difficult, if not impossible, for the Ministry to integrate current best practice, like those advocated in Ka Hikitia. This effect has been compounded by a loss of system responsibility as a result of schools focussing on their individual needs. Measurement of teacher activity indicates that while hours worked by teachers increased in total, the

⁷ <https://www.radionz.co.nz/news/national/361379/third-of-school-buildings-fall-short-on-health-and-hygiene>

⁸ <https://poutamapounamu.org.nz/profiles/mere-berryman>

number of hours they spent on professional development actually declined when Tomorrow's Schools was introduced.

- 7.3 A compounding issue affecting Māori achievement is that rural schools and those in low socio-economic communities often have high Māori rolls. These are sometimes the same schools that are failing because they struggle to get boards of trustees with the skillset to govern schools, experienced principals and teachers, and teachers in some subject areas.

8. STUDENT ACHIEVEMENT

- 8.1 An education system should revolve around student learning. The record of achievement under the Tomorrow's Schools model is underwhelming.

- 8.2 Student achievement did not improve in the first 20 years of the Tomorrow's Schools system, although in the last few years there has been an improvement in attainment of NCEA Level 2. It is moot to what degree this is a result of 'gaming' the qualification system in response to the high stakes 'tight' accountability measures reflected by the 85% Level 2 NCEA Better Public Services target. International results, in contrast, have remained the same or have dipped. In the last PISA and TIMSS results, while New Zealand's top students performed well, the gap between the low and high achievers, an important measure of equity in education, has widened. The gap is wider than that of many OECD countries.⁹

- 8.3 Wylie maintains that New Zealand teachers will not be able to respond to the needs of our weakest students if they continue to operate in isolated schools, where they are shielded from new ways of teaching and do not get the opportunity to learn off, share with, and build on, the learning of their peers.¹⁰

- 8.4 The system needs to develop and support networks of schools and teachers focussed on student learning.

- 8.5 One solution could be to develop local Ministry offices. Schools value local support, especially if that is provided by staff with experience and credibility, people who have

⁹ Mathematics achievement: What we know from New Zealand's participation in TIMSS 2014/15 and PISA 2015. Ministry of Education (2017)

¹⁰ Wylie, C. (2012). *Vital statistics: Why we need more than self-managing schools*. Wellington NZCER.

been principals, for example.¹¹ Local offices could be used to tidy up areas around who employs people who are a resource for a number of schools in an area, for example RTLBs, itinerant music teachers, Virtual Learning Networks (VLNs) and activity centres. A local office could also support an integrated approach to on-line learning.

9. STUDENT WELL-BEING

9.1 The review is an appropriate time to consider student wellbeing which is strongly linked to learning. A student's level of wellbeing at school is indicated by their satisfaction with life at school, their engagement with learning and their social-emotional behaviour.¹²

9.2 While schools promote wellbeing by enacting their vision, values, goals and priorities in their curriculum and associated learning and teaching practices, the system has a pivotal role to play in staffing, resourcing and teacher PLD.

9.3 New Zealand has high rates of teenage suicide, and increasing levels of anxiety among students, and the government is committed to supporting students with learning needs. Yet, schools vary greatly in how they respond to students who need extra support - the current method of funding allows schools to decide priorities and these support roles are sometimes marginalised.

9.4 To combat the unevenness in the way students' wellbeing is supported, the review could recommend centralised funding, units and staffing, based on school roll and needs profile, for deans, guidance councillors and SENCOs to ensure students get additional support. Further, professionals with roles critical for student well-being could be employed regionally/locally for ease of access by schools.

10. EFFECTIVE USE OF PUBLIC RESOURCES

10.1 In 2016/17 financial year the government spent \$8b on schooling and it is important that a revised education system is designed so funding is spent wisely. It is simply inefficient for two and a half thousand boards to replicate administration and financial functions, when many of these tasks could be shared.

¹¹ Wylie, C. (2012)

¹² Noble, T. & Wyatt, T. (2008) Scoping study into approaches to student wellbeing. Final Report. Canberra. Department of Education, Employment and Workplace Relations.

10.1.1 *Bureaucracy*

If one of the aims of Tomorrow's Schools was to reduce bureaucracy, it has failed. In part the compliance demands, referred to below, reflect added layers of bureaucracy for school managers and teachers. The outsourcing of central organisation functions has also added layers of cost (fiscal and opportunity costs) and bureaucracy. For example, schools facing major renovations or rebuilds now have to deal with both the Minister's property division and private sector contractors. Principals involved in the process report anecdotally that four to five per cent of the cost of a new build can be spent enriching the designers and building company private sector, just in planning the build. When the cost of a new build is perhaps \$50 million that is a substantial cost for a job which could (and previously was) done by central agencies.

Nor has the use of private sector improved bureaucracy. Principals can face hours of time away from school educational and personnel management in meetings and otherwise dealing with new building matters. One anecdote illustrates the degree to which this can take on Pythonesque proportions. A principal asked a tradesperson to undertake a very minor, common sense, change associated with a new build. The tradesperson could not do it without the permission of the project manager. The principal phoned the project manager who said it is a change to the agreed plan and requires the Ministry to approve it. The principal then called the Ministry and eventually got through to the Ministry's project manager. The project manager gave the approval. But the tradesperson is employed by a private company so the company, then needed to be notified of the approval, so that the tradesperson's manager could call them and authorise the minor (no cost) adjustment. While the change generated no extra cost, the time cost for the principal was very real.

10.1.2 *Multiple agencies*

One of the products of Tomorrow's Schools was the creation of several agencies which schools are responsible to. Each agency generates administrative demands on schools to demonstrate the school is complying with the legislation it is responsible for enforcing. A multiple agency system can also create problems for schools when there is no agency with a clear final arbiter authority on a matter. As an example, current PPTA work with principals suggests that the problem of vexatious complainants is widespread

and a demanding problem for principals (both emotionally and in terms of time responding). Vexatious complainants are not just a problem for schools, other government agencies and private sector organisations have them too. In schools, however, there are additional problems faced under Tomorrow's Schools, amongst them:

- 1 The 'target' is usually (or quickly becomes) the principal who is a very public face to an organisation which is inherently community focussed.
- 2 A vexatious complainant can take meritless complaints to any and all of a multiplicity of agencies with processes that require responses from the principal (at cost to time and emotional wellbeing):
 - a. The board
 - b. ERO
 - c. NZQA
 - d. The Teachers Council
 - e. The local office of the Ministry of Education
 - f. The national office of the Ministry of Education
 - g. The Minister of Education
 - h. The Ombudsman
 - i. The local MP
 - j. The news media
 - k. The local community
 - l. The police
- 3 The lay-nature of the board as the principal's direct employer.

PPTA has also had difficulties in establishing the 'responsible agency' when representing members. For example, for pay/qualification related matters three different agencies can be involved (the Education Ministry as pay master and party to the STCA, NZQA as qualifications assessor and Education Council with responsibility for recognising initial teacher education).

10.1.3 *Compliance burden of Tomorrow's Schools*

One of the tensions in the development and implementation of Tomorrow's Schools was the fiscal risk to the Crown of devolving administrative, property,

employment and funding responsibilities to school boards, at the same time as devolving educational decision making.

The further from the centre decisions which had fiscal implications were made, the greater the potential risk to the Crown. In part this was intended to be managed by bulk funding (with the added attraction to the SSC and government of fiscal savings further down the track). Ultimately however devolved authority also required the devolution of compliance requirements from the Department/Ministry to schools.

The legal requirements governing the operation of schools and limiting the fiscal risk to the Crown created administrative and resource costs that were multiplied across two and a half thousand schools, and were never appropriately resourced. In addition to the compliance requirements imposed on any business by general legislation (e.g. Health and Safety at Work Act, tax legislation, Vulnerable Children's Act) and local body requirements, schools are required to respond to the compliance requirements in the Education Act and the administrative interpretation of those requirements by the agencies charged with enforcing compliance (Ministry, Education Council, ERO, NZQA).

Each new compliance cost generated by education, or general legislation, has added to the compliance burden of schools, all under-resourced or un-resourced from the centre. The effect of these has been increasingly to build administrative workload pressures in schools and to draw resourcing away from the core functions of teaching and learning, and the attention of school leaders from the essential role of educational leadership.

To date governments have been prepared to look at palliative care measures (attempting to streamline compliance) rather than to respond with disease management (increased resourcing) or cure (addressing the underlying cause of the problem, our highly devolved governance and management model).

The Association believes that there are significant resource savings (both time and money) to be made in models where many of the administrative and governance requirements are consolidated into larger regional bodies or in the central ministry, while key educational decisions about teaching and

learning remain at the local community, thus reducing fiscal risk to the Crown. Management of school property is one obvious candidate.

To illustrate the compliance burden on schools here is a list of key acts of parliament (identified by ERO) with which schools must demonstrate compliance to:

- Building (Pools) Amendment Act 2016
- Building Act 2004
- Copyright Act 1994
- Criminal Records (Clean Slate) Act 2004
- Crown Entities (Financial Powers) Regulations 2005
- Crown Entities Act 2004
- Education (Hostels) Regulations 2005
- Education (School Attendance) Regulations 1951
- Education (Surrender, Retention, and Search) Rules 2013
- Education (Update) Amendment Act 2017
- Education Act 1989
- Education Council Rules 2016
- Employment Relations Act 2000
- Financial Reporting Act 1993
- Fire and Emergency New Zealand Act 2017
- Fire Safety and Evacuation of Buildings Regulations 2006
- Food Act 2014 and Food Regulations 2015
- Harmful Digital Communications Act 2015
- Hazardous Substances (Exempt Laboratories) Regulations 2001
- Hazardous Substances and New Organisms Act 1996
- Health (Immunisation) Regulations 1995
- Health and Safety at Work Act 2015
- Human Rights Act 1993
- Local Government Official Information and Meetings Act 1987 (Part VII)
- New Zealand Bill of Rights Act 1990
- Official Information Act 1982
- Privacy Act 1993
- Prohibition of Gang Insignia in Government Premises Act 2013

- Protected Disclosures Act 2000
- Public Finance Act 1989
- Public Records Act 2005
- Regulations made under the Health and Safety at Work Act 2015
- Resource Management Act 1991
- Smoke-Free Environments Act 1990
- State Sector Act 1988
- Vulnerable Children (Requirements for Safety Checks of Children's Workers) Regulations 2015
- Vulnerable Children Act 2014

10.1.4 *Economies of scale*

The devolved system also inhibits economies of scale. The New Zealand education system working as a whole must have tremendous buying power, yet the structure means that schools continue to operate on their own.

10.1.5 *Network decisions*

Another example of inefficiency is school network decisions. It is too easy for schools to start up, and to remain open, when they are no longer viable. Take the recent example of Tukurumuri School in southern Wairarapa. This school had no fulltime staff or pupils but remained open (until very recently), with the Ministry continuing to pay its annual operating costs of about \$250,000¹³. It is much cheaper, and educationally beneficial (for example in the ability to offer a wider range of options to students), to run one 800 student secondary school than two 400 student ones.

We support consultation and community desires, but the system has lost the ability to weigh up local concerns against those of the country as a whole. The system needs to find a better balance between central, regional and local decision making.

10.1.6 *Duplication of resources*

Funding schools for the number of students they enrol has encouraged schools to compete. When schools compete, they tout for students. They try

¹³ <https://www.stuff.co.nz/national/education/105018260/education-ministry-makes-call-to-shut-the-wairarapa-school-with-no-students>

to outperform competing schools through advertising, open nights, staff, courses and facilities. Schools encourage teachers to offer more assessments to show how their school is better than another, to offer meaningless credits or offer more internal assessments to improve pass rates.

From the outside this could seem like a good thing, keeping schools 'on their toes'. In reality it adds to the workload of staff, schools manipulate results to make themselves look better than they really are, and they embark on building projects that make the school look modern or state-of-the-art.

Strangely, schools competing for students actually reduce student choice. Schools usually end up offering the same courses as the neighbouring school to prevent students choosing that school instead of theirs, as every student that ends up at the school down the road means less funding for their school. Competition inhibits schools from working together to provide opportunities for students that working separately they cannot provide – for example, specialising in different subjects, providing alternative education, or different vocational pathways.

At the opposite end of the scale some schools are able to rely for their competitive edge on public perceptions of measures that do not relate to the quality of the learning environment in the school. These institutions are not only largely free from competitive pressures but are able to reverse an underlying tenet of Tomorrow's Schools and select their students rather than the other way round. For a number of schools this can involve selecting students from outside the school's natural catchment area. The effect of this on students who remain in surrounding schools is negative in many ways.

The schools that are benefiting from the current model will be resistant to changes that move them from their current privileged position. Greater integration of schools at a regional level would lead to a better sense of shared responsibility for all students in our broader communities and help to mitigate this.

It is time to change the funding arrangement for schools so that they are only funded for students in their catchment, or introduce zoning for all schools. In

addition, local Ministry offices should facilitate schools working together and determine facilities and specialisations across a network of schools to avoid inefficient duplication.

11. INNOVATION

11.1 Many schools across New Zealand have developed and put in place innovative teaching and course practices at the classroom, school and even between-school level. Schools have responded positively to being more in control of their spending and increased flexibility around staffing. This local control has enabled schools to create and resource programmes that respond to the needs of their students.

11.2 While the devolved system allows schools and teachers to operate with more individuality, flexibility and creativity, working against this is the bureaucratic demand of the current system that teachers and schools must constantly provide complex and time-consuming evidence that they are doing their jobs. We will return to this topic when discussing developing a high trust model.

12. COLLABORATION BETWEEN SCHOOLS

12.1 In high performing countries the system encourages the development of teachers' learning communities through which teachers can share their expertise and experiences. There is growing interest in ways to build cumulative knowledge across the profession, for example by strengthening connections between research and practice, and encouraging schools to develop as learning organisations.¹⁴

12.2 Communities of Learning (CoL) have attempted to encourage schools to work together, but these results have been mixed. The review should consider if regional structures can be used to establish networks of schools to encourage cooperation and collaboration and efficient use of resources. As mentioned above, if schools collaborated this could result in increased choice for students.

¹⁴ Schleicher, A. (2018). World Class: How to build a 21st-century school system

13. ABILITY TO MEET NATIONAL OBJECTIVES

13.1 When Tomorrow's Schools was introduced few people envisaged the amount of research and subsequent knowledge that would be discovered about effective ways to teach. In a highly decentralised system it is difficult to get new practices into the classroom. This was particularly so when the Ministry operated as a policy-only agency.

13.2 Over time, however, the Ministry has softened on its policy/implementation split. A recent example is the introduction of the new Digital Technologies and Hangarau Matihiko Curriculum where the Ministry allocated \$38m to ensure schools and teachers have an understanding of the new curriculum content and how it can be integrated into teaching and learning programmes.

13.3 It assembled a group of technology teachers and other experts to design an implementation plan, beginning with data gathered on the current state of digital technology teaching levels. The group then designed professional development to cater for three levels of readiness:

- digital fluency
- nationwide digital readiness programme
- tailored digital technologies professional learning and development

13.4 The Ministry also provided specialised online modules for teachers and students to support the new content for senior secondary levels.¹⁵ This provision is not perfect but is the kind of support that teachers need.

13.5 PPTA would like to see subject and pedagogical capacity built up in the Ministry, making it a mecca of knowledge. Currently the Ministry out-sources most PLD. If support programmes are out-sourced, the Ministry loses control over quality. Expertise is not built up in the Ministry as it is lost once the project is over. Contracting PLD costs more due to the duplication of tasks like administration and advertising, and the requirement for a private company to make a profit. In-house PLD could provide career opportunities for teachers.

¹⁵ <http://www.education.govt.nz/ministry-of-education/specific-initiatives/digital-technologies-and-hangarau-matihiko-learning/comprehensive-support-package/>

14. DEMOCRATIC PARTICIPATION

14.1 Tomorrow's Schools has been successful in increasing the involvement of parents in their local school and kindling the ideal that schools are responsive to the needs of their local community, as well as to the needs of the wider community. An elected board, however, is by no means the only way this can be achieved.

14.2 As mentioned above, not all schools can self-manage. What is the solution?

14.3 Some school leaders are eager to retain the current model, believing that it would be a mistake to force greater centralisation on all schools just because some schools are struggling. The argument has been made for a "two-track" system¹⁶ that gives 'successful schools' similar, or more local control, and others much less.

14.4 A 2011 ERO publication reported between 16 and 20 per cent of schools struggling with the responsibilities of self-management, especially in low-income or rural communities, and in small schools¹⁷. The report went on to state that the schools that are struggling are not necessarily the same ones from year to year. PPTA prefers a different solution to the two-track one. We would favour a system that identified struggling schools early and provided the necessary support to ensure that they succeeded.

14.5 The challenge is to facilitate community involvement in schools, in a way that does not require the community to be spending time on administration, tasks that require specialist knowledge or the responsibility of being an employer of the principal and staff.

15. SUPPORT FOR TEACHERS

15.1 No education system can be better than the teacher workforce that staffs it¹⁸. PPTA is deeply concerned about the state of teacher professional education in NZ and teacher recruitment and retention.

¹⁶ <http://103.14.3.1/national/programmes/insight/audio/2018650326/insight-examining-tomorrow-s-schools>

¹⁷ Wylie, C. (2012)

¹⁸ Schleicher, A. (2018)

15.1.1 *Teacher PLD*

Teaching is not a skill that once learnt in initial teacher education is there for life. An effective teacher's career requires on-going professional development to hone skills and learn new skills. Teacher professional development is a continuum, beginning with initial teacher education, followed by a period of induction and mentoring, by on-going teacher and leadership education – right throughout a teaching career.

The devolved system has been poor for teacher professional development. For two years after the introduction of Tomorrow's Schools the Ministry continued to fund the Advisory Services through the Universities and Colleges of Education. After that time the funding went directly to schools that then prioritised the funding as they felt fit. From that time teacher professional development became haphazard. Some schools gave it high priority, others did not. To compound matters schools had to seek professional development out from approved facilitators. There was no longer a prospectus detailing an array of courses available throughout the year.

In addition, the designers of Tomorrow's Schools assumed that the informal connections between schools would continue once things were decentralised. This did not happen. Competition exacerbated the problem. Schools became isolated from each other. Teachers lost track of subject clusters and regional associations. Ironically it was the lack of support for the introduction of NCEA and the upheaval of the new curriculum that briefly forced teachers together and there was a time where collaboration flourished, where resources and ideas were shared – but through adversity.

Schools are required to be Good Employers and this requires them, among other things, to provide opportunities for the enhancement of the abilities of individual employees.¹⁹

The Iterative Best Evidence Synthesis (BES) on Teacher Professional Learning and Development²⁰ sets out seven contexts for effective teacher learning:

¹⁹ Secondary teachers collective agreement

²⁰ Timperley, H. Wilson, A., Barrar, & H., Fung, I. (2007) Teacher professional learning and development. Wellington. Ministry of Education

- Extended time for opportunities to learn
- External expertise
- Teachers' engagement in the learning
- Prevailing discourses challenged
- Opportunities to participate in a professional community
- Consistency with wider trends in policy and research
- Active school leadership.

Because most of the decision-making around PLD has been devolved to individual schools, schools have chosen to act in their own best interests and consequently the system has lost the ability to plan and act for the greater good. Succession planning for middle leaders, senior leaders and principals, is a case in point. What is the incentive for a school to grow a leader for him or her to move, on promotion, to another school?

The loss of around 40% of teachers within the first 5 years of teaching may be partially explained by the lack of support for beginning teachers.

Now is the opportunity to re-establish an appropriate balance between system focused, school directed and teacher initiated professional development - a balance between government, school and teacher priorities.

15.1.2 *Advisory Service*

PPTA supports the government's intention to establishment an Advisory Service (Service) to share best-practice and to mentor and advise teachers. We see the value of a balance between curriculum experts at the centre who are familiar with evidence-based current best practice and local support at school and cluster level.

We support the Service being able to second talented teachers to be mentors²¹. Professional development by people who have recent classroom experience is very effective. It is also excellent professional development for the teachers who are seconded, and provides a career path for teachers.

²¹ Labour Party Manifesto 2017

NZ education has not provided much support for its middle and senior leaders and principals so we fully endorse the establishment of a College of Educational Leadership as part of the Advisory Service.

School leadership is important at every level, but none more so than as principal. To be an effective principal requires knowledge and skills. We also support the establishment of qualifications for leadership positions, especially if the programmes are available (as promised) for new and existing leaders. We are aware that insisting on leadership qualifications will take a few years to establish, but in the long run this will ensure that middle and senior leaders and principals will be better equipped for their roles. Seconding experienced and knowledgeable leaders into the College will add credibility to the course and qualifications.

15.1.3 Teacher supply

Our teacher supply crisis is further evidence of a system that is not working.

Currently, NZ does not recruit and retain enough teachers to staff its schools. It was estimated that we were 800 secondary teachers short at the beginning of 2018. In our fragmented system no single organisation takes responsibility for ensuring adequate supply of quality teachers with the right mix of expertise.

The problem starts at initial teacher education. Over the last decade there has been a 40% reduction in the number of people training to be teachers. A brief look at initial teacher recruitment is very illuminating:

- TeachNZ (an arm of the Ministry) is responsible for the promotion of teaching – a web-only presence.
- Tertiary institutions are responsible for enrolling (and choosing) people for initial teacher education.
- Tertiary institutions decide how many teachers they will recruit, enrol and train.
- The Education Council ensures the quality of the courses
- Tertiary institutions deliver the courses with practicums in schools

- Teachers in schools (without any specialist training) provide advice and guidance to trainee teachers while they are on placement, usually with a visit from a tertiary lecturer at some stage during the placement.
- Education Council sets the standard for registration
- Beginning teachers graduate
- They apply to the Education Council for registration
- They apply to the Education Council for provisional certification
- They then compete in the market for positions in schools.
- Schools appoint beginning teachers to positions, often on a fixed term basis.
- Schools provide an induction and mentoring programme for beginning teachers – no training is given for this.
- Beginning teachers teach a 0.8 programme in Year 1, and a 0.9 programme in Year 2.
- Usually at the end of a 2 year period, if the school agrees that the beginning teacher has met the Standards for the Teaching Profession (STP), the beginning teacher applies to the Education Council for a full practising certificate.

The same fragmented approach to initial teacher education is seen throughout the system when it comes to teacher supply and has exacerbated the teacher shortage. The central agency, the Ministry, does not gather and analyse teacher supply and demand data, nor take an active role in ensuring that supply and demand are aligned.

16. High trust model

16.1 The current system was described by ex-Secretary of Education, Howard Fancy, as 'tight-loose-tight': tight expectations on what government expected from schools nationally, a loose hands-off approach to the way schools met those expectations locally, and high levels of accountability for meeting the expectations set. Fundamentally, however, these delineations undermine shared responsibility for educational outcomes, letting central agencies off the hook for a range of matters which they hold great influence over. Exemplifying this approach is the Ministry of Education's regular insistence that if one school can be shown to be dealing

successfully with any given challenge then there's no reason why every other school shouldn't do the same. The structures are wrong, the incentives are wrong.

16.2 Top performing countries have moved on from administrative control and accountability to professional forms of work organisation. They encourage their teachers to be innovative, to improve their own performance and that of their colleagues, and to pursue professional development that leads to better practice. The emphasis is not on looking upward within the administration of the school system. Instead it is about looking outward to the next teacher or the next school, creating a culture of collaboration and strong networks of innovation.²²

16.3 To retain individuality, flexibility and creativity, the government and its agencies should operate in a framework of trust that teachers will plan and teach in ways that meet the diversity of the students they teach. Any new model should be based on 'tight-support-light-support': clear expectations, support for individual schools to achieve these in and for their local community, light monitoring to ensure that things are moving forward and support for schools where this is not so. This form of accountability and support would work better with the Ministry of Education taking over ERO's functions, and providing regional structures which actively support schools on an on-going basis.

16.3.1 Education Council

Under any revised system, PPTA would like to see the retention of an independent teacher professional registration body, currently the Education Council. We believe that an independent professional body with a clear focus on its functions - deciding and regulating who is able to practise as a teacher in New Zealand, and free from political influence - is a safe-guard for New Zealand society.

17. Final comments

17.1 This submission will conclude with two comments - PPTA involvement in any changes, and importantly, implementation.

17.1.1 PPTA involvement

²² Schleicher (2018).

At the 2018 International Summit of the Teaching Profession (ISTP), PPTA entered into an agreement with the government which stated that the Ministry would involve the unions and the teaching profession in the co-construction of any changes to education. We see this submission and our involvement in the reference group as part of that process. However, we believe that we have a vital role to play in the next phase of the review, especially where changes may affect terms and conditions of employment of secondary teachers and principals who are our members.

In this regard, PPTA would welcome some changes to the current employment model as it is highly problematic, with the Secretary of Education as the employer for the purpose of collective bargaining, and individual schools for daily application and enforcement. The Ministry has little incentive to enforce the collective agreement in schools, and is often unaware of the realities of its application, and schools as employers have little commitment to national collective agreements that they often do not understand well. PPTA would be very interested in working with the Ministry and other unions on changes that will address these problems.

17.1.2 Change management

PPTA is concerned that any changes are implemented in a way that is mindful of teacher well-being – workload in particular. The implementation of Tomorrow's Schools, the NZ Curriculum and NCEA left teachers overwhelmed and feeling unsupported. Many teachers left the profession as a result - it was a distraction from the core task of teaching.

There is no reason for the government to act with undue haste. Any changes should be carefully planned, implemented and properly resourced. It may be useful to consider different time frames for different transitions, for example administrative changes, curriculum changes, establishing the Advisory Service.

17.1.3 A trial

One way to ensure that changes will be effective and manageable is to start with a pilot - in the spirit of a learning ecosystem. This could be with a region, a district or a cluster of schools. It would be more illuminating if the trial was in an area where schools are under pressure, or where educational outcomes

are poor. This would identify the support and resources that are needed to ensure equity and excellence.

A successful, transparent trial that showcases a system whereby a young person can attend their local school and receive a quality education will be evidence enough to sway the sternest critic.