

**Recruit, Reward, Retain:
The new 3Rs of New Zealand Education**

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Abstract

Teacher quality is claimed to have the greatest in-school effect on student achievement. This claim has caught the attention of politicians and policy-makers. Accordingly, the recruitment, retention and reward of effective classroom teachers has moved to the forefront of educational policy. In New Zealand this policy direction appears to have been encapsulated in the 'Quality Teaching Agenda', a package of interconnected initiatives designed to lift the quality of teaching and strengthen the teaching profession. This thesis seeks to understand the issues surrounding the recruitment, retention and reward of effective classroom teachers and to undertake a critical investigation into the forces and influences that have led to the 'Quality Teaching Agenda' becoming policy under the Fifth National Government.

The methodology adopted is an archeologically and genealogically grounded critical policy analysis with consideration given to critical discourse analysis. This methodology is informed by the philosophy of Foucault, the critical policy analysis methods of Ball, amongst others and the critical discourse analysis methods of Fairclough. In undertaking this approach it is accepted that policy formulation is not created in a vacuum and that the nature of social, political, technological and economic forces need to be considered. This thesis also subscribes to the theory that national education policies are influenced by Transnational Agency Networks that are founded in neo-liberal socio-economic ideologies.

This thesis does not attempt to purport that one specific policy or another is superior in the attainment of the goal to recruit and retain quality teachers. This thesis will however argue that policies that achieve the end of recruiting and retaining quality teachers will be of benefit to educational outcomes. This thesis will also consider the contradictory nature of some simultaneously adopted policies and suggest a framework to optimise the achievement of the objective to recruit, retain and reward quality teachers.

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Attestation of Author

I hereby declare that this submission is my own work and that, to the best of my knowledge and belief, it contains no material previously published or written by another person (except where explicitly defined in the acknowledgements), nor material which to a substantial extent has been submitted for the award of any other degree or diploma of a university or other institution of higher learning

Craig Michael Arnold

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Foreword

Virtually everyone has an opinion on education; after all we all went to school. Education was the key policy issue in the recent 2014 election, as not only is education about our children but also about the general future wellbeing of our nation. Education is a key economic issue as education can improve the economic performance of a nation through increased labour productivity and the incubation of entrepreneurial acumen. Education is also a key social issue, with it being argued by some that education is the key to breaking the cycle of social disadvantage and by others that educational equity is a victim of socio-economic inequality.

Amongst all the discussion about schools, systems, curricula, assessment, 21st century learning and quality teaching, the simple fact remains that education is fundamentally about the teacher-student relationship. It is acknowledged that no education system can exceed the quality of its teachers, thus teachers are of critical importance to the socio-economic wellbeing and cohesion of a society. In New Zealand, much of the discourse this millennium has been on the variable quality of our teachers and how best to improve teacher capabilities.

I also have an opinion on education; after all I too went to school both as a student and a teacher. I accept that my experiences colour my phenomenological and epistemological view of education in general and teaching specifically. I therefore offer the following, abridged, recount of my recent experiences in the field of education.

At the turn of the century [CA1]I decided, in my early thirties, to make an investment in 'up-skilling' myself for the new knowledge economy. In 2001 I completed my Bachelor of Commerce in Information Systems, Law and Economics and shortly after a Graduate Diploma in Operations Management. I was a top student and in 2002 I started my new career as a Project Manager for a consulting and outsourcing company. In this position my eyes were opened to the effects of neo-liberal economic ideology on Human Resource Management and how underprepared some of our school leavers were to face the demands of the new

economy. I decided at this time that the best thing I could do for myself and for my country was to become a school teacher. This decision was based on: a desire to help fill an acute teacher shortage, a belief in the new National Certificate in Educational Achievement (NCEA) system, the knowledge that I could earn a salary that would enable me to enjoy my substantial holidays, and a desire to improve the employability of our students leading to the vicarious joy of seeing my students grow and achieve.

I was in my third of four placements as a student teacher when I was approached by a decile ten school and offered a permanent position teaching Economics. I declined the offer and took employment in a decile one school. For the past decade I have been a school teacher and seven of those years have been in decile one south Auckland schools. During my time as a teacher I was *just* a classroom teacher. I never sought promotion, but I actively engaged myself in the wider school. This engagement included budget committees, timetable, school magazine, associate teacher, ICT projects, football coach, Scholarship economics and acting as Teacher in Charge of Economics and Business Studies. I was, in my own opinion, never an exceptional teacher but I was a solid teacher who made a positive contribution. I was also not content to suffer the stagnation I had observed in many disengaged teachers. As professional learning and development opportunities within schools were generally perfunctory in nature I undertook, at night school, a Masters in Educational Leadership which I completed in 2009 and a Graduate Diploma in Teaching English in Schools for Speakers of Other Languages (TESSOL) which I completed in 2012.

At the end of the first term in 2013 the Principal of my school resigned. In term three of that year the new Principal was appointed and he clearly articulated that he considered his primary role to 'recruit, reward and retain excellent teachers'. No longer was discourse about leading learning, no longer a discussion about leading the school to meet the needs of our community. It was with these 3Rs that I was reminded of the neo-liberal workplace of a decade past. At the start of term four the Principal announced that our school would be subject to Curriculum and Pastoral Needs Analysis (CAPNA) and would lose nine staff, in effect a decimation of teaching staff. Despite CAPNA the Principal still talked about recruitment, and indeed did recruit new staff. I volunteered for CAPNA and took the opportunity to write this thesis. Amongst the

others to volunteer were some quality teachers leading me to question if the human resource management rhetoric of recruit, reward and retain was necessarily efficient and effective given the nature of the teaching profession.

As a teacher of Economics, Accounting, Mathematics, and Information Technology it is my nature to use quantitative methodologies to be objective. This thesis is, however, based on a post modern, qualitative approach informed by Foucault. The irony of this is not lost on me and I express the discomfort I feel in writing this thesis in this manner. I acknowledge that as this thesis was largely written before the 2014 general election, some aspects of this thesis could be rendered obsolete. As will become evident I do not consider this to be a problem, given the very purpose of this thesis. I believe it is better to write for self and have no audience than to write for an audience and have no sense of self. I do not wish to be an enemy of the promise of a better education system by critiquing the imperative to improve the quality of teaching and teachers. Nor do I wish to sit idly by and watch the implementation of politicised policies based on neo-liberal ideology do harm to our education system. As a tertiary student writing a Master's thesis on public policy, I am acutely aware of imperative for New Zealand universities to be the critic and conscience of society. I only hope that I have divorced my still raw emotions from the thesis process and undertaken a critical analysis that is written as objectively as possible, in good conscience, given the potentially subjective and emotive nature of the topic.

Chapter 1. Introduction

1.1. Overview

Teacher quality is claimed to have the greatest in-school effect on student achievement (Alton-Lee, 2003; Hanushek & Rivken, 2004; Hattie, 2003). This claim has caught the attention of politicians and policy-makers. Accordingly, the recruitment, retention and reward of effective classroom teachers has moved to the forefront of educational policy. This thesis will focus on some key issues regarding the recruitment, retention and reward of effective classroom teachers. These include the identification and attraction of candidates who possess a disposition to teach, identification of ways to reduce turnover, and the relationship between rewarding effective teachers and questions of measuring teacher effectiveness and evaluating remuneration.

Building on the recommendations of the Education Workforce Advisory Group [EWAG] the current Government has through the Ministry of Education implemented a number of initiatives aimed at lifting the status and professionalism of the education workforce (Ministry of Education [MoE], 2011). A *Vision for the Teaching Profession* published by EWAG (2010) specifically addressed issues of reward, recruitment and retention, suggesting that “to ensure the teaching profession can attract and retain high quality individuals, broad changes are needed in the way the profession is perceived” (p. 2) and “effective teachers deserve to be recognised and rewarded for their skills and expertise” (p. 2). This vision has in turn led to the Education Workforce Strategy which has the following four foci: changes to initial teacher education, development of career pathways, strengthening recruitment and retention of school leaders, and review of the Teachers Council (MoE, 2011). This thesis will not only consider academic discourse on issues regarding the recruitment, retention and reward but also consider current policy formulation and adoption.

1.2. Current Policy

There is a new agenda in New Zealand education known as the Quality Teaching Agenda (QTA). This agenda is “a package of interconnected initiatives designed to lift the quality of teaching and strengthen the teaching profession” (MoE, 2013a). This 37.5 million dollar agenda has, according to the Ministry of Education (2013a) the following six components:

- transition to a more effective professional body for teachers
- lift the entry standards and quality of initial teacher education
- improve principal and teacher appraisal linked to professional learning and development
- develop a framework for promoting and supporting potential professional leaders
- implementing a strategy to strengthen the value and raise the status of teaching
- implement and support the use of PACT (Progress and Consistency Tool) in schools.

The QTA “takes into account the Education Workforce Advisory Group’s 2010 report” (MoE, 2014a) and is an “ambitious agenda for change in the schooling sector” (New Zealand Treasury, 2013) with a goal “to strengthen the value and raise the status of teaching by exploring the nature of teaching in the 21st century” (MoE, 2013a). The QTA is in effect operationalisation of the Ministry of Education Medium Term Strategy for Schooling (MTSS). The goals of the MTSS are: effective teaching, stronger accountability for outcomes, improved school governance, sharing data, sharing knowledge and 21st century schooling (MoE, 2011).

Subsequent to announcing the QTA, the Government proposed the 359 million dollar, ‘Investing in Educational Success’ (IES) initiative, which is now part of the QTA. At almost ten times the original budget allocation of the QTA, the IES is, as will be discussed, a critical element in operationalising the

Government's comprehensive quality teaching agenda [which] includes proposing the new independent professional body, the Education Council of Aotearoa New Zealand, the cornerstone of our quality teaching agenda; the \$359 million investment in professional career pathways; the inaugural Prime Minister's Education Excellence Awards in June; the education festivals in Auckland, Wellington, and Christchurch this month; and the new postgraduate qualifications in initial teacher education. The teaching profession makes a powerful contribution to lifting student achievement. This Government is backing our profession to win—in law, in policy, in practice, and in funding. (New Zealand Parliament, 2014a)

1.3. Key policy directions for analysis

The Education Council of Aotearoa New Zealand [Educanz] is “the cornerstone of the quality teaching agenda” (National Party, 2014) and the “government's key lever to manage its interest in the teaching profession” (Parata, 2013a, p. 7). Accordingly this thesis will consider the role Educanz will play in implementing the QTA and analyse the nature of the government's interest in the teaching profession. Attention will also focus on the Education Amendment Bill No 2 (New Zealand Government, 2014a). This bill sets the framework for Educanz to be “the new professional body to lead and promote quality teaching, and...also makes changes to the regulatory framework for teaching and to the disciplinary regime for teachers.” (MoE, 2014b, p. 3).

The IES initiative, another key policy direction, focusses on issues of retention, recruitment and refreshment of the profession. The following quote from a Cabinet paper provides a clear overview of the rationale behind this policy:

Increased retention of the workforce and limited population growth is reducing vacancies and opportunities for graduate teachers, and therefore refreshment of the profession. Establishing clearer pathways and progression, with more variety, is critical to attracting the best and brightest into the profession, and facilitating advancement for those already in the profession. A rigorous and systemic response is needed to raise the quality of teaching and leadership across the profession. The foundations for this are being set by the Quality Teaching Agenda already underway (MoE, 2014c)

A third component of the QTA is the recent work on lifting the quality of initial teacher education (ITE) (MoE, 2014a). To this extent the Government initially partnered with the Universities of Auckland, Waikato and Otago to provide new postgraduate level (ITE) qualifications (Parata, 2013b) and this trial has now been extended to other Universities. The foundation of the revised ITE qualifications are specific “expectations for teacher candidates at the point of graduation and entry into the profession: what they should be able to do, and the knowledge, competencies, dispositions, ethical principles, and commitment to social justice that they should possess” (Aitken, Sinnema, & Mayer, 2013).

1.4. External influences on policy formulation

Recent work by Ball (2012) justifies considering the influence of think tanks in discussing policy formulation. In his discussions of transnational advocacy networks (TANS) he states: “Neo-liberal reforms are also ‘carried’ and spread globally through the activities of transnational advocacy networks...typically discussed and portrayed within a paradigm of progressive policy solutions” (Ball, 2012, p. 12). Ball goes on to say that “as parts of TANS and sometimes in their own right, think tanks often have very specific and effective points of entry into political systems: ‘think tanks are nested in a web of relationships’” (p. 13). Stone (2008) reinforced these views, stating “think tanks are beginning to exert some influence through their involvement in ‘global public policy networks’” (p. 4). Stone (2013) further noted that there “is a diverse but growing community of consultants, foundation officers, business leaders, scientific experts, think tank pundits and NGO executives who are increasingly notable for their global policy reach and professionalism” (p. 32).

In New Zealand, ‘The New Zealand Initiative’, formed when ‘The New Zealand Institute’ and ‘The Business Roundtable’ merged, appears to have had some influence over policy formulation as it has added to discourse around the New Zealand teaching profession. Blackstock (“Kiwi kids stand up and be counted”, 2014) suggested that the New Zealand Initiative was “instrumental in influencing Prime Minister John Key’s announcement...of a radical overhaul of teacher management”, while the Minister of Education, Hekia Parata,

welcomed the New Zealand Initiative's Report as a "further contribution to the Quality Teaching Agenda" ("Minister welcomes New Zealand Initiative Report", Fuseworks Media, 2013). The New Zealand Initiative has recently published three reports on education, with the first, *World Class Education? Why New Zealand must strengthen its teaching profession* (Morris & Patterson, 2013a) addressing issues of reward, recruitment and retention. The report noted "New Zealand must design policies that attract the best and brightest into the profession, and design attractive career structures so that teachers can develop their full potential and the best teachers remain in the classroom" (p. ii). The New Zealand Initiative is selected as only one of the many think tanks that have contributed to global discourse on quality teaching, as it is beyond scope of this thesis to identify the many organisations serving as independent policy advisors.

Globally, educational policy makers are increasingly influenced by the "vigorous global conversation about educational performance" (Stewart, 2012, p. 6) particularly with respect to the "need to develop and sustain a high-quality teaching force" (Asia Society, 2014a). Much of this discourse was in response to the Organisation for Economic Co-Operation and Development (OECD) report 'Teachers Matter: Attracting, Developing and Retaining Effective Teachers' (OECD, 2005). This report explicitly addressed issues of recruitment and recommended that teaching profession needed to be competitive with other occupations in order to attract talented and motivated candidates. The report also noted that policy needed to ensure the best candidates were selected for employment and that the work environment facilitate success so effective teachers wish to continue teaching.

The New Zealand Treasury also influences Education policy, and it is regarded as "the most powerful bureaucratic influence in state policy making" by Olssen, Codd, & O'Neill (2004, p. 175). The Secretary to the Treasury recently stated "we make no apologies for being in the room on education" (Makhlouf, 2012a). The Treasury Statement of Intent 2011-2016 (New Zealand Treasury, 2011a, p. 20) states: "Treasury will also support the Ministry of Education and Ministers to develop and adopt a medium-term strategy for schooling that provides a clear and purposeful agenda for change, particularly in the areas of workforce quality and school performance information".

1.5. Quality verses quantity

In 2004 RAND Corporation noted “although there are many studies that focus on the recruitment and retention of teachers, few focus on the recruitment and retention of *effective* teachers” (Guarino, Santibanez, Daley, & Brewer, 2004, p. 1) this focus on quality over quantity came through clearly in the 2012 budget announcement by Hekia Parata:

The reality is that we are in a tight economic environment. In order to make this new investment in quality teaching and leading, we have to make some trade-offs. As I have already outlined we are opting for quality not quantity, better teaching not more teachers (Parata, 2012)

Therefore this thesis will focus on issues around the recruitment, retention and reward of quality teachers. This approach recognises that 21st-century learning environments require quality teachers.

Economic models and theories will be applied to discuss the quantitative issues around labour market equilibrium. In the New Zealand context the starting points for measuring teacher effectiveness will be the explanation of effective pedagogy in the New Zealand Curriculum (MoE, 2007) and the effective teacher indicators applied by the Education Review Office, (Education Review Office, 2011). From international research the ‘Measures of Effective Teaching’ (MET) and ‘Value Added Model’ (VAM) will be considered. The characteristics and dispositions of quality teachers, quality teaching, and the strategies for improving the quality of existing teachers will be considered in the relevant chapters on recruitment, reward and retention.

1.6. 21st-century learning

The New Zealand curriculum has a vision of “young people who will be confident, connected, actively involved, lifelong learners” (MoE, 2007, p. 7) who “will seize the opportunities offered by new knowledge and technologies to secure a sustainable social, cultural, economic, and environmental future for our country” (p. 8). The New Zealand curriculum has transformative

potential, with a focus “on helping students create knowledge, not just accumulate knowledge” (Bull, 2009, p. 1). If this is the case, then teachers need to be authentic “learning coaches—a role that is very different from that of a traditional teacher” (Bull & Gilbert, 2012, p. 5). This suggests a significant shift in pedagogical practice, namely that in the 21st century, teachers need to be lifelong learners who are confident, connected and actively engaged in communities of practice and in learning communities. Teachers will need to “re-situate themselves as learners...to help less experienced learners build their learning capacity” (Bull & Gilbert, 2012, p. 8).

Two structural issues related to the idea of 21st-century learning that have an impact on teachers are modern learning environments (MLE) and information and communications technologies (ICT). ICT requires teachers who have a certain proficiency in using technology. This level of proficiency is increasingly redefined and lifted due to initiatives such as network for learning (N4L) and bring your own devices (BYOD). MLEs, or open learning spaces, require teachers to be receptive to working collaboratively but also open up opportunities to increase student to teacher ratios. Both these 21st-century learning issues have direct impact on the supply side in terms of the qualitative characteristics of suitable teachers and on the demand side as a result of changing structural conditions that enable student teacher ratios to increase.

1.7. Economic analysis

Economic theory of labour markets provides a framework through which issues of recruitment, retention and reward can be analysed, and to this extent, the economic terms demand, supply, equilibrium, shortage, surplus, rationality and opportunity cost will be used. Demand will be deemed to be “the number of teaching positions offered at a given level of overall compensation” and supply “as the number of qualified individuals willing to teach at a given level of overall compensation” (Guarino et al, 2004, p. 3). Overall compensation is not only “salaries (including bonuses, other forms of monetary compensation, and expected future earnings) and benefits but also any other type of reward derived from teaching that can be

encompassed under the heading of ‘working conditions’ or ‘personal satisfaction’.” (p. 3) Equilibrium will refer to a situation where the demand for teachers is generally equal to the supply of teachers, a shortage the situation where demand exceeds supply and surplus where supply exceeds demand. Rationality suggests that “individuals will become or remain teachers if teaching represents the most attractive activity to pursue among all those activities available to them” (p. 3) and the next best of those activities available to them will be referred to as opportunity cost.

It has been previously noted that few studies focus on the recruitment and retention of *effective* teachers, accordingly this thesis will focus primarily on supply side policies that encourage recruitment and retention of *effective* teachers. This economic analysis will be qualitative, not quantitative, and for the most part, not disaggregate the market by teaching domain or year level. This economic analysis will, however, consider the “significant changes to teacher supply and demand due to the impact of the global economic recession” (Teach NZ, 2014a) and how this issue, and 21st century issues such as ICT and MLEs, have enabled a shift in perspectives and policies on teacher recruitment and retention.

1.8. Recruitment

Overall compensation is the primary policy lever to encourage recruitment, including monetary compensation, working conditions, perceptions about the profession, job security, job satisfaction and career progression. Another policy lever is the ease of entry and cost of certification through ITE providers, which will be considered first. Recent policy announcements simultaneously raise and lower both the ease and cost to individuals wishing to become teachers. These self-contradictory policies seem to differentiate between those with some arbitrarily defined dispositions to be a quality teacher and those without. Teach First NZ offers a full-time salary and fully-funded Postgraduate Diploma for English, Mathematics, Chemistry, Physics, and Te Reo Māori teachers willing to commit to working in a low decile school for two years (Teach First NZ, 2014a) yet the TeachNZ unit no longer offers voluntary bonding for new teachers in low decile schools, and in 2013 “removed most scholarships for

secondary subject teachers due to the low number of vacancies in areas other than Te Reo Māori” (Teach NZ, 2014b). Another example of this dichotomy is that Partnership schools (being a school sponsored and operated by a body corporate, corporation or limited partnership) are not required to employ qualified teachers (New Zealand Government, 2014a) yet at the same time the Government is lifting the “entry standards and quality of initial teacher education” (MoE, 2014a).

Perceptions of the profession are managed by “a strategy to strengthen the value and raise the status of teaching” and to “deliver a sustained, more effective approach to teacher supply issues” (MoE, 2013a). This strategy includes the IES programme which offers career pathways and also, after many years of negative press, is attempting to lift the perception of the profession by “celebrating excellence and innovation in our wider education system” (“Inspiring Teachers Recognised Nationwide”, Office of the Prime Minister, 2014) including The Prime Minister’s Education Excellence Awards valued at twenty to fifty thousand dollars. These publically “acknowledge those people and practices who are delivering a better education to our children and young people” (Parata, 2013c). Educanz is expected to have a role to play as the “cornerstone of the Government’s programme to raise the status of the profession, and publically recognise the value it contributes to New Zealand” (MoE, 2014d). Accordingly strategies that Educanz or other Government agencies can implement to publically raise the perceived status of teaching, such as media campaigns, will be considered.

1.9. Retention

There is substantial crossover between “policies that promote recruitment and those that promote retention (as) both focus on mechanisms to adjust the attractiveness of teaching relative to other occupations” (Guarino et al. 2004, p. 5). Thus, for example, the IES initiative is targeted at retention yet serves to make the profession more attractive from a recruitment perspective.

Retention does, however, differ from recruitment in a number of ways, one being perception of the profession, with those inside the profession having different perceptions to those outside the profession due to “issues of emotional commitment” (Kelchtermans, 2001, p. 1005). A second difference concerns motivational factors, which create in individuals the desire to remain in, or to join, the profession. Those within the profession joined the profession based on a perceived historical overall compensation and have remained based on perceived existing overall compensation. Should recruitment policies be adopted that change overall compensation in the profession, such policies will positively or negatively affect retention decisions based on individual teachers self-understanding of working conditions. An example of this is highlighted by union reaction to the IES initiative. National President of the New Zealand Educational Institute [NZEI] Judith Nowotarski commented that members are “concerned that aspects of the package...could increase competition rather than collaboration” (NZEI, 2014a). The third major difference is that those inside the profession have already made an investment, known as a ‘sunk cost’, which according to economic theory (Arkes & Blumer, 1985) should be ignored in any rational decision making process. Evidence from behavioural economics suggests, however, that sunk costs do influence decisions due to a human propensity to be risk averse.

Scholars addressing the idea of quality teaching have accepted that there is variability in the quality of teaching (Darling-Hammond, 1999; Hanushek, 2011; Hattie, 2003; Morris and Patterson, 2013a). Accordingly, consideration will be given to the retention prospects of those teachers who are deemed to underperform, an issue currently addressed by the competency provisions of collective agreements. Structural changes such as the statutory role of Educanz outlined in the Education Amendment Bill (No 2) and the review of professional development models will, however, be considered, as “this review provides the opportunity to ensure that our teachers are getting the right level of support for their development needs and are being challenged to raise the achievement of all students” and “is one of several initiatives, including the establishment of the proposed new body Educanz, that will improve the quality of teaching” (Parata, 2013d).

1.10. Reward

Reward is overall compensation, both extrinsic and intrinsic, and is the net difference between what Frederick Herzberg (1923-2000) called 'satisfiers' and 'dissatisfiers'. Satisfiers are motivators and positively perceived in overall compensation whereas dissatisfiers, or as Herzberg called them 'hygiene factors', are perceived negatively in overall compensation. Accordingly any policy agenda needs to "weigh in the balance the tensions between the satisfiers and the dissatisfiers" (MacBeth, 2012, p. 13) in creating overall compensation. The approach of the QTA to overall compensation is to create a career pathway that is "supporting potential professional leaders" and improving perceptions of the profession by implementing "a strategy to strengthen the value and raise the status of teaching" (MoE, 2013a). It does so through IES to financially reward excellence and through the Prime Minister's awards to publically recognise excellence (Parata, 2013c).

Hall and Langton (2006) tellingly noted "the pros and cons of teaching were strongly differentiated between positive perceptions of the role and what it stands for, versus negative perceptions of the work and the environment in which it is performed" (p. 32). Positively, their suggestion that "the opportunity for a personally rewarding, secure job that influences both individual children, and the future society that we all live in" (p. 2) was negated by their finding that teaching offers an "unsupportive environment where excellence is not rewarded" (p. 3). To link the discussion of recruitment, retention and reward, this thesis will focus on some key issues regarding the recruitment, retention and reward of effective classroom teachers. These include the identification and attraction of candidates who possess a disposition to teach, identifying ways to reduce turnover, and the relationship between rewarding effective teachers and questions of measuring teacher effectiveness.

1.11. Positioning education reform globally and historically

Although this thesis is a critical analysis of New Zealand's QTA, it is naïve (Dale & Robertson, 1997) to consider that policy is an exclusively national issue as Ball (2006; 2012) and Stone (2008; 2013) suggest that reforms are spread globally. New Zealand is connected to the global community and is thus subject to global influences. Thus, educational reforms in New Zealand will be contextualised against the backdrop of global reforms. Globalisation will not be treated ideologically in this thesis, but rather be treated as fact and it will accept that globalisation can revitalise local institutions (Ozga & Lingard, 2007). Educational policy will thus be analysed through the lens of dominant global trends and economic ideology.

In adopting the QTA the Minister of Education and the Ministry of Education appear to have accepted that the teaching profession requires re-professionalisation thus suggesting possibly that the teaching profession has become de-professionalised. Benade (2012) stated “the essence of the deprofessionalization argument is that neo-liberal education reforms have contractualized teachers' work, thus eroding trust in the professional relationship” (p. 7). It is argued (Benade, 2011; 2012; Olssen, Codd & O'Neill, 2004; Olssen & Peters, 2005) that educational policy reform is situated within a neo-liberal economic ideology based on human capital theory, public choice theory, agency theory, transaction cost economics, performativity and managerialism.

Historically, in the New Zealand context, the major neo-liberal education policy response was contained in the Picot Report and the White Paper, *Tomorrows Schools* (Olssen et al, 2004, p. 176). The recommendations in these reports led to a major restructuring of the New Zealand education system that sought to “abolish regional education boards, and to convert each learning institution into a self-managing unit having its own elected Board of Trustees” (p. 176). These self-managing units are, however, subject to strict control by the Ministry of Education, Education Review Office and the Qualifications Authority.

1.12. Current policy agendas

Fred Van Leewen, head of Education International, the global teacher union association, suggested that

We are in the middle of a great global debate about the future of education involving two educational visions...one...the understanding that without highly qualified, self-starting and motivated teachers there is little chance of all children getting the education they deserve. The second...that education can be delivered more cheaply and efficiently by the private sector. ("Educators keen to learn from summit", Gerritsen, 2014)

There is general agreement from all stakeholders in education that quality teaching is the single greatest in school effect on student achievement (Hattie, 2003) and that teachers and governments must cooperate to ensure educational success. The Organisation for Economic Co-Operation and Development (OECD) has said "that the better a country's education system performs, the more likely that country is working constructively with its unions and treating its teachers as trusted professional partners" (Schleicher, 2011), while Education International stated that "partnership between teacher unions and governments is vital for successful education systems" (Education International, 2014, p. 3)

Thus, given the requirement for collaboration between teachers and governments, a number of contested structural policy initiatives that are being enacted concurrent with the QTA need to be considered for their impact on QTA operationalisation. Such policies in New Zealand are most notably national standards, partnership schools and Educanz. Treasury also advocates competitive models and partial privatisation as

competition [that is] used to maintain competitive tension both within the state system (between state schools) and as a catalyst to innovate the state system itself (via non-state alternative schooling models providing choice). (New Zealand Treasury, 2013b, p. 48).

As current policy reforms mix the QTA with other structural policy initiatives this thesis will take care to clearly separate by chapter the critical analysis of issues surrounding recruitment, retention and reward of quality teachers from the critical analyse of other structural issues.

Chapter 2. Literature Review

2.1. Does Teacher Quality Matter?

There is wide acceptance that the quality of the teaching has an effect on student achievement (Alton-Lee, 2003; Hanushek & Rivken, 2004; Hattie, 2003) and although Hattie (2009, p. 126) suggests that “discussion about teaching is more critical than the discussion about teachers” many studies focus on teachers and the effect they have on student achievement (Nye, Konstantopoulos & Hedges 2004; Rivken, Hanushek & Kain 2005; Rockoff, 2004). These attempts to quantify the value added effect of teacher quality on student achievement have their genesis in ‘Teacher characteristics and gains in student achievement: Estimation using micro data’ (Hanushek, 1971) which asked the question “does it matter which teacher a student has, or are all teachers perfectly substitutable?” (p. 283). Over the last decade, researchers have sought to quantify this qualitative teacher effect as a decimal point statistical relationship to improved student achievement.

Rockoff (2004) concluded that a “one-standard-deviation increase in teacher quality raises test scores by approximately 0.1 standard deviations in reading and math on nationally standardized distributions of achievement” (p. 247). In the same year Nye et al. (2004) conducted a meta analysis of seven studies which suggested that from 7% to 21% of variance in achievement gains is associated with variation in teacher effectiveness, which is to say “that a one standard deviation increase in teacher effectiveness should increase student achievement gains by about a one third of a standard deviation” (p. 240). A year later Rivkin et al. (2005) found “that a one standard deviation increase in average teacher quality for a grade raises average student achievement in the grade by at least 0.11 standard deviations of the total test score distribution in mathematics and 0.095 standard deviations in reading” (p. 447).

In discussing the understanding of the general public regarding the application of statistical analysis to define quality teaching, Hanushek (2011) noted that “researchers do not help,

tending to talk in terms of standard deviations of achievement and effect sizes, phrases that simply have no meaning outside of the rarefied world of research” (p. 41). These statistics are more accessible if simply stated as, ‘teacher quality can be responsible for increases in math and reading levels that range from a low of one-half year to a high of one and a half years of learning each academic year’ (Hanushek, 2011) or, more simply still, “teachers account for about 30% of the variance in student achievement” (Hattie, 2003, p. 2). The Minister of Education, Hekia Parata, has gone so far as to assert: “Experts had found that four consecutive years of quality teaching eliminated any trace of socio-economic disadvantage” (“Minister: I Don’t like deciles”, 2013). These teacher ‘value-add’ calculations are beyond the scope of this thesis, though the premise that quality teaching is vital for improving student learning and that teachers make the difference (Hattie, 2009; OECD, 2005) will be accepted. As Barber & Mourshed (2007) noted, “the quality of an education system cannot exceed the quality of its teachers” (p. 16) and, “the quality of teaching is determined not just by the ‘quality’ of the teachers—although that is clearly critical—but also by the environment in which they work” (p. 19). Some, such as Marzano (2001), suggest however, “exceptional performance on the part of teachers not only compensates for average performance at the school level, but even ineffective performance at the school level” (p. 81).

2.2. Identifying Quality Teachers and Teaching

Hanushek (1971) declared, “the only testable hypothesis is whether or not there are differences in teachers that lead to differences in achievement among students” (p. 283). Although Hanushek (1971) and Rivken et al. (2005) could identify the effect of quality teachers and teaching, they could not isolate the characteristics of quality teachers. Rivkin et al. (2005) noted that they “do not focus solely on measurable characteristics of teachers or schools...but instead rely on student outcomes to assess the magnitude of total teacher effects” (p. 422). These measurable characteristics (Darling-Hammond, 1999; Hanushek, 1971; Hanushek & Rivkin, 2004; Rivken et al, 2005; Wayne & Youngs, 2003) are the more easily quantifiable personal and professional teacher attributes such as, intelligence, subject knowledge, teacher education, verbal ability, qualifications, certification and experience. Despite having statistical

effect these measurable attributes do not necessarily define the effective teacher as “research generally indicates that [although] there is a positive relationship between these measured teacher characteristics and student performance...[it is]...perhaps to a lesser extent than may have been expected (OECD, 2005, p. 26). This limitation in identifying quality teacher characteristics was also noted by the Education Policy Response Group (2013) who stated, “studies suggest important connections between teacher qualities and student achievement on tests but...they are unable to provide any analysis of what constitutes a good teacher” (p. 7).

Some researchers (Benade, 2012; Hopkins & Stern, 1996; OECD, 1994; Ramsay & Oliver, 1995) emphasise qualitative characteristics such as passion, humour, commitment, empathy, ethics, care, collaborative and reflective practice. Unfortunately these qualitative characteristics of teachers do not guarantee quality teaching and, as Nuthall (2004) noted, “there is no way of knowing if the behaviours or characteristics of the teachers...are, in fact, related to promoting student learning” (p. 282). The limitations in correlating quality teacher characteristics with quality teaching has led to recent research (Aitken et al, 2013; Alton-Lee, 2003; Hattie, 2009; Nuthall, 2004) that focusses on quality *teaching* not quality teachers. As Hattie (2009) commented, “we should constrain our discussion from talking about qualities of teachers to the quality of the effects of teachers on learning” (p. 126).

In focusing on the relationship between teaching and learning, the following dimensions of excellent teaching were identified by Hattie (2003): can identify essential representations of their subject, can guide learning through classroom interactions, can monitor learning and provide feedback, can attend to affective attributes and can influence student outcomes. Hattie (2009) also noted, “teachers need to be actively engaged in, and passionate about, teaching and learning” (p. 36). As quality teaching is about both teachers’ pedagogical practice and their disposition then the question is, ‘are teachers born or made or both?’

2.3. Born to Teach – Dispositions

McConney, Price and Woods-McConney (2012) stated, “teaching is a complex profession that requires both specialized and wide ranging knowledge and skills, and personal and professional dispositions that develop over time” (p. 7) thus it will be argued quality teachers are both born and made. Quality teachers need to be born with the ability to learn and as noted by Aitken et al. (2013), the crucial dispositions of “open-mindedness, discernment, fallibility, and agency” (p. 26). From this base, personal and professional dispositions can be developed over time through initial teacher education and ongoing professional development. Although the dispositions above may be necessary, they are not sufficient. Other critical dispositions include high overall levels of literacy and numeracy, strong interpersonal and communication skills, a motivation to teach, empathy, truthfulness, sense of social justice, critical and metacognitive thinking, self-regulation, having ‘grit’ and the ability to motivate and inspire (Aitken et al, 2013; Barber & Mourshed, 2007; Morris & Patterson, 2014; OECD, 2005; TeachFirst New Zealand, 2014a; Winter, Aitken, Baker & Morris, 2012).

The Quality Teaching Agenda (QTA) aims to lift the quality of teaching in part by lifting the entry standards to initial teacher education (MoE, 2013a). For those entering the profession it is proposed by Aitken et al. (2013) to have standards that set “expectations for teacher candidates at the point of graduation and entry into the profession: what they should be able to do, and the knowledge, competencies, dispositions, ethical principles, and commitment to social justice that they should possess” (p. 4). The Education Workforce Advisory Group [EWAG] (2010) suggested that to improve the quality and retention of graduate teachers would require “assessment of a potential teacher’s disposition to teach” (p. 12). This suggestion by EWAG appears to have been to have gained traction as the Educanz establishment cabinet paper (Parata, 2013a) recommended that Educanz have responsibility for “policy to enable the assessment of individuals for their disposition...to teach” (p. 16), accordingly any developments must be followed closely as currently “there is no agreed list of traits to identify an excellent teacher” (Economist Intelligence Unit, 2012, p. 7) and it is critical

in understanding recruitment to know what dispositions are required and how candidates will be tested to identify these dispositions.

2.4. Taught to Teach – Initial Teacher Education (ITE)

Initial teacher education in New Zealand has been subject to much research since EWAG (2010) noted, “improving the quality and consistency of teaching requires strong, initial education and induction” (p. 12). Two research papers, *Initial teacher education outcomes: Standards for graduating teachers* (Aitken, Sinnema, & Mayer, 2013) and *Learning to practice* (Timperley, 2013), will be given specific attention as they propose a model of how initial teacher education might be reformed.

A number of shortcomings in current ITE policy have been identified (Cameron & Baker, 2004; Kane, 2005; Kane & Mallon, 2006), in particular Kane (2005) noted the diversity of ITE providers. Kane and Mallon (2006) suggested that the ITE focus should be on “graduate entry programmes with high academic entry standards and extended practicum” (p. 166). Aitken et al. (2013) also identified some shortcomings of standards-based ITE such as the “non-active and non-applied nature, emphasis on knowledge at expense of practice and the detached positioning of ethical considerations amongst others” (p. 30). In attempting to meet the desire of Kane (2005) that ITE should graduate quality teachers, Timperley (2013) suggested that teachers should learn to become ‘adaptive experts’. To realise this vision, Aitken et al. (2013) suggested ITE should be designed around the *Teaching for Better Learning Model* (Appendix A), which makes “it explicit that knowledge, competencies, dispositions, ethical principles and social justice must inform the inquiry elements” (p. 30).

Changes to ITE have, by education policy standards, progressed quite rapidly, with the Ministry of Education funding a “small number of exemplary postgraduate programmes” (MoE, 2014a). These Masters level programmes take into account the EWAG (2010) recommendation to move towards post-graduate qualifications and to alter the structure of ITE in order to strengthen links between beginning teachers, education providers and schools. The

adoption of these recommendations signals “a significantly different approach to the clinical practice/practicum components of teaching, providing a much more integrated and collaborative approach between the ITE provider and the school” (MoE, 2014a). This new direction in ITE is generally referred to as the ‘clinical’ model and “is in line with current international trends such as are evident in the work of Darling-Hammond” (Timperley, 2013, p. 37). Morris and Patterson (2014) suggest, “it is generally accepted today that world-class teacher education requires a partnership between universities and schools” (p. 13) while Timperley (2013) noted that implementation of these changes will “require rethinking the relationships, roles, responsibilities, and expertise of all those involved” (p. 37). How moving to post-graduate qualifications, screening for dispositions and adopting a clinical model might impact recruitment will be discussed in greater depth in Chapter Four.

2.5. Improving Teaching – Professional learning and development (PLD)

The QTA also aims to lift the quality of teaching by having “appraisal linked to professional learning and development opportunities through a focus on evidence-based approaches and the provision of targeted intervention” (MoE, 2013a), an aim supported by the establishment of the Professional Learning and Development Advisory Group. This advisory group, chaired by Barbara Cavanagh, with Helen Timperley providing expert advice, has as its terms of reference to

establish a baseline of exemplary practice for PLD...[to] assess the level to which the current provision...of PLD supports...exemplary practice...[and to] identify...strengths and weaknesses of the current PLD...[and] how the impact of PLD on teaching quality and student achievement can be most effectively measured...[to] advise on what improvements should be made to the targeting of PLD to achieve a system-wide lift in student achievement; and provide advice on how changes could be implemented” (MoE, 2013b)

The PLD advisory group is required to engage with the Educanz Transition Board and must also ensure that PLD meets the Government objective of improving the quality of teaching to be reflected in significantly improved measured gains in student outcomes (MoE, 2013b). Given the breadth of these terms of reference the *Best evidence synthesis on teacher*

professional learning and development (Timperley, Wilson, Darrar, & Fung, 2007), which establishes a baseline of exemplary practice, is influential. Just as this synthesis has a focus on inquiry based teacher professional development, the *Teaching for better learning model* (Aitken et al., 2013, p. 20) might well suit as the PLD inquiry model. In discussing models of teacher inquiry Timperley (2010) noted that this approach is “demanding rather than demeaning of teachers” (p. 10) and further suggested the need for some structural changes as teachers could not “be expected to do this alone, but require organisational conditions that provide and support these learning opportunities” (p. 8). Satisfactory completion of PLD is a component of the appraisal process and thus a requirement for competency and re-certification, accordingly, PLD will be discussed in greater depth in Chapter Five

2.6. 3Rs: Recruit, Reward, Retain

Although much of the focus of discourse around teachers has been on the importance of quality teachers on quality teaching and learning (Alton Lee, 2003; Barber & Mourshed, 2007; Darling-Hammond, 2006; Hanushek, 1971; Hanushek & Rivken, 2004; Hattie, 2003; 2009) there has been much less focus on how to recruit and retain quality teachers. Education is said to lag behind other sectors of the economy in the adoption of human resource strategies to recruit and retain *quality* talent (Laine, Behrstock-Sherratt, & Lasanga, 2011; Maxwell, 2008; Odden, Milanowski, & Heneman, 2007). RAND corporation (Guarino et al., 2004) noted, “although there are many studies that focus on the recruitment and retention of teachers, few focus on the recruitment and retention of *effective* teachers” (p. 1). This thesis will consider policies aimed at recruiting and retaining *quality* teachers, however, the quantity of teachers required to establish labour market equilibrium will be discussed for it has been noted that disequilibrium has a negative impact on establishing the optimal conditions for recruiting and retaining quality teachers (Guarino et al., 2004; Webster, Wooden, & Marks, 2004).

As Morris & Patterson (2013a) noted, “labour market planning has never been a strong point in the operation of the MoE or the NZTC” (p. 43) indeed as reported in the New Zealand Herald it appears a case of “feast or famine” (“Oversupply of teachers won't last”, 2013). As

part of the QTA it is hoped that Educanz will deliver a “more effective approach to teacher supply issues” (MoE, 2013a), however, as noted by Webster et al. (2004), establishing equilibrium is more complex than might first appear as “the teaching labour markets are segmented...differ so substantially that one type of labour cannot be a substitute for another without considerable loss of productivity” (p. 4).

Another issue in labour market planning is the impact of macroeconomic factors such as the global financial crisis (GFC), which has also had a major impact on the labour market for teachers. It has been noted by Teach NZ (2014a) that there have been “significant changes to teacher supply and demand due to the impact of the global economic recession” and some (Laine, Behrstock-Sherratt, & Lasagna, 2011) have even cynically noted “the silver lining of the GFC in increasing supply” (p. 54). Minister of Education, Hekia Parata (2012) however tempers the supply side enthusiasm by also noting a requirement to decrease demand as “in a tight economic environment...we have to make some trade-offs...we are opting for quality not quantity, better teaching not more teachers”.

It is been noted by Guarino et al. (2004) that teacher supply is the “number of qualified individuals willing to teach at a given level of overall compensation” (p. 3), with overall compensation, as previously defined, being the reward derived from teaching encompassed under the headings of working conditions and personal satisfaction. It is also noted that perceptions of those working conditions amongst New Zealand teachers are not high (Hall & Langton, 2006; Kane, 2008), however, the current Government is working to improve these perceptions by implementing strategies to raise the status of teaching. These strategies include the Prime Minister’s awards to publically recognise excellence and Investing in Educational Success to financially reward excellence.

Remuneration is a major extrinsic component of overall compensation and in response to issues over the recruitment and retention, Barnett and Openshaw (2011) have noted a “growing policy response is to change the financial incentive structure for teachers by creating merit, or pay-for-performance systems”. Chronic shortages of Science, Technology, Engineering and Mathematics (STEM) teachers, as well as attrition of excellent teachers, have

been attributed by Webster et al (2004) to “entrenched inflexibilities in the payment system” (p. 3), thus consideration will be given to whether performance pay might increase the supply of labour for STEM teachers and reduce attrition of excellent teachers. Given that “financial incentives may indeed reduce intrinsic motivation and diminish ethical or other reasons for complying with workplace social norms such as fairness” (London School of Economics and Political Science, 2011), performance pay might be counter productive. This is particularly so if quality teachers, who are not easily identified, are ethically grounded, collaborative and intrinsically motivated (Aitken et al, 2013; Benade, 2012; Economist Intelligence Unit, 2012; Education Policy Response Group, 2013; Hall & Langton, 2006; MacBeth, 2012; Nuthall, 2004; Timperley, 2013; Wylie, 2013).

It has already been noted, by reference to several authors, that the recruitment and retention of quality teachers is essential to quality teaching and learning. Accordingly if the recruitment and retention of quality teachers requires changes to reward mechanisms then these will, in Chapter Six, be considered and weighed in terms of the costs and benefits of competitive and collaboration models of education.

2.7. Education Policy Formulation

As previously noted, the ‘Quality Teaching Agenda’ is a package of interconnected initiatives designed to lift the quality of teaching and strengthen the teaching profession. The agenda includes the following six components (MoE, 2013a),

- Transitioning to a more effective professional body for teachers
- Lifting the entry standards and quality of initial teacher education
- Improving principal and teacher appraisal and its link to professional learning and development
- Developing a framework for promoting and supporting potential professional leaders
- Implementing a strategy to strengthen the value and raise the status of teaching in the 21st century

- Implementing and supporting the use of PACT [Progress and Consistency Tool] in schools

As the QTA “takes into account the Education Workforce Advisory Group’s 2010 report” (MoE, 2014a) the document *A vision for the teaching profession* will be analysed in depth given that this document “may have wide impacts on the nature of the teaching profession in New Zealand” (Benade, 2011, p. 28).

Hekia Parata (2013a) has stated that Educanz is the “government’s key lever to manage its interest in the teaching profession” (p. 7) and the current Government considers Educanz “the cornerstone of the quality teaching agenda” (National Party, 2014). As such it will be important to consider the specific statutory role Educanz will play in New Zealand Education through a deconstruction of the enabling legislation the ‘Education Amendment Bill (No 2)’ and how this Bill develops as it transitions to an Act. As developments are followed they will be compared to recommendations in *Teaching stars: Transforming the education profession*’ (Morris & Patterson, 2014) as according to Angela Roberts (“John Morris should not be chairing EDUCANZ Transition Board”, 2014) of the Post Primary Teachers Association (PPTA) the agenda for Educanz is “prescribed...in this publication”.

The Secretary to the Treasury has stated that “we make no apologies for being in the room on education” (Makhlouf, 2012a) while the Treasury Statement of Intent 2011-2016 (New Zealand Treasury, 2011a) states: “Treasury will also support the Ministry of Education ... to develop and adopt a medium-term strategy for schooling” (Statement of Intent: 2011a - 2016, p. 20). The ‘Medium-term strategy for schooling’ (MoE, 2011) is a key document in the formulation of the QTA. This strategy outlines the four key areas of improvement and change as effective teaching, stronger accountability, data and knowledge sharing and 21st century schooling. This document also states that schools should “face the costs of their recruitment and appraisal decisions” (p. 3). Given the influence of Treasury in policy formulation as traditionally “the most powerful bureaucratic influence in state policy making” (Olssen, Codd, & O’Neill, 2004, p. 175) consideration will be given to the role of Treasury in policy formulation.

It has been suggested (Ball, 2012; Stone, 2008; 2013) that policy is spread globally through the activities of transnational advocacy networks (TANS) with think tanks, which are increasingly notable for their global policy reach, often having effective points of entry into political systems and professionalism. In New Zealand one such think tank is 'The New Zealand Initiative', which "is believed to have been instrumental in influencing Prime Minister John Key's announcement of a radical overhaul of teacher management" ("Kiwi kids stand up and be counted", Blackstock, 2014,) and Hekia Parata is reported as welcoming "the New Zealand Initiative's Report ... as a further contribution to the Quality Teaching Agenda she has established" ("Minister welcomes New Zealand Initiative Report", Fuseworks, 2013). Given the influence that 'The New Zealand Initiative' appears to have in the New Zealand educational landscape the triad of publications by Morris and Patterson (2013a; 2013b; 2014) will be considered as influential documents in policy formulation.

It is in consideration of other structural changes to the educational landscape in New Zealand such as charter schools, national standards, Educanz, Investing in Educational Success, TeachFirst and extending the Limited Authority to Teach (LAT) provisions that probing questions need to be asked as to the purpose of the QTA. Privatisation of education is on global agendas (Education Policy Response Group, 2013; Gerritsen, 2014; Robinson, 2013) as this represents the interests of the dominant neo-liberal social class. Benade (2011) suggested that the previous Minister of Education in the Fifth National Government, Anne Tolley, was motivated by a neo-liberal ideology. As such educational policy should be subject to critical analysis (Ball, 1993; Codd, 1988) as New Zealand Treasury (2011b) has "emphasised decoupling of employment and regulatory matters in relation to the workforce, including the removal of regulatory issues from collective agreements" (p. 2). If the QTA is a surreptitious cover for structural changes to teaching labour market then it might well undermine the constructive relationship between teachers and government that is said (Education International, 2014; OECD, 2014) to be essential to providing quality education.

Chapter 3. Methodology

3.1. Philosophical overview

Postmodernism informs the methodology used in this thesis to critique the current educational agenda of recruiting, retaining and rewarding quality teachers. Amongst its many critiques, postmodern discourse rejects metaphysical assertions of reality. As Gutek (2004) stated,

traditional philosophical systems, resting on metaphysical foundations are not explanations of ultimate reality. They are rather the discourses—the written texts—produced by the intellectuals of a given period of history that rationalised and explained the knowledge that gave power to some, but denied it to others (p. 130)

Michel Foucault most informs the methodology used in this thesis, as Foucault's theory of discursive formations "operates in terms of the discourse/practice couplet, seeking to trace the relations between discourse and the extra-discursive" (Olssen et al, 2004, p. 33). This contrasts to Derrida and Lyotard, who take the textualist position which "specifically reject[s] the distinction between discursive and non-discursive practices" (Olssen et al, p. 33). This means that in adopting a Foucauldian approach to discourse analysis I will apply Foucault's theoretical methodologies of archaeology and genealogy.

3.2. Foucault's Archaeology

In *Understanding Foucault* (Schirto, Danaher, & Webb, 2012) archaeology is defined as "working through the historical archives of various societies to bring to light the discursive formations and events that have produced the fields of knowledge and discursive formations of different historical periods" (p. xvii). Michel Foucault in *The Archaeology of Knowledge and the Discourse on Language* (1972) uses the words *connaissance* and *savoir*, which in English both translate to knowledge, but which in a Foucauldian sense have the following specific meanings: "By *connaissance* I mean the relation of the subject to the object and the formal

rules that govern it. *Savoir* refers to the conditions that are necessary in a particular period for this or that type of object to be given to *connaissance*” (p. 15). The differentiation between *savoir* and *connaissance* allows the concept of archaeology to recapture the construction of a *connaissance*, as a specific domain of knowledge, within the *savoir*, the totality of knowledge at a point in time. Foucault did not look to validate certain discourses but rather as May (1993) stated “given a certain discourse did emerge, archaeology wants to discover what place it took up in the system of knowledge and practices that were current at the time and what use it served” (p. 28)

3.3. Foucault’s Genealogy

The Foucauldian concept of genealogy builds upon the work of Friedrich Nietzsche (1844-1900). Schirto, Danaher and Webb (2012) define genealogy as

the process of analysing and uncovering the historical relationship between truth, knowledge and power. Foucault suggests, following Nietzsche, that knowledge and truth are produced of theoretical terms by struggles both between and within institutions, fields and disciplines, and then presented as if they were eternal and universal (p. xxi).

Foucault (1984) referred to genealogy as “gray, meticulous, and patiently documentary. It operates on a field of entangled and confused parchments” (p. 76). Genealogy is considered by Foucault to provide a historical account of “the constitution of knowledges, discourses, domains of objects etc., without having to make reference to a subject which is either transcendental in relation to the field of events or runs in its empty sameness throughout the course of history” (Foucault, 1980, p. 117). In essence, genealogy is a historiographical method, or an examination of the socio-cultural and political forces that have the institutional power to influence the framing of discourse. Genealogy allows the history of ideas to be reinterpreted outside the constraints of existing disciplines. Foucault (1972) stated that genealogy “constitutes a style of analysis, a putting into perspective” (p. 137). Genealogy does not, however, stand methodologically separate from archaeology. As Olssen et al., (2004) noted, genealogy plays “a role equally important to and inseparable from, the methodological

emphasis on archaeology” (p. 56) and Crowley (2010) considers genealogy and archaeology as “two halves of a complementary approach” (p. 4). At the most fundamental level archaeology looks at the content of discourse whereas genealogy contextualises the discourse.

In simultaneously adopting archaeological and genealogical approaches a researcher can mitigate some of the limitations of the archaeological approach being that archaeology contradictorily positions itself simultaneously inside and outside the range of discursive formations and that archaeological analysis offers no account of the relationship of discursive formations to everyday practices. In simultaneously adopting genealogical and archaeological approaches it is possible to address when, where and how discursive formations were formed and legitimised.

3.4. Further concepts

The Foucauldian concepts of archaeology and genealogy provide a methodological foundation for a discourse analysis of the Quality Teaching Agenda (QTA), specifically with regards to policies of recruitment, retention and reward of teachers. It is not possible, however, to concisely conduct such a critical analysis without appropriating additional terminology, thus what follows is discussion and definition of, the philosophical terminology critical to the conceptual task of this thesis. From Foucault the additional terminology to explore includes ‘bio-politics’, ‘governmentality’, ‘neo-liberalism’, and ‘order of things’. The final concept explored will be Gramsci’s ‘hegemony’.

Foucault’s concept of bio-politics is defined as “the technologies, forms of knowledge, discourses, politics and practices used to bring about the production and management of a state’s human resources” (Schirto, Danaher, & Webb, 2012, p. xviii). Bio-politics is positioned within the Foucauldian concept of governmentality, which describes the changing nature of political control. This governmentality involves

a greater emphasis on the state's ability to manage its resources (including its population) economically and efficiently, and a concomitant increase in state intervention in the lives of its citizens ... 'regulated' by the state and its institutions and discourses, and educated to monitor and regulate their own behaviour ... through a process of 'self-governing' (p. xxi).

According to Goodwin (2012) governmentality is related to neo-liberalism. Goodwin noted that neo-liberalism is "the branch of economics that focuses on the connection between political and economic liberty, relying on the free market to assign resources and produce goods" (2012, p. 294). Thus neo-liberalism is considered a permanent critique by market forces of government intervention.

It is the order of things that represent the "combination of the institutions, forms of knowledge, discourses and practices...that make some things and activities possible and explicable and other things unthinkable" (Schirto et al, 2012, p. xxiv). The order of things is constructed by a socio-political apparatus that defines *truth* in order to advantage particular social groups.

Acceptance of the order of things is considered by Gramsci, who questioned the relationship between the dominant and the dominated. In introducing the concept of hegemony Gramsci argued that consent is manufactured between the various agents who have an interest in legitimising discourse. Strinati (1995) summarised hegemony as when dominant groups in society "maintain their dominance by securing the 'spontaneous consent' of subordinate groups...through the negotiated construction of a political and ideological consensus" (p. 165). The above terms have not appropriated arbitrarily, but specifically and deliberately in order to explicitly address potential limitations of the research methodology.

3.5. Methodology Overview

This thesis will adopt an archeologically and genealogically grounded critical discourse analysis. Ball (1993; 2006; 2012), Bell and Stevenson, (2006), Gordon, Lewis and Young (1977; 1997) and Taylor, Rizvi, Lingard and Henry (1997) have helped define the scope of analysis and construct a framework to conduct an analysis of policy. The education policy

theorists Ball (1993; 2006; 2012), Bell and Stevenson (2006) and Ozga and Lingard (2007) have helped to position educational reform archaeologically and genealogically in a global context. Benade (2011; 2012), Codd (2005), Olssen, Codd and O'Neil (2004) and Olssen and Peters (2005) have served the same purpose in a national context. The theorists who have specifically informed the critical discourse analysis methodology and methods undertaken in this thesis include leading theorists in the linguistic fields of functional grammar and critical discourse, such as Fairclough (1992; 1995; 2005), Halliday (1994), Wodak (2001) and Wodak and Meyer (2009).

3.6. Methodological Framework

In constructing a framework for analysis an important task is to differentiate policy analysis into what Gordon, Lewis and Young (1997) called, 'analysis for policy' and 'analysis of policy'. This thesis is not an 'analysis for policy' and its attendant sub classifications of advocacy, formulation, monitoring and evaluating. As the QTA is yet to be operationalised, this analysis will be limited to 'analysis of policy'. Analysis of policy has two sub-classifications, both of which will be addressed in this thesis. Analysis of policy determination is where "the emphasis is very much on the policy process...on how policy developed in the precise way that it did" (Bell & Stevenson, 2006, p. 11). It examines "the inputs and transformational processes operating upon the construction of public policy" Gordon et al. (1977, p. 28), and as Olssen et al. (2004) further stated it also studies "the effects of such policies on various groups" (p. 72). Analysis of policy content has an emphasis on understanding the origin and intent of policy by examining the assumptions and ideologies behind the policy process (Olssen et al., 2004; Bell & Stevenson, 2006).

Bell and Stevenson (2006) suggested that policy analysis should focus on three aspects of policy, namely context, text and consequences. Bell and Stevenson described context as "referring to the antecedents and pressures leading to the development of a specific policy" (p. 12). Context "requires an analysis of economic, social and political factors that give rise to an issue emerging on the policy agenda" (p. 12), and context goes beyond mere socio-economic

factors to “include a study of the role played by pressure groups and social movements that may have forced policy makers to respond to the issue in the first place” (p.12). Text refers to the content of policy documents and raises questions about how policy is framed and to what end policy is aimed. Bell and Stevenson noted that “analysis of the policy text is not a simple and straightforward activity” (p. 12) as not only is what is said open to interpretation, but consideration also must be given to what is not said, including the voices that have been silenced. The third element is an analysis of the consequences of policy implementation as differing interpretations of policy are likely to result in differing implementation. This thesis has analysis of text and context at its heart, however, consideration of consequences will, with the exception of the speculative, be considered beyond scope as policy has not been finalised and implemented.

Bell and Stevenson (2006) proposed a framework within which policy can be analysed at four levels, namely: socio-political, strategic direction, organisational principles and operational practices. The first of these two levels are related to policy formulation and the last two related to policy implementation. As noted, this thesis will generally limit analysis and discussion to policy formulation, as, at the time of writing, the QTA has yet to be fully implemented thus making analysis of policy impacts speculative. Strategic direction emanates from a socio-political environment, which forms the dominant discourse and core principles. Within the socio-political environment, attention must be paid to the contested discourses, dominant language of legitimation and the first-order values that shape policy (Bell & Stevenson, 2006).

Ball (1993) questioned the very definition of policy and suggested that policy can be considered as both discourse and text. Ball (1993) discussed text as being set within, and constrained by, the framework of discourse, which produces accepted truth and knowledge. This thesis will consider policy as both discourse and as text. Analysis of policy texts will be at a micro level set within the macro level socio-political environment of what can, and can not be said, within policy discourses. This thesis will adopt a ‘SPELT’ (Society, Politics, Economics, Law, Technology) analytical lens to position and contextualise education reforms at the macro level.

3.7. Documentary excavations on educational reform

This thesis is a discourse analysis of documents in the public domain that relate to emergent educational policy reforms. May (2001) discusses documents as

the sedimentations of social practices, [which] have the potential to inform and structure the decisions...people make on a daily and longer term basis, [but] they also constitute particular readings of social events. They tell us about the aspirations and intentions of the period. (p. 157)

What is problematic is that the 'period' relevant to this thesis is 2014 (the year of writing), and Foucault's notion that the archive "emerges in fragments...with greater sharpness, the greater the time that separates us from it" (1972, p. 130) does not pertain here. Therefore, any documentary analysis undertaken in this thesis will be subject to later historical revision, as indeed will the documents being analysed in this thesis. To discuss the Education Amendment Bill (No 2) 2014 before it has passed its second reading is problematic. Nevertheless, this documentary analysis still provides opportunities as "no matter how much historical writing is about...aspects of the past...it is in fact an activity that is irrevocably linked to its current uses" (Dean, 1994, p. 14). Indeed May (2001) suggested that researchers should not apologise for being a part of the world they study [CA2] but rather that they should make use of the fact for documents should be approached in an engaged manner.

The information age and in particular the advent of the World Wide Web has substantially increased both the opportunities and threats that face a documentary researcher. The ease with which a researcher can access documents via the Internet is tempered by concerns over how a researcher should approach documents, particularly in an ideologically contested arena such as education. Scott (1990) suggested that four criteria should be considered when selecting documentary sources: authenticity, credibility, representativeness and meaning. These criteria were defined by Bryman (2008), with authenticity referring to evidence of genuine and unquestionable origin. Credibility means the evidence is free from error or distortion while representativeness indicates that the evidence is typical of its kind, and, if it is

not typical than the extent of its atypicality is known. Where the evidence is clear and comprehensible, it can be said to be meaningful.

Documents will be considered to have three levels of meaning and interpretation specifically “meanings that the author *intended* to produce...the *received* meanings as constructed by the audience in differing social situations, and...the *internal* meanings that semioticians exclusively concentrate upon” (May, 2001). The final consideration is that documents will not be selected and analysed “independently of its reception by an audience” (Scott, 1990) as documents will “never be taken at face-value...they must be regarded as information which is context specific” (Forster, 1994).

3.8. Discourse analysis methods

Critical discourse analysis is a methodology that according to Bryman (2008) “emphasises the role of language as a power resource that is related to ideology and socio-cultural change. It draws in particular on the theories and approaches of Foucault” (p. 508). Wodak and Meyer (2009) have noted that critical discourse analysis is fundamentally interested in analysing structural relationships of dominance, discrimination, power and control as expressed and legitimated by language. As Foucault does not specify methods, nor indeed methodology, Fairclough’s ‘Critical Discourse Analysis’ (CDA) will be considered for methodological guidance, as it is aligned to a Foucauldian approach. For Foucault and Fairclough, discourse is “a practice not just representing the world but signifying the world, constituting and constructing the world in meaning” (Fairclough, 1992, p. 64). An understanding of grammar and its functions is required in order to make sense of discourse. Wodak (2001) asserted that “an understanding of the basic claims of Halliday’s grammar [i.e. systemic functional grammar] and his approach to linguistic analysis is essential for a proper understanding of CDA” (2001, p. 8), thus following will be a simplified account of Halliday’s functional grammar before considering how Fairclough adopted it for the purposes of his CDA approach and how Fairclough’s framework can inform Foucauldian discourse analysis.

Halliday developed a framework (Halliday & Hansen, 1985) for describing how text can be analysed for meaning as being within a 'context of situation'. This is defined by Locke (2004) as being "the social context of a text which allowed for meaning to be exchanged" (p. 18). The context of situation involves considering the 'field of discourse' as the nature of the social action taking place, the 'tenor of discourse' which considers the relationships, roles and relative status of the parties to discourse and the 'mode of discourse' which focuses on the language used and its function (Locke, 2004). To the context of situation Halliday also added the 'context of culture', which considers "the broader institutional and cultural environment within which the context of situation is embedded" (Locke, 2004, p. 19). Additional to the concepts of context, tenor and mode, Halliday (1994) also introduced the concepts of polarity and modality. Polarity is absolutes such as 'yes' and 'no' whereas modality is intermediate degrees between the positive and negative poles such as 'maybe'. In this thesis, text will be analysed for polarity and modality as they are "used to persuade or position readers and listeners to take particular stances" (Droga & Humphrey, 2003). Halliday and Hansen (1985) made a contribution to Fairclough's *social theory of discourse* when they clarified the three distinct metafunctions of language as the ideational, the interpersonal and the textual.

Fairclough (1995) identified the three interrelated processes of discourse analysis as description, interpretation and explanation. Description is a focus on the text in order to interpret the way it positions the reader. Interpretation is a discourse practice which has "a focus on the way in which the text has been produced...and the way in which it is read, interpreted and used by human subjects" (Locke, 2004, p. 43). The third approach, explanation, contextualises the text within a socio-cultural practices and discursive conditions. Fairclough (1992) also built upon Halliday's three metafunctions by disaggregating both the ideational and interpersonal into two sub-functions and the textual into four sub-functions with seven attendant properties, two of which have sub properties. Fairclough suggested that when analysing the ideational the textual properties 'connectives and argumentation' and 'transitivity and theme' should be applied. When analysing the interpersonal Fairclough suggested that the textual properties modality and interactional control should be applied along with two additional properties being politeness and ethos. For clarity the above is represented as follows in table 3.1

Table 3.1 Fairclough: categories

<u>Category</u>	<u>Sub-category</u>	<u>Properties</u>	<u>Sub-properties</u>
Ideational	Experiential	Apply <ul style="list-style-type: none"> • Connectives and argumentation • Transitivity and theme 	
	Logical		
Interpersonal	Identity	Apply <ul style="list-style-type: none"> • Modality • Interactional control • Politeness • Ethos 	
	Relational		
Textual	Vocabulary	Word meaning	
		Wording	
		Metaphor	
	Grammar	Modality	
		Transitivity and theme	Relational
			Action
			Event
			Mental
	Cohesion	Connectives and argumentation	Reference
			Substitution and ellipsis
			Conjunction
			Lexical cohesion
	Text Structures	Interactional control	

Chapter 4. Recruitment

4.1. Introduction

As the recruitment, retention and reward of effective classroom teachers has moved to the forefront of educational policy this chapter will consider policies that aim to identify and attract quality candidates to the profession. It has been noted by the Ministry of Education (2014c) that “increased retention...and limited population growth is reducing...opportunities for graduate teachers, and...refreshment of the profession”. The Ministry further notes the critical importance of attracting the best and brightest into the profession and that in order to do so the Quality Teaching Agenda (QTA) is setting the foundations for a rigorous and systemic response to the issue of quality teaching.

The QTA encompasses six responses to the issue of recruitment. The first is to lift the entry standards to ITE and the second a redesign of ITE programmes. The third response, retrospectively added, is the four-year Teach First NZ pilot programme which “now sits within a wider government Quality Teaching Agenda” (Whatman, Cameron, Stevens, & Spiller, 2014). The fourth response is “a strategy to strengthen the value and raise the status of teaching” (MoE, 2013a). Each of the above strategies is subject to a degree of oversight by Educanz. As the cornerstone of the QTA, Educanz plays a role in the fifth and sixth responses, namely the delivery of “a sustained, more effective approach to teacher supply issues” (MoE, 2013a) and the proposed administration of Limited Authority to Teach (LAT) practicing certificates.

After first addressing issues around the current and recent history of teacher recruitment in New Zealand, each of the above six approaches will then be addressed in depth. The six approaches will be considered as forming a holistic, rigorous and systemic response to the issue of recruiting quality teachers.

4.2. Current and recent situation

The past decade has seen a substantial shift in the labour market for teachers. Ten years ago the shortage of teachers was so acute that secondary teachers were on Immigration New Zealand's long-term shortage list. Teach NZ was offering ten thousand dollar scholarships for training and as late as 2009, a nineteen million dollar teacher-bonding scheme was implemented. It is now reported ("The Teacher Supply and Demand See-Saw", Barback, 2013; "New teachers can't find jobs as fewer older ones retiring", Jones, 2013a; "Oversupply of teachers won't last", New Zealand Herald, 2013) that, with the exception of Te Reo and STEM teachers, the current situation is one of oversupply. This is supported by Ministry of Education (2013b) studies. This oversupply has been attributed (Morris & Patterson, 2013a, Whatman et al., 2014) to fewer older teachers retiring and falling secondary schools rolls with teacher 'Full Time Equivalent' (FTE) requirements in secondary schools falling from 19,195 FTE's in 2012 to 17,441 FTE's in 2013. It is interesting to note that FTE requirements for secondary schools are set to increase around 2019 and peak in 2024 ("The teacher supply and demand see-saw", Barback, 2013).

The current oversupply of teachers and the predicted future increase in demand has created both opportunities for, and threats to, recruitment. Oversupply creates an opportunity to both lift both the entry standards for ITE graduates and improve the rigour of ITE programmes. The main threat comes from market signals that discourage potential candidates from incurring the costs of undertaking ITE without a guarantee of securing employment. An additional threat is the potential to encourage existing teachers, of limited effectiveness, to remain in teaching, thereby limiting opportunities to refresh the profession. It must be pointed out that oversupply also enables schools to be more selective in appointments as they move towards the "effective appointment practices" recommended by the Ministerial Taskforce on Secondary Teachers Remuneration (MTSTR) (2003),

As will be explored in the following sections, it is generally accepted that currently teacher quality in New Zealand is variable (Hattie, 2003; Morris & Patterson, 2013a) and also that the

quality of ITE is variable (Cameron & Baker, 2004; Kane, 2005; Kane & Mallon, 2006). It has also been previously noted (Alton-Lee, 2003; Barber & Mourshed, 2007; Hanushek & Rivken, 2004; Hattie, 2003; 2009; OECD, 2005) that it is critical to improve the quality of teachers and rejuvenate the profession if teaching quality and educational achievement is to be improved in the 21st century. It is this rejuvenation of the profession that stands at the heart of the QTA. This rejuvenation is not without obstacles and will have to be handled with care given the number of social, political, economic, legal and technological forces in play.

4.3. Lifting entry standards

Quality ITE candidates are considered to require certain dispositions (Aitken et al., 2013; Erickson, Hyndman & Wirtz, 2005; Kane, 2008). Currently ITE providers apply discretion (“Nats plan personality tests for new teachers”, Trevett, 2011), within a New Zealand Teachers Council framework, when screening candidates for their disposition to teach. The Education Workforce Advisory Group [EWAG] (2010) regarded this discretionary screening process to be flawed and recommended a formal selection process. It also appears that Educanz will be responsible for formulating a policy to “enable the assessment of individuals for their disposition...to teach” (Parata, 2013a, p. 16). This formal policy will have to consider the precise nature of these dispositions, and how they are to be assessed.

There has been much written (Aitken et al., 2013; Barber & Mourshed, 2007; Benade, 2012; Hopkins & Stern, 1996; Morris & Patterson, 2014; OECD, 1994; 2005; Ramsay & Oliver, 1995; TeachFirst NZ, 2014a; Winter et al., 2012;) about dispositions and the following list is in no way comprehensive as there is “no agreed list of traits” (Economist Intelligence Unit, 2012, p. 7). Dispositions that have been suggested are; high levels of literacy and numeracy, strong interpersonal skills, open-mindedness, discernment, fallibility, agency, effective communication, passion, humour, self motivation, empathy, care, truthfulness, commitment, perseverance, critical thinking, reflectiveness, reflexivity, metacognitive ability and a commitment to social justice. How dispositions, other than higher academic entry standards, will be formally assessed is noticeably absent from official reports, though anecdotal evidence

(“Nats plan personality tests for new teachers”, Trevett, 2011) suggests that assessment may involve the use of personality tests, which is not uncommon in other industries.

4.4. Restructuring ITE

Fullan (1993) suggested that ITE is both the worst problem and the best solution in education. In New Zealand numerous shortcomings of ITE have been identified, many of which were detailed to the 2001 ‘Select Committee on Teacher Education’ (Cameron & Baker, 2004; Kane, 2005; Kane & Mallon, 2006; Smith, 2003). These shortcomings included entry standards being too low and trainee teachers lacking professionalism and commitment. Other shortcomings identified by Kane and Mallon (2006) included a reluctance of ITE providers to fail non-performing trainees, a lack of assurance about the quality of ITE programmes and insufficient time on practicum.

The EWAG (2010) noted that to improve the quality and consistency of teaching requires effective ITE and that there

is no one best model for initial teacher education...we do know a range of characteristics that support more effective models...a stronger link between initial teacher education and classroom practice is required to improve the quality...of graduate teachers. This includes...significant changes in the structure of initial teacher education (p. 12)

The Ministry of Education as part of the QTA is trialling a number of exemplary ITE programmes. These trials are based on identified key intervention points (Cameron & Baker, 2004; Kane, 2005). The Ministry of Education (2014a) envisages these trial programmes will have

clear articulation of the outcomes...demonstrated by graduating teachers...a significantly different approach to the clinical practice/practicum components of teaching...and an approach to building the capability of teacher educators/mentors/coaches so that student teachers have access to high quality teacher education expertise in teacher education institutes, other organisations and schools

The Ministry of Education (2014a) also notes that background papers by Aitken et al., (2013) and Timperley, (2013) provide “fuller discussion of the potential nature of the shifts in practice that could contribute to improved teaching and learning”. These background papers will be considered and then the specifics of the changes to ITE programmes will be explored in greater depth.

At the heart of the background paper by Aitken et al. (2013) is the ‘Teaching for better learning model’, an inquiry-based model that “draws extensively on the New Zealand Curriculum model of Teaching as Inquiry” (p. 18). The Teaching for Better Learning Model provides a basis for practice-oriented standards that leads to six graduating teacher standards that are “inquiry-oriented, active, applied, and directly connected to students’ engagement and learning” (p. 19). It is noted “simply possessing particular knowledge, skills or dispositions is not enough. What is wanted is quality inquiry...that draws on education’s body of knowledge...competencies, dispositions, ethical principles, and commitment to social justice” (p. 19). Interestingly the crucial dispositions for the Teaching for Better Learning model are specifically identified, being “open-mindedness, discernment, fallibility, and agency” (p. 26).

In the paper *Learning to practice* (Timperley, 2013), which serves as a companion paper to *Initial teacher education outcomes: Standards for graduating teachers’* (Aitken et al., 2013), Timperley envisions teachers as ‘adaptive experts’ and suggests that the Teaching for Better Learning Model is aligned with this vision of adaptive experts being

driven by the moral imperative to promote the engagement, learning, and well-being of *each* of their students...recognise the assumptions... that underpin their practice...actively seek in-depth knowledge about the content of learning and how to teach it effectively...they work with others...to retrieve, organise and apply professional knowledge in the light of the challenges and needs presented by their learners...obtain evidence of the impact of their teaching on learners’ engagement, learning and well-being... develop innovative approaches when regular routines are not working...recognise when they need to seek help...[and]...engage in ongoing inquiry with the aim of building the knowledge that is the core of professionalism. (p. 5)

In order to operationalise the Teaching for Better Learning Model as the basis of ITE requires, according to Timperley, “rethinking the relationships, roles, responsibilities, and expertise of all

those involved” (2013, p. 37). This is in order for new ITE programmes to overcome the problems of current programmes that are non-active and non-applied, with an emphasis on knowledge at expense of practice (Aitken et al., 2013)

The changes to the structure of ITE programmes are two-fold: the first, a move towards strengthening links between stakeholders in ITE, and the second a move towards Masters level programmes. The first of these entails “a significantly different approach to the clinical practice/practicum components of teaching, providing a much more integrated and collaborative approach between the ITE provider and the school” (MoE, 2014a). It is in effect the adoption of what Darling-Hammond (2006) referred to as a clinical model that connects theory to practice. Indeed “it is generally accepted today that world-class teacher education requires a partnership between universities and schools” (Morris & Patterson, 2014, p. 13). Each of these two moves will be addressed in turn.

Practicum is generally acknowledged as the most beneficial component of teacher training (Cameron & Baker, 2004; Kane, 2005; Kane & Mallon, 2006). Arguably the benefit of practicum is dependent on a number of factors, not least of which is the quality of the host schools’ associate teachers and student teacher support systems. The adoption of a ‘partnership’ arrangement between ITEs and a select number of schools offers the potential to increase control over the variability of these factors. An additional benefit is that the stronger relationships formed between student teachers, ITE providers, associate teachers, and schools’ senior leadership teams might enable more effective communication, feedback and the iterative development of exemplary practice. Forming partnerships with a small, select, number of schools is not, however, without potential costs. It is possible that student teachers will not be exposed to the variety of schools, and experiences, that they are at present. This variety of experiences can guide student teachers towards a school that has a goodness of fit for them and also expose them to a wider range of pedagogical and pastoral approaches. It is also possible that non-partner schools will be denied the energy, enthusiasm and pedagogical rejuvenation that trainee teachers can bring with them. It could also be argued that partner schools will be positioned to ‘cherry pick’ the best candidates and non partner schools will not

have the opportunity to have trainee teachers on a trial basis, thereby possibly creating an inequitable labour market situation due to information asymmetry.

The move towards post-graduate Masters level teacher education needs to be explicitly contextualised (MoE, 2014a) as a trial programme that stands as an exception to the 2000 moratorium on funding new ITE programmes. Currently approved bachelor and graduate diploma ITE programmes continue to be offered and continue to recruit candidates. The move towards post-graduate ITE, albeit a trial to test the level of demand before any wider move is made, is, however, significant, as an attempt to realise recommendations from the EWAG, as noted below. This significance of this move was magnified by the way the trial programme proceeded despite changing circumstances, as identified by Barback ("The teacher supply and demand see-saw", 2013), not least of which the current oversupply situation.

The rationale provided by the EWAG (2010, p. 14) for shifting to postgraduate qualifications were that

- It raises the bar of entry to the profession and sends signals about expected quality.
- The first degree demonstrates the ability to learn independently and manage lifelong learning.
- The decision to become a teacher would be explicit
- The initial degree prerequisite works as a quality control process.
- The undergraduate degree provides the generic academic skills and subject specific knowledge which allows for a greater focus in the postgraduate qualification on the skills necessary to be an effective teacher.
- It supports a stronger link between classroom practice and initial teacher education

The rationale of raising the bar is based on the assumption by the Ministry of Education (2014a) that high expectations make the profession more desirable to the very best graduates. Whelan (2009) articulates this assumption as a spiral of increasing desirability based on selectivity of entry leading to raising the status of the profession, which in turn increases the attractiveness of the profession, thus increasing the number of good applicants, in turn reinforcing the cycle by initiating even higher selectivity of entry. This is an appealing

argument, supported anecdotally by the experience of nations such as Singapore and Finland, but it will, however, be contended in the sections on perceptions and supply planning, that lifting entry standards is not sufficient to raise the status of the profession.

Should the postgraduate ITE programme be expanded, a number of issues arise. The first is the relationship of the postgraduate programmes to the Teach First NZ programme. The second is the impact on existing bachelor and graduate diploma ITE programmes. Should these programmes coexist with the postgraduate programme then it is likely that qualifications from the existing programmes will be viewed as inferior and potentially insufficient to secure employment in times of teacher surplus. Should these programmes be supplanted by postgraduate courses then potentially a number of quality candidates might be dissuaded from entering the profession due to the increased opportunity cost required to undertake postgraduate programmes. It is also possible, as suggested by O'Neill ("Teacher education - A postgraduate course", Education Review, 2010), that postgraduate courses would merely attract the same calibre of students as those currently enrolled in undergraduate degree programmes. These issues, though not overly problematic at present given oversupply, might well prove to be problematic in future should shortages develop and will be addressed in more depth under the section on supply planning.

4.5. Teach First

Teach First NZ, a charitable trust established in March 2011, is part of the global Teach For All organisation founded in 2007, and is "inspired by similar programmes of the international Teach For All network" (Teach First NZ, 2014b). Commencing February 2014, the current government has funded a 4-year pilot for up to 20 students per year as an integrated part of the QTA. Teach First NZ offers a full-time salary and fully funded Postgraduate Diploma for English, Mathematics, Chemistry, Physics, and Te Reo Māori teachers willing to commit to working in a low decile school for two years (Teach First NZ, 2014a).

The vision of Teach First NZ is “that all young people in Aotearoa New Zealand achieve their full educational potential, regardless of socioeconomic background” (Teach First NZ, 2014b). To achieve this worthy aim, Teach First NZ has a short-term goal to “recruit outstanding individuals to bring knowledge, energy and leadership into the classroom...prepare and place our participants to teach in secondary schools serving lower decile communities...inspiring young people to fulfil and expand their potential” (Teach First NZ, 2014b). In the long term Teach First NZ aims to build a network of educational leaders across all fields.

The Post Primary Teachers Association (PPTA) has maintained a critical interest in the Teach First programme from the outset. It commissioned a report, *Fast track teacher education: A review of the research literature on Teach For All Schemes* (McConney, Price, & Woods-McConney, 2012). This report noted that through the use of innovative marketing and recruitment strategies, ‘Teach for All Schemes’ attract top students from elite universities, “a previously untapped market for teacher education programmes” (p. 19). As attracting top candidates is also the intent of the new postgraduate ITE programmes, it will be interesting to see if the Teach First programme and postgraduate ITE courses coexist, or if one gains prominence, at the end of their respective trials. McConney et al (2012) noted that, despite assumptions of worthy aspirations that seem unproblematic, “some research suggests the need to interrogate these assumptions more fully” (p. 19) hence the critical stance adopted by the PPTA.

Meanwhile the first evaluation of the programme was recently completed for the Ministry of Education (Whatman et al., 2014). The report noted that the programme was generally successful in its implementation and that the major strength of the programme was “the rigorous selection process and the high calibre of the 2013 cohort” (p. 17). The report also noted concerns about the sustainability of the programme given falling rolls and that some schools face the possibility of teacher redundancies through Curriculum and Pastoral Needs Analyses (CAPNA) process. Although all the principals interviewed would like further Teach First NZ participants, the current labour market is creating “significant tensions” (p. 43). These tensions will be addressed in more depth later.

Although it appears that the Teach First NZ programme has achieved the objective of placing quality teachers in low decile schools, it is too soon to objectively judge the cost effectiveness of this programme. International evidence (McConney et al, 2012) suggests that retention rates beyond the two-year programme are not high, and the PPTA (2014a) has noted “this approach to teacher education is considerably more expensive”. As noted above, the major strength of the programme is its rigorous selection process and ability to attract a high calibre of candidates, both of which are hoped will also be the major strength of the exemplary postgraduate ITE trial. It might be argued that it is imprudent to predict the potential outcomes of the postgraduate and Teach First trials. Nonetheless, the postgraduate programme combined with a low decile bonding scheme might arguably deliver the benefits of the Teach First NZ programme with substantially lower costs and tensions.

4.6. Perceptions of the profession

It was contended in the earlier discussion of ITE that lifting entry standards would not alone raise the status of the profession. This contention appears to be conceded in part by the Ministry of Education as its strategies to raise the status of teaching include the Investing in Educational Success programme which offers career pathways, and the Prime Minister’s Education Excellence Awards, which celebrate and publically acknowledge excellence in education. Furthermore, Educanz has been required by the Ministry of Education to “raise the status of the profession, and publically recognise the value it contributes to New Zealand” (MoE, 2014d).

Two recent initiatives to raise the profile and status of the profession have been the ‘Prime Minister’s Education Excellence Awards’ and the ‘Festival of Education’. The effectiveness of these initiatives to raise the profile is unclear and it is possible that to achieve the goal of publically raising the profile of the profession, to attract the best and brightest, might well require a professionally coordinated and concerted media approach. This marketing approach could arguably be based on the innovative marketing and recruitment strategies used by

Teach First NZ. Rebranding perceptions of the profession is not, however, without risk as will be elaborated below.

Teaching is not highly regarded, either inside or outside the profession (Hall & Langton, 2006; Kane, 2008; Kane & Mallon, 2006; Morris & Patterson, 2013a). Should strategies to raise the perception of the profession to potential recruits not match the perceived reality of the profession once inside the profession, then issues of retention might become problematic with the expense incurred training beginning teachers not yielding returns. It could be argued that the profession requires rejuvenation in order to alter the internal perception. Yet it could also be argued that authentic representation of the current realities of the profession would not necessarily encourage such rejuvenation. The QTA aims to present the profession as an option that the best and brightest desire, if not aspire, to enter. It may be suggested, however, that an authentic representation meeting this aim should paint teaching as a profession to enter not because it is easy but because it is challenging, and is a profession requiring altruistic motivations to make a real difference to society. Altruistic motivations, however, though necessary, are not sufficient, and as MacBeth (2012) noted, “the higher the teacher’s idealism the greater the risk of disillusion and attrition” (p. 14).

Although compensation shall be discussed in greater depth in Chapter Six, it is noted here that overall compensation is the primary policy lever to encourage recruitment. Such overall compensation includes monetary compensation, career progression opportunities, working conditions, perceptions about the profession, job security and job satisfaction. The first two are addressed in part by the Investing in Educational Success initiative and the remaining perception issues are addressed below. Working conditions will require a focus on screening candidates that have the disposition of perseverance and who are motivated to meet the challenges of the profession. Job satisfaction will require a focus on screening candidates for intrinsic and altruistic motivations. Perceptions of teaching as a secure job, though incentivising some candidates to ITE, is problematic as Kane & Mallon (2006) noted that “self image is undermined by the lack of procedures to...remove non-performing teachers” (p. 158). The notion of teaching as a ‘safe’ job is also threatened by media reports of oversupply.

4.7. Supply Side

Morris and Patterson (2013a) noted “labour market planning has never been a strong point in the operation of the MoE or the NZTC” (p. 43). Barback (“The Teacher demand and supply see-saw”, 2013) has claimed though that the Ministry of Education “is taking a proactive approach...and has improved the accuracy of analysis, forecasting, and modelling of the teacher workforce”. The Ministry of Education (2013a) also intends Educanz to deliver a “more effective approach to issues of teacher supply issues”. Notwithstanding the above assurances from the Ministry of Education, media such as the New Zealand Herald currently paint the labour market for teachers as one of “feast or famine” (“Oversupply of teachers won’t last”, 2013), hereinafter called surplus or shortage.

It is easy to implicate inadequate workforce planning in market disequilibrium, but it is a complicated problem. Unpredictable macroeconomic factors such as the global financial crisis (GFC) have major impacts on labour markets as evidenced by the Teach NZ (2014a) acknowledgement of “significant changes to teacher supply and demand due to the impact of the global economic recession”. More predictable demographic trends, particularly blips in students’ ages, have an impact not easily addressed due to a degree of non-transferability between primary and secondary teachers. In secondary schools additional complexity arises from disaggregation of the market by teaching domains (where subject specialisations are required), and as Webster et al. (2004) noted, “teaching labour markets...differ so substantially that one type of labour cannot be a substitute for another without considerable loss of productivity” (p. 4). Other complicating factors include the unpredictability of retention rates of existing teachers and the supply of new recruits, issues affected by economic opportunity cost and demographics.

Nonetheless, difficulties in workforce planning must be overcome as Guarino et al. (2004) and Webster et al. (2004) have noted, that disequilibrium in labour markets is counter to optimal recruitment and retention conditions. Workforce planning is unlikely to create a situation of pure equilibrium, however planning must be improved so that substantial surpluses and

shortages are predicted with sufficient lead-in time to implement demand and supply side policies that even out these extremes. It is to a discussion of these policies that we now turn.

Teacher supply is defined by Guarino et al. (2004) as the “number of qualified individuals willing to teach at a given level of overall compensation” (p. 3). This quote identifies qualifications, willingness and compensation as significant issues. With the exception of LATs, relevant qualifications are a requirement to teach. An additional requirement is a current practicing certificate. Four mechanisms to further control supply, are immigration, re-certification, transferability of teachers between school types and monitoring the numbers of students in recognised ITE qualifications.

Controlling immigration through the skills shortage list can address shortages, but leaves New Zealand vulnerable to the vagrancies of overseas ITE quality. Re-certification is a question of competency and meeting the Registered Teacher Criteria (RTC)[CA3]. Improved transferability of teachers between school types could offer a degree of flexibility in a disaggregated market, albeit it potentially at the loss of productivity noted by Webster et al. (2004). Although the above supply side policies are responsive to short term disequilibrium, it is the numbers of students in recognised ITE qualifications that, despite a longer lead-in time, have the greatest impact on teacher supply.

The Ministry of Education is quoted in Barback (“The teacher supply and demand see-saw”, 2013) as stating that it does not directly influence the number of teachers that can be trained. This is not to say that that indirect influence cannot be applied through Teach NZ scholarships and Tertiary funding of Equivalent Full-Time Student (EFTS) in ITE. ITE providers appear to take a similar noninterventionist stance under the rationale that “determining a cap on selection related to the teaching job market...could have the potential to be limiting and short-sighted” (“The teacher supply and demand see-saw”, Barback, 2013). It is this unwillingness to directly intervene in the most direct mechanism that can create the very surpluses and shortages that serve in times of surplus to disincentive to potentially excellent candidates and in times of shortage allow teacher quantity to come at the expense of teacher quality. Another

supply side issue is the willingness to teach at a given level of compensation, which will be addressed in depth in Chapter Six.

4.8. Demand Side

Demand is defined by Guarino et al. (2004) as “the number of teaching positions offered at a given level of overall compensation” (p. 3). Demand for teachers is determined by student population, teacher pay rates and teacher-student ratios. There is little that can be controlled about student population other than policies on immigration and changing the age limits of compulsory education, both of which are beyond the scope of this thesis. Teacher pay rates can, given budgetary constraints, affect demand. For example, more teachers may be employed at a lower per teacher pay rate or fewer teachers at a higher pay rate. Lower nominal pay rates are unlikely given the negotiating power of teacher. Substantially higher pay rates are unlikely, however, due to budgetary constraints and resistance to increasing student-teacher ratios.

It is these very teacher-student ratios that are, from an operational perspective, the easiest mechanism by which to absorb shortages and surpluses. This mechanism appears, however, to be politically and financially unacceptable to the current National government. In the case of teacher surpluses the simple expedient of lowering student-teacher ratios would absorb the surplus and some would argue improve educational outcomes. An example of this is the New Zealand Labour Party (2014) policy on education to “reduce the average size of secondary school classes from 26+ down to 23”. The financial cost of this policy would, however, appear unpalatable to Treasury who believe other options “deliver better bang for our buck” (“Treasury’s class size comments refuted by expert”, New Zealand Herald, 2012). In the case of teacher shortages the simple expedient of increasing student teacher ratios would make up the shortfall and, given average wages do not increase, lower the overall cost. Recent attempts to increase class sizes have, however, shown the political undesirability of this policy, demonstrated by the intense backlash from schools and immense political pressure, leading to a policy reversal, as noted by Barback (“The teacher demand and supply see-saw”, 2013). As demand side solutions are limited by financial and political constraints and supply side

solutions by an unwillingness to directly intervene, attention will now be focussed on those who are willing, but not qualified to teach.

4.9. Limited Authority to Teach (LAT)

With the notable exception of Partnership (Charter) Schools, schools are required to employ qualified teachers with a current practicing certificate, however, where a school has “been unable to secure an appropriately qualified registered teacher for the teaching position” (New Zealand Teachers Council [NZTC], 2007) then under section 130a of the Education Act 1989 “a person shall on application [and subject to certain conditions]...be granted a limited authority to teach”. It is important to note that this is a temporary position. Section 120a(2) of the act states: “No employer shall permanently appoint to any teaching position any person who does not hold a practising certificate”. The purpose of the LAT provisions is to allow for a degree of labour market flexibility particularly in times and areas of teacher shortage. It is also important to note that LAT is for the position not the person and for a specific time period, usually one year.

It was interesting then, given the current oversupply situation, that the review of the Teachers Council (MoE, 2012b), recommended expanding the LAT provisions to a new criterion known as Authority to Educate (ATE)^[CA4]. The ATE suggestion did not gain traction with the PPTA (2014b). Nevertheless, proposed amendments to LAT in the Education Amendment Bill No 2 are greatly loosened.

4.10. Conclusion

The teaching profession in New Zealand, though not in crisis, does face issues around perception and teacher quality. It is accepted that improving both the calibre of ITE candidates and the quality of ITE provision offers a potential solution to issues surrounding teacher quality and perception of the profession. In order to achieve this, the profession will have to be

appealing to quality candidates, yet it is quality graduates who will raise the perception the public has of teaching. To resolve this dilemma requires that the dispositions defining quality candidates are identified and synergised within the other perception initiatives so as to entice them to enter the profession. Current oversupply in the labour market creates an opportunity to be selective but it also serves as a market signal that may disincentivise career professionals. To capitalise on the opportunity to be selective requires that appointment processes are robust and professional.

The trial of the Teach First NZ and exemplary postgraduate programmes signal a move towards more rigorous ITE and an attempt to improve the quality of graduate teachers. Yet mixed signals are being sent to the market, particularly in times of oversupply, by exempting requirements for qualified teachers in partnership schools, expanding the scope of LAT and an unwillingness to restrict the number of candidates in existing 'sub-optimal' ITE courses. As the QTA is to be a systemic response, it seems appropriate that it should also be a synergised response.

Educanz, as the cornerstone of the QTA, might enable the systemic approach to be more synergised than that currently observed. It is however the very breadth of Educanz responsibilities, combined by the fact that the Minister appoints council members and not the profession, which offer potential risks. As the key government lever over the profession it could be argued that the risk of Educanz engaging in politicalisation and ideological adventurism cannot be discounted. This in could in turn risk alienating the profession, a risk that undermines the QTA and that might have substantial effect on teacher retention, the subject of the next chapter.

Chapter 5. Retention

5.1. Introduction

Substantial crossover between policies that promote recruitment and those that promote retention have been noted (Guarino et al., 2004; OECD 2005). Accordingly this chapter will revisit some issues raised by the previous chapter. Recruitment and retention do differ, however, in two main ways. Firstly, perceptions of the profession from those on the inside are influenced by practical experience not afforded to those on the outside. Secondly, the factors that influence decisions to and stay in the profession are in the present whereas the conditions that created in individuals the desire to join the profession are in the past[CA5]. Future policies influencing overall compensation in the profession are likely to affect the on-going career decisions of individual teachers already in service. The OECD (2005) noted “policies to...recruit teachers need to be complemented by strategies ensuring that...effective teachers wish to continue in teaching” (p. 170).

There is thus also substantial crossover between retention and reward. Cooper and Alvarado (2006) noted “teachers are primarily attracted to teaching by intrinsic motivation but extrinsic factors play a major role in retaining them” (p. 17). This statement mirrors the OECD comment on complementing strategies. Given the crossover between reward and retention this chapter will introduce and discuss some reward-based policies, however, the specific details of reward mechanisms and how they work will be elaborated upon in Chapter Six.

The first consideration is how both high and low retention rates are problematic. Second is to examine policies aimed at improving provisionally registered teacher quality and retention. Consideration will also be given to the Professional Learning and Development (PLD) review and how this aspect of the Quality Teaching Agenda (QTA) is related to retention. The Investing in Educational Success (IES) policy will be looked at not only for how it intends to improve retention but also how it may assist to operationalise PLD. Given that the aim of the

QTA is retention of 'quality teachers', consideration will be given to approaches that can be used to identify and differentiate between performing and non-performing teachers. The final issues to be addressed will be the issue of non-performing teachers and possible reward-based mechanisms for quality teaching.

5.2. Retention—a double edged sword

In positioning retention as a double edged sword the following quote from the OECD (2005) goes to sum up the key issues

There is concern in a number of countries that rising teacher attrition and turnover rates are compounding school staffing problems and leading to a loss of teaching expertise. However...a certain level of teacher attrition is inevitable...a low rate of teacher attrition does not necessarily indicate that all is well with teaching and the schools...it may indicate that new ideas and energy are not coming into the profession. Whether a given level of teacher attrition is a positive or a negative indicator will be influenced by which teachers are leaving and which ones are staying, and the factors that lie behind their decisions. (p. 170)

The New Zealand Ministry of Education (2014c) considers increased retention to be limiting opportunities for refreshment of the profession. Kane and Mallon (2006) also noted "retaining those who have lost their edge...can impact significantly on the quality of the outcomes" (p. 150). These comments suggest that retention is not problematic at present due to high staff turnover but potentially problematic due to the low staff turnover of under-performing teachers. This means that space is not being made for new promising teachers to rejuvenate the profession. Data on teacher attrition rates in New Zealand is however not differentiated by 'teacher effectiveness' measures, accordingly there are few statistics to support this hypothesis. One longitudinal study that does address this issue is the 'The Teachers of Promise Project' (ToP) which in 2005 began following a group of fifty-seven third year New Zealand teachers who were identified by school leaders and ITE lecturers as being promising. The latest update (Cameron & Lovett, 2012) noted that in 2008 only 52% were still teaching whereas in 2011 73% percent were teaching.[CA6] This suggests that there is an increasing

willingness, in the current global economic environment, for promising teachers to not only remain in, but also return to[CA7], the teaching profession in New Zealand.

As with recruitment, retention is not a straightforward issue. It is not just about keeping teachers in the profession. It is an issue complicated by the variability of teacher quality, and by the need to balance the requirement to keep expertise in the profession while simultaneously making space for reinvigoration of the profession. It is about minimising the negative effects of high staff turnover on student learning as well as the negative effects of low staff turnover by less effective teachers. It is about ensuring alignment of teaching workforce age demographics with long-term workforce planning. The key issue around retention is ensuring that promising new teachers remain in the profession long enough to both ensure a return on the considerable investment underpinning Initial Teacher Education (ITE), and to enable novice teachers to refine their practice and reinvigorate the profession.

5.3. Retaining new candidates

Cameron and Baker (2004) noted ITE “includes both pre-service (initial) teacher education and the two years of provisional registration that follow graduation” (p. 3). McPherson (2002) describes the three gateways of ITE, namely, selection for ITE, completion of ITE and gaining full registration after meeting the Registered Teacher Criteria (RTC). As the first two gateways were addressed in the previous chapter only those policies supporting the third gateway will be considered in this chapter. This gateway is implicit in the QTA aim to “lift the...quality of...coaching and mentoring for beginning teachers” (MoE, 2013a). This is to ensure only quality Provisionally Registered Teachers (PRT) remain in the profession through having meet the RTC.

Teacher mentoring programmes have been in place in New Zealand for nearly three decades with Langdon (2009) noting that “New Zealand is already at the forefront of induction...but, we need to strengthen what we do well” (p. 8). Cameron (2006) and Cameron, Dingle and Brooking (2007) also noted that New Zealand secondary school mentoring programmes

lagged behind those of primary schools[CA8]. This assertion was supported by the evidence of Cameron, Baker and Lovett (2006), who noted that although 66 percent of primary and intermediate PRTs found the induction and mentoring programme to be 'systematic and supportive', only 36% of secondary teachers reported the same. EWAG (2010) noted that "improving the quality and consistency of teaching requires strong, initial teacher education and induction" (p. 12), comments which mirror those of the Ministerial Taskforce on Secondary Teachers Remuneration [MTSTR] (2003), who noted that "for beginning teachers there must be...a quality induction programme...and...ongoing support" (p. 24). Given that initiatives are in place to improve the quality of ITE and PRTs, it would seem appropriate that induction and mentoring programmes need systemic strengthening so that effective support systems are in place. Such systems, aimed at improving the practice of PRTs, could improve retention rates as it has been suggested internationally (Ingersoll & Strong, 2011) that quality induction and mentoring programmes lead to higher retention rates. What follows is consideration of how existing policies and those of the QTA might be intended to achieve these goals.

In 2004 the Specialist Classroom Teacher (SCT) role was established as part of secondary collective agreement negotiations. The person performing this role was intended to provide "PLD, guidance, mentoring and induction to other staff" (Morris & Patterson, 2013a, p. 57). The PPTA (2012b) recommended the "extension of the specialist classroom teacher positions in all schools to further develop mentoring and coaching" (p. 14). It would appear, given research findings (Cameron, 2006; Cameron & Dingle, 2007) subsequent to the establishment of the SCT role, that despite its establishment, "teachers may not receive the induction and mentoring that is vital to settling into a new and challenging career" (Morris & Patterson, 2013a, p. 57).

The Investing in Educational Success Working Group report (2014) makes reference to the NZTC (2011a) induction and mentoring pilot and guidelines, based on the work of Cameron (2007), yet makes no reference to SCTs. It is possible, though in no way is it explicitly stated, that the roles established by the IES initiative might be instrumental in providing PRTs quality mentoring and induction. The Ministry of Education (2013a) notes that one of the purposes of the QTA is to "lift the...quality of...coaching and mentoring for beginning teachers" yet gives

no specifics on how achievement of this goal is to be resourced. Here too, Educanz has a pivotal role to play given its proposed scope including the refinement of the RTCs and the administration of PRT registration. Having addressed mentoring and induction policies that bring PRTs *fully* into the profession as registered teachers, consideration will now be given to the retention of registered teachers in the profession starting with the importance of PLD.

5.4. Professional learning and development (PLD)

Improving the quality of teaching is considered to require ongoing PLD (Aitken et al., 2013; EWAG, 2010; MTSTR, 2003; PPTA 2012b; Timperley, 2013; Timperley et al., 2007). The QTA aims to “improve...appraisal linked to professional learning and development...through... the provision of targeted intervention and support for...teachers and schools” (MoE, 2013a). To achieve this goal, the Ministry of Education established the ‘Professional learning and Development Advisory Group’ in 2013, whose terms of reference are to “advise on what improvements should be made to the targeting of PLD...and...provide advice on how changes could be implemented” (MoE, 2013b). If ongoing targeted PLD improves the quality of teaching, it might be argued that improved teacher quality would lead to a greater sense of teacher self-worth and increase intrinsic motivation to remain in the [profession](#)^[LB9]^[CA10].

Linking PLD to appraisal was supported by the PPTA (2012b), which noted that basing performance management systems on PLD is the “most logical, practical and evidence-based step to take in reaching for the goal of quality teaching for all” (p. 17). It is in targeting PLD that the question of teacher quality must be addressed for it is “recognised that appraisal and competence processes are not the same...[yet] issues of competence may well arise through the appraisal processes” (p. 20). The differentiation between quality teaching and quality teachers becomes more than a semantic argument at this time. The PPTA (2012b) notes:

The focus here on the quality of teaching rather than the quality of teachers is deliberate. The phrase 'teacher quality' personalises and fixes the terms of the discussion onto individual teachers, rather than recognising that teachers' work is highly contextualised and their ability to provide quality teaching depends on many factors. The phrase 'quality teaching' emphasises that the values, knowledge and competencies that inform the work of teaching are not individual and fixed attributes but something all educators should be enabled to aspire to, acquire and continue to demonstrate across all the contexts within which they work. (p. 4-5)

This focus on 'quality teaching' rather than 'quality teachers' is also promoted by recent New Zealand research (Aitken et al., 2013; Alton-Lee, 2003; Hattie, 2009; Nuthall, 2004) with Hattie suggesting that "we should constrain our discussion from talking about qualities of teachers to the quality of the effects of teachers on learning (2009, p. 126). It is contended, however, that the teacher cannot be divorced from the process of teaching for the purposes of appraisal. This is due to the requirement for teacher attestation and re-registration, requiring teachers' demonstrate competency and ongoing PLD against a set of professional standards[CA11].

It has been noted that both the PPTA (2012b) and the Ministry of Education (2013a) believe that PLD should be linked to appraisal. This approach was supported by the MTSTR (2003) which proposed that "over time the sector move to a system of remuneration incentives related to ongoing professional learning" (p. 26) and New Zealand Treasury (2011c), which recommended a "professionalised teaching workforce taking responsibility for teaching standards, ongoing professional development, and requiring best practice teacher appraisal" (p. 6). Interestingly, the MTSTR (2003, p. 28) noted that professional development is not currently 'fit for purpose' and that PLD resourcing was under such significant pressure that there were inequities in access between and within schools.

PLD becomes a high-stakes process with legal ramifications in terms of employment law if assessing the individual teachers' quality of teaching (pedagogical practice) is the basis for targeted PLD intervention required to meet the criteria for satisfactory appraisal. As in the cases of induction and mentoring, PLD is of variable quality across schools, therefore, substantial resourcing will be required to give PLD/appraisal processes the rigour and quality required to satisfactorily conduct such processes to a standard that is equitable and above reproach. This is a step change in education to be formulated by the PLD Advisory Group.

Such a step change requires, according to Levin (2012), a sustained effort by all parties to build a system that is up to the task of bringing about the necessary changes in practice. In order to meet Levin's requirements requires that stakeholders agree on processes, and that implementation enables the individual identification of quality and non-quality teaching practice. It also requires the delivery of targeted PLD that addresses specific concerns, and also requires the assurance that PLD is delivered in such a manner that all teachers have equal and equitable opportunity to improve their practice in order to meet attestation standards. Collectively these are indeed requirements that test the bounds of system capability but that are required to address the issue of retention of quality teachers in the profession.

5.5. Investing in Educational Success (IES)

Over the last decade, various stakeholders (EWAG, 2010; MTSTR, 2003; PPTA, 2012b) have recommended an increase in the range of professional pathways. In January 2014 the Prime Minister John Key announced just such a programme, Investing in Educational Success, which is intended to "help recognise highly-capable teachers...keep good teachers in the classroom...[and] share expertise across schools and among teachers" (MoE, 2014f). The IES programme, which at time of writing is still in development in terms of design and implementation, was outlined by the Minister of Education (Parata, 2014c) in a cabinet paper. IES intends to have 'Expert Teachers' "work with teachers, inside classrooms, including in other schools within their community, to help lift teaching practice" and 'Lead Teachers' "who will act as a role model for teachers within their own and other schools in their community" (MoE, 2014f). IES roles offer the extrinsic reward of allowances, and the intrinsic reward of recognition as a quality teacher. It additionally allows teachers to progress within the profession without having to take an administrative route.

It may be suggested that IES is intended to play a pivotal role in the operationalisation of a PLD model that is fit for the purpose. IES enables lead and expert teachers the time and space to observe lessons to identify quality and non-quality teaching practice, to deliver

targeted PLD and to ensure that communities of schools have equal and equitable opportunity to improve practice. This will allow the realisation of the Treasury vision of a professionalised teaching workforce taking responsibility for teaching standards, ongoing professional development, and requiring best practice teacher appraisal. It may also be argued, however, that due to the neo-liberal policies of Treasury, “the culture of professionalism has been largely surrendered to a narrow and reductionist instrumentalism” (Codd, 2005, p. 194). The risk exists that despite the best intentions of the PPTA and others, policy implementation may be such that IES does not focus on re-professionalising teaching, but rather serves to provide a managerial and administrative layer to identify under-performing teachers. This quality assured PLD system could serve as the first step of a competency assessment process. The fractures such a competitive system, if employed, could cause to retention are potentially substantial, especially to ethically grounded teachers who consider teaching to be collaborative in nature. The PPTA (2012b) appears aware of the potential benefits and problems of a revised PLD model as it is noted that a focus “on accountability and competitive mechanisms of control, such as checklist approaches to appraisal...will not improve the quality of teaching” (p. 16) yet “the state will always demand some quantification...for the purpose of credentialing...driven by technocratic and neo-liberal instincts” (p. 9).

If the IES programme is indeed a resourcing component of a revised PLD model, much will be asked of the teachers appointed to the expert and lead roles. As with all change management, there will be tensions which will be magnified as professional reputations and competency are questioned. The semantic argument of emphasising quality teaching, not quality teachers, is weak and will not withstand a neo-liberal agenda based on managerialism, accountability and performativity.

5.6. Effective teachers

In 2004 RAND Corporation (Guarino, Santibanez, Daley, & Brewer, 2004) noted “although there are many studies that focus on the...retention of teachers, few focus on the...retention of *effective* teachers” (p. 1). It has been noted that targeted PLD is intended to improve teacher

quality. The question is how to identify where, what and how targeted PLD should be deployed. Currently teacher effectiveness is defined as 'effective pedagogy' in the New Zealand Curriculum (MoE, 2007) and also by the Education Review Office effective teacher indicators (Education Review Office, 2011). The New Zealand Teachers Council (2011b) has also developed Registered Teacher Criteria (RTC) alongside Professional Standards. These are currently under review as professional leaders did not have a consistent understanding of what the criteria would look like in a school setting (NZTC, 2014). Subject to the Education Amendment Bill No 2 passing, Educanz will be required to continue the work of the NZTC in refining or redeveloping RTC. Educanz will also be responsible for maintaining the teacher register and, as a separate process, the issuing of teacher practicing certificates.

Evaluating teacher effectiveness is critical the success of the QTA as it identifies those who will take a mentoring role as envisaged by IES, in contrast to those who need substantial targeted PLD. A multitude of mechanisms exist for teacher evaluation, most notably the 'value added model' (VAM) based on the work of Hanushek (1971), which is noted (McCaffrey, Lockwood, Koretz & Hamilton, 2004; EPRG, 2013) as having severe limitations. Another model is the 'contextual value added model' (CVA) model, used in the United Kingdom, which is noted as suffering from "serious reliability and measurement errors" (EPRG, 2013, p. 8). A third model is the 'Measures of Effective Teaching' (MET) composite model developed by the Bill and Melinda Gates Foundation. This model is based on the three elements of student achievement gains in standardised tests, student perception surveys and classroom observation as "teaching is too complex for any single measure of performance to capture it accurately" (Bill and Melinda Gates foundation, 2013, p. 10). It is possible given that student achievement data is readily available and that student perception surveys easily operationalised, that IES allows for the classroom observation element of the MET model, or a derivative thereof. This model could be used as the mechanism to identify needs-based PLD and serve as the basis for the proposed requirement that ten percent of practicing certificate renewals be subject to moderation. Should non-performing teachers not meet the requirements for practicing certificate renewal, then competency proceedings might be in order. It could be, however, that there is no need for competency proceedings or de-registration as, subject to statute, Educanz will be in a position to withhold or cancel practicing

certificate without the requirement to follow the extensive protective procedures required for either competency or de-registration. This is as the Education Amendment Bill (No 2), as recommended by the Education and Science Committee (New Zealand Parliament, 2014b), states that Educanz will “establish and maintain standards for ongoing practice and criteria for the issue of practising certificates of different kinds” and “the Education Council must cancel a person’s practising certificate if the Education council is satisfied on reasonable grounds that the person no longer satisfies the requirements”.

5.7. Motivational factors

The PPTA (2012b) suggested that “teaching is not an activity that can be improved by boosting the extrinsic motivating factors” (p. 16) yet UNESCO (Cooper & Alvarado, 2006) noted that “extrinsic factors play a major role” in retaining quality teachers. As extrinsic motivating factors are a reward mechanism they shall be considered in the next chapter. What will be considered now are motivational factors addressed below as ‘satisfiers’ and ‘dissatisfiers’. Macbeth (2012) noted “any agenda for the future of the teaching profession has to weigh in the balance the tensions between the satisfiers and the dissatisfiers” (p. 13). These satisfiers and dissatisfiers are represented below in table 5.1

Table 5.1 MacBeth (2012)

Satisfiers and dissatisfiers

<u>Satisfiers</u>	<u>Dissatisfiers</u>
1. Autonomy 2. Being valued 3. Being trusted 4. Being listened to 5. Time for learning, teaching and planning 6. Collegiality 7. Initiative 8. Creativity 9. Contact with pupils 10. Scope for innovation and experimentation	1. Challenge 2. Feeling of not being in control 3. Lack of time 4. Isolation from colleagues 5. Prescribed of inflexible curriculum 6. Bureaucracy 7. Testing 8. Policy initiative overload 9. Pressure to meet targets 10. Lack of parental support 11. Poor student behaviour 12. Stress

Change management process in regard to all policy initiatives must maximise the enhancement of satisfiers and minimise (or ideally mitigate) any increase in the effect of dissatisfiers. The initiatives in play have the potential to re-professionalise teaching and in doing so lift the perception of the profession such that quality teachers desire to remain in the profession. They risk however becoming bureaucratic mechanisms based on testing and targets that increase dissatisfiers and result in increased attrition.

5.8. Conclusion

It appears that the QTA is not about retention but about the retention of quality teachers. The QTA also accepts that under-performing teachers can become quality teachers given appropriate PLD. While the PPTA, EWAG, MoE and Treasury all subscribe to this position, currently the education system does not have in place the systems required to operationalise this PLD initiative. The IES initiative has the potential to distribute PLD expertise more equitably among and within schools[CA12]. This expertise can also be applied to the induction and mentoring of new recruits, thus improving both their quality and their retention rates. IES initiatives thus have the potential to raise the profile and perception of the profession. In raising the perception of the profession, to those in the profession, retention rates will increase given the increase in overall compensation, particularly working conditions. That non-performing teachers' who do not meet PLD requirements for attestation and re-certification are removed from the profession is not a retention failure. Indeed removal of these teachers serves the dual aims of making space for new graduates to refresh the profession and raises perception of the profession.

Clearly however, a step-change in the capability of the current educational system is required. Such capability improvements must offer targeted PLD to address individual teacher shortcomings equitably and efficiently. Should such capability changes have a focus on accountability and competitive mechanisms of control however, then the change would be contrary to the aims of the QTA. It is important to the retention of quality teaching that overall

compensation, including working conditions and personal satisfaction, is aligned with teacher motivations, which is the focus of the following chapter.

Chapter 6. Reward

6.1. Introduction

The importance of reward mechanisms to recruit and retain cannot be understated[CA13].

Guarino et al. (2004) noted that overall compensation not only means “salaries (including bonuses, other forms of monetary compensation, and expected future earnings) and benefits but also any other type of reward derived from teaching that can be encompassed under the heading of ‘working conditions’ or ‘personal satisfaction’ (p. 3). In this chapter each of these aspects of overall compensation will be considered in terms of how Quality Teaching Agenda (QTA) policies may affect levels of overall compensation and the effect of compensation models on the recruitment and retention of quality teachers. The research on teachers’ motivational drivers will be revisited, while consideration will also be given to QTA initiatives in terms of any substantive changes to the current compensation model, and how these changes relate to motivational drivers.

6.2. Salaries

Teacher salaries are paid according to collective agreements and based on qualifications, experience and responsibilities. According to the Ministry of Education (2014g) the lowest entry point salary for a qualified secondary school teacher is \$44,844 per annum, with the top scale being \$72,645 per annum. Teachers progress from the entry point to the top of scale over a period of eight years, one of the shortest periods in the OECD. Progression is dependent on meeting progression standards in the collective agreement, however, as noted by Morris and Patterson (2013a), ninety nine percent of teachers progress and “there is a culture of expectation that progression up the salary scale is automatic” (p. 66). Morris and Patterson also noted that this expectation rendered the standards meaningless and did “nothing to encourage and recognise excellence” (p. 66).

According to OECD measures quoted by the Ministry of Education (2010), salaries in New Zealand, when compared to national income, compare favourably with other OECD nations as “the benchmark base salary after 15 years’ experience is 42% above the average GDP per capita” (p. 25). It would appear at first glance that the base salary structure in New Zealand is likely to serve as an incentive for retention and recruitment given that even the entry salary is competitive with the median salary in New Zealand of \$43,888 per annum (Statistics New Zealand, 2013). The use of averages and medians ignore, however, the disaggregation of teaching, particularly secondary teaching, by subject domain. It is in the area of labour shortages, particularly STEM subjects, that there is the greatest demand for teachers. This shortage, through the action of the invisible hand of free labour markets, results in higher salaries and thus greater opportunity cost for these specialists. All teachers are on the same scale irrespective of domain. That Science and Mathematics specialists have a much higher opportunity cost, in terms of other employment options, may go some way to explaining how the market has both a shortage and a surplus of teachers.

At present the only formal Ministry of Education (2014g) mechanisms available to redress this are the ‘3R payments [recruitment, retention and responsibility]’ and the allocation of units. 3R payments are made at the discretion of Boards of Trustees from the Operations grant and individual teachers can be granted up to \$4000 pa extra. These payments may be granted to a teacher multiple times. These payments would, however, incur their own opportunity cost as savings would need to be made from other areas of operations expenditure. The other formal mechanism for increasing base salary is the allocation of allowances and units. Generally, but not exclusively, these payments are allocated based on role responsibilities such as: Dean, Head of Department, and Deputy Principal. According to the Ministry of Education (2014g), the annual cost of these allowances to the Government is over \$252 million, that on average allowances add about \$5,900 to a teachers’ base salary and that 47% of secondary teachers are allocated units on top of their base salary.^[CA14] By March 2012, the average secondary teacher salary was \$73,955 (Ministry of Education, 2014g). Morris and Patterson (2013a) noted that using units and allowances that “schools...can pay teachers up to...\$36,000 above base salary” (p. 66) and also that schools can supplement the number of units they are awarded from their own funds. An example of schools supplementing from their own funds is

the 'Auckland Grammar Academic Endowment Fund' established for the purpose of "recruiting, retaining and rewarding high-performing teachers" ("New Year Honours: John Morris ONZM", Jones, 2012).

As can be seen, teacher salaries are generally competitive with other those offered in other labour markets. A teacher with nine units is paid \$109,955 before any discretionary or '3R' or 'endowment fund' payments, and the average teacher salary of \$73,955 is 1.685 times the national median salary. Even the starting salary of a trained teacher is nearly \$1000 more per annum than the national median salary. Salaries are however only one component of overall compensation.

6.3. Working Conditions

Despite the seemingly positive picture just painted regarding salary compensation, Kane and Mallon (2006) found that teachers are "less than positive about working conditions and...they are overloaded, inadequately rewarded, undervalued and insufficiently supported" (p. vii). Teachers also reported an accumulating lack of respect from governments, students, parents, media and the wider general public. Kane and Mallon (2006) noted that the issues that most caused teachers to consider leaving the profession were "the workload associated with change, the deterioration in student behaviour and the degree to which teachers feel misunderstood and undervalued by the wider public" (p. vii). According to MacBeth (2012) the OECD suggested that the shortage of teachers in New Zealand was due to changing

requirements of the job that have grown to the point where they seem unmanageable. As role diffusion increases, there has been no corresponding reduction in ancillary functions unrelated to the professional role. There are issues around remuneration and/or the 'do-ability' of the job (p. 25)

This perceived unmanageability could explain why teaching is a stressful profession, with NZEI research ("Real victims of education policy", Barback, 2012) suggesting that eighty six percent of teachers experience stress and that nearly twenty five percent of these stress levels

were either concerning or intolerable. Kane and Mallon (2006) also noted that 48.6% of teachers are dissatisfied with “support structures for teacher physical and mental wellbeing” (p. 66), the same percentage that is dissatisfied with the current overall workload.

MacBeth (2012) suggested that five key factors must be considered to understand difficulties in teacher recruitment and retention, namely, intensification, role overload, student behaviour, de-professionalisation and inclusion. MacBeth also notes that these factors need to be addressed in a contextual manner as

critics may lay all these issues at the doors of politicians and policy makers. But they need to be understood in their social and economic context...as acting in concert to wider global, economic and social movements and in respect of how schools and teachers meet these demands. This differs widely within countries from resignation to inevitability at one extreme to a sense of agency and resilience at the other (p. 23)

Kane and Mallon (2006) have suggested that student “behaviours have deteriorated” (p. 149) and MacBeth (2012) that such deterioration is driven by societal, economic and technological forces. Education has also, according to MacBeth (2012), moved towards inclusion as it mirrors the anti-discriminatory social policies that are “imperative if the goal of equality is ever to be achieved” (p. 33). This move, including the mainstreaming of: special needs, behavioural needs and second language learners have exacerbated teachers’ working conditions.

Intensification, role overload and deprofessionalisation are inter-related. Valli and Buese (2007) discussed intensification and role overload as the result of an increase in “the sheer number of tasks...teachers are asked to do...with an increasing level of sophistication...through expanded responsibilities outside the classroom...and intensified work within the classroom” (p. 523). It is thus evident in the New Zealand context that teacher’s roles have intensified. It is also a question of how school systems enable teachers to become part of the process and how teachers take control of their destiny that defines the level of deprofessionalisation.

It is noted, by Stoll (2000), that schools are not heterogeneous entities, but have their own unique culture. This “different reality or mindset” (p. 9) is a function of many factors, such as leadership, history, geography and socio-economic demographics, though it is leadership that is central to building school capabilities. The creation of teacher agency and resilience to meet these challenges, and minimise working condition dissatisfiers, depends to a great degree on school leadership.

6.4. Personal Satisfaction

Teaching is a career that can offer a degree of personal satisfaction, much of it intrinsic. Kane and Mallon (2006) noted that 83.2% of student teachers surveyed entered the profession because they wanted to do something meaningful with their lives and 85.4% wanted to feel fulfilled in their work. In the same survey when teachers and principals were responding to questions around why they remained a teacher, 85.4% noted that it was important and/or extremely important that they felt fulfilled in their work, 85.2% that teaching is a job of which they can be proud, and 86.5% that they enjoy teaching. The only response higher than the above was the 91.4% who noted that they just enjoyed working with children.

In the same survey when teachers and principals were questioned about job satisfaction, 96.5% derived their satisfaction from knowing that students are achieving success in some way, 94.9% by changing student attitudes in a positive way, and 94.1% by changing student behaviour in a positive way. These responses all depend on student outcomes to provide a fragile sense of personal satisfaction. It will be recalled MacBeth (2012) warned that “high [teacher] expectations are easily dashed by the demands of the job” (p. 14). These demands, addressed previously under working conditions, led Kane and Mallon (2006) to identify three of the top four factors causing dissatisfaction as: the current overall workload (48.6%), effect on personal/family life (47.6%) and the amount of recent educational change (45.1%).

It would appear that addressing issues of working conditions could mitigate, to a degree, dissatisfiers and that improving pastoral and pedagogical student outcomes would enhance

satisfiers. These assertions are based, however, on the assumption that the data represented above does indeed reflect the reality of teacher motivation and is not subject to substantial 'social acceptability' bias.

6.5. Motivational Drivers

MacBeth (2012) suggested that it is teachers' commitment to public service that sets them apart, that "this lack of self interest or profit motive...[is what] above all, defines what it means to be a teacher...it does set teaching, as a vocation, apart from most other less altruistic professions" (p. 16). He also noted, however, "this does not imply that all teachers everywhere are exemplary models of that professional ethic" (p.16). Arguably, while altruistic motivations may be true in a historical sense, they have been eroded by twenty-five years of neo-liberalism. Benade (2012) noted that "ongoing education reform...since 1989...has had corrosive effects on teacher professionalism...the effects are...felt in the very mental and moral conceptions teachers have" (p. 189).

The recommendation of Morris and Patterson (2013a) that ITE providers "ensure accepted applicants possess genuine intrinsic motivations" (p. 52) suggests that not all recent graduates have professional altruistic motivations. It was also noted by Kane and Mallon (2006) in discussing youth perceptions of teaching that "money seemed to be fundamental to these young people in making career decisions for their futures. This may reflect a preoccupation of our time" (p. 171). Furthermore, they found that one of the three main groupings of teachers who remained in the profession were those who "appeared to be somewhat grudgingly resigned to remain in teaching in spite of frustrations, perceiving they had few options and required the security teaching affords" (2006, p. 81). These representations undermine the notion of teachers as altruistic professionals.

6.6. Leadership

Kane and Mallon (2006) noted, insufficient attention was “given to developing the next generation of school leaders and that the right people are not the ones getting the jobs” (p. 133). The QTA appears to address this issue by developing “a framework for promoting and supporting potential professional leaders” (MoE, 2013a). Leadership serves to affect reward mechanisms in two ways. The first as an ability to progress a career, the second is the creation of working conditions that enhance teacher satisfiers and minimise dissatisfiers.

The QTA aims to build leadership capability through the Teach First and postgraduate ITE programmes that aim to deliver not only quality teachers but also the educational leaders of tomorrow. The IES initiative also addresses building leadership capability with the envisioned principal and teacher roles allowing dissemination of leadership expertise. IES also provides a financial incentive for the leaders of today and tomorrow to remain in the profession, including leaders who are focused on pedagogical practice. Arguably, a focus on improving leadership could lead also to schools addressing challenges associated with teacher working conditions, because a lack of support in terms of school leadership was “identified as impacting seriously on teachers’ ongoing commitment to teaching” (Kane & Mallon, 2006, p. 111).

6.7. Performance Pay

Although performance pay is not explicitly mentioned within the QTA it is possibly implicit in the operationalisation of some of the initiatives. For example performance, as measured by student achievement, is suggested as one of the criteria considered when assigning IES teacher roles. Although ‘teacher performance pay’ does not exist in New Zealand, the PPTA (2012a) considers “we already have performance based pay for qualifications, meeting standards, extra duties or responsibilities” (p. 6). Performance pay is noted by Hekia Parata as being a “distraction...because once you have an appraisal system which is about identifying good practices...performance pay is simply one of a basket of options to reward and

recognise" ("Teacher performance pay gets tick", Young, 2012). It is also suggested ("Treasury schooling plans flawed", Massey University, 2013) that Treasury has persistently lobbied for "value added measures of pupil achievement, linked to performance pay incentives for individual teachers".

The move towards performance pay seemed to lose traction in the face of criticisms by academics such as Professor Ivan Snook, who suggested "performance incentives based on value added teaching are unjustified and unethical...the overwhelming evidence of the flaws in these schemes...would actually exacerbate the problems" ("Treasury schooling plans flawed", Massey University, 2013). Morris and Patterson (2014) noted, however, that "Educanz would be responsible for developing a standards-based national certification and appraisal system" and that "in the current climate, a performance-related pay system that is standards-based [and] linked to certification...is the best fit for New Zealand" (p. 5). It was comments such as these by Morris and Patterson that led the PPTA (2014d) to request that John Morris, as chair of the Educanz transition board, either resign or be removed.

How pay incentive mechanisms might be designed and implemented has been the subject of conjecture. In 2012 *The New Zealand Listener* ("Documents reveal school system revamp", Woulfe, 2013) published a Ministry of Education (2012a) discussion document 'Career pathways for teachers'. This document reveals "proposals to shift to performance pay for teachers, and a return to bulk funding for schools" (Woulfe, 2013). This document was, however, only for internal discussion at the Ministry of Education and although indicative of thinking cannot be deemed a policy document. The following year in an interview with Hekia Parata, Milne ("School funding shakeup looms", 2014) reported that consideration was being given to funding schools according to the progress their pupils made. The following day Hekia Parata denied having plans to link funding to achievement ("Parata's funding plan crazy - NZEI", Satherley, 2014). Despite such denials it would appear that performance pay is, as Hekia Parata noted, "just one in a basket of activities that we need to be introducing" ("Hekia Parata", Frontpage Limited, 2012).

6.8. Conclusion

One of the greatest rewards that teaching offers is the personal satisfaction that comes from seeing how students develop academically and emotionally over time. Teaching has reasonable job security, though this is increasingly under threat. Teaching also has generous holidays, though possibly not as generous as those outside the profession believe. Teacher salaries are, with the exception of STEM teachers, generally aligned with market alternatives and pay progression to the top of scale is quite rapid. Working conditions for teachers are not ideal and teaching is generally accepted to be a stressful profession.

Working conditions are, however, very much a function of the school and teachers' capabilities. Good schools have systems in place to support teachers and good teachers put much less *stress* on school support systems. It is with this in mind that the QTA has a focus on lifting the capabilities of staff through PLD and schools through shared expertise. The IES initiative appears at the very heart of this attempt to both improve rewards by mitigating the 'working conditions' downside while simultaneously creating career progression and financial incentives to retain the best of the profession.

Morris and Patterson (2014) commented, "in the current climate, a performance-related pay system that is standards-based, linked to certification...is the best fit for New Zealand". Performance pay is a contentious issue and as such the term 'performance pay' is generally avoided. Subject to the passing of Education Amendment Bill No 2, the following four facts cannot be avoided: Educanz will set the criteria for certification; without a practicing certificate one will not be permitted to teach; the current Minister of Education considers performance pay is in the basket of options that need to be introduced; and Educanz, specifically the Government's ability to appoint the board, is the Government's key lever over the teaching profession.

In discussing reward it is usual to discuss both the carrot and the stick yet the discourse around the QTA is focussed solely on the carrot and makes no mention of the stick. The Minister of Education has, however, made it clear ("Rewards for quality teachers", Hartevelt,

2012) that the time has come to develop performance measures to sort the wheat from the chaff and to start rewarding teachers accordingly.

Chapter 7. International Policy Directions

7.1. Introduction

This thesis is a critical analysis of New Zealand's Quality Teaching Agenda (QTA), particularly with respect to rewarding, recruiting and retaining quality teachers. It is, however, naïve (Dale & Robertson, 1997) to consider that policy reforms are an exclusively national issue. Ball (2006; 2012) and Stone (2008; 2013) suggest that reforms are spread globally through the activities of transnational advocacy networks (TANs). Accordingly, before addressing New Zealand reforms in Chapter Eight, this chapter will look at some international policy directions. The actors who influence policy direction through TANs are, according to Stone (2013), "a diverse but growing community of consultants, foundation officers, business leaders, scientific experts, think tank pundits and NGO executives" (p. 32). Given the plethora of organisations and individuals that constitute TANs, discussion will be restricted to a specific few, including the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the OECD, the Asia Society, the Atlas Foundation, Philantrocipitalists and Education International. Firstly, however, this chapter will briefly look at educational policies and reform in Australia, Canada, England, Finland, Singapore and Sweden^[LB15]^[CA16].

7.2. Global education reform – six case studies

It is not arbitrary that Australia, Canada, England, Finland, Singapore and Sweden have been specifically chosen when considering global educational reform. The above list includes five of the six jurisdictions discussed in The New Zealand Initiative 'Around the world' report (Morris & Patterson, 2013b) and six of the seven jurisdictions discussed in the Ministry of Education (2012c) report 'Comparative market structure of the New Zealand education system'. In addition all six jurisdictions feature heavily in the OECD publication by Schleicher (2011) 'Building a high quality teaching profession: Lessons from around the world'. Five of these

jurisdictions appear in Treasury documents (2013b) and it is noted by the ACT party (2010) in 'Free to Learn' that "a different vision for education is emerging...in Australia, Sweden, England...powerful initiatives are underway that are breaking up...traditional schooling" (p. 14).

Recent developments in Australia are echoed in New Zealand. The 'Australian Institute for Teaching and School Leadership' (AITSL) in conjunction with Commonwealth, State and Territory level stakeholders, have established the 'National Professional Standards for Teachers' for ITE (Initial Teacher Education) accreditation and teacher registration. Additional work was also undertaken to develop a 'National Partnership Agreement' to recognise the best teachers in Australia through a reward payment scheme linked to the National Professional Standards for Teachers (Council of Australian Governments, 2014). The Commonwealth of Australia also contributed 550 million Australian Dollars through the 'National Partnership Agreement on Improving Teacher Quality' in order to

attract the best graduates...through additional pathways; improve the quality and consistency of teacher training; develop national standards to promote excellence in the profession; and develop and enhance the skills and knowledge of teachers and school leaders through improved performance management and professional learning (Council of Australian Governments, 2014)

In Australia, as it is in New Zealand, 'performance pay' is a controversial and challenging issue. It was noted by Morris and Patterson (2013b) that

linking appraisal to teaching career structures has always been a challenge. Australia is grappling with linking teacher pay to performance...thereby incentivising teachers...Australia's aim is to use the new AITSL standards to introduce a system to reward teachers at the highest two levels (p. 84)

Canada consists of ten provinces and three territories. It is the provinces of Ontario, Quebec and Alberta that most frequently appear in education reform discourse. The focus here will be on Ontario as the largest province, with 39% of Canada's population. Morris and Patterson (2013b) noted, "The Ontario College of Teachers (the College) has done a remarkable job in making teaching a more professional career...the College is much like the planned Education

Council of Aotearoa New Zealand” (p. 65). Educational reform in Ontario is of interest not only for the changes but particularly for how change was managed. The willingness of New Zealand teachers unions to work with government, must be understood against the backdrop of the Ontario model, which serves as an exemplar for the change management process. New Zealand Treasury documents (2013b) outline key schooling change lessons from Canadian educational reformers Michael Fullan and Ben Levin. In New Zealand, like Ontario, there is in much work to be done to restore relationships between government and teacher unions given recent demonisation and demoralisation of the profession. Unlike Ontario it could be argued that Educanz is not *self-led* given that the board are Ministerial appointments. It could also be argued that in New Zealand, unlike Ontario, strong accountability mechanisms are not currently in place.

If Ontarian reform is the model of collaborative change management, then recent education reform in England stands as a counterpoint. Academy (Charter) Schools were introduced by the 2000 Labour Government. Subsequent reforms initiated by Michael Gove who became Secretary of State for Education in 2010, focussed on “overhauling school qualifications and curricula, establishing Free Schools and expanding the academies programme, dismantling the pay structure for teachers and devolving responsibility to head teachers for the provision of pay, extending school days and reducing summer holidays” (Morris & Patterson, 2013b, p. 41).

The rationale underpinning education reform in England is that deregulation devolves responsibility to schools and that Head Teachers (Principals) who are given high levels of accountability and devolved authority, are driven to use mechanisms within their control to improve standards. This triad of authority, responsibility and accountability are, as every beginning management student learns, “necessary for a properly functioning organization, and individuals need to be rewarded for good performance and punished for poor performance” (Rahn, 2010). The mechanism by which authority is devolved and delegated to school boards is by conversion of public schools to Academy schools. Compared to Ontario, the approach taken with unions has been less collaborative and more confrontational. Presently, an increasing number of schools are converting to Academies and Head Teachers do have

greater autonomy to design pay systems to recognise and reward quality teaching. The English approach can be contextualised by comparing it with the approach north of the border in Scotland. This comparison is articulated by Benn ("Why Scotland's approach to publicly funded education works", 2012):

how very different the atmosphere and assumptions are...north of the border...the Scots seem genuinely to value their school system. Here one finds very little teacher-bashing and scant reference to market solutions to social problems...Scotland has deliberately rejected what Russell accurately labels the Germ (Global Education Reform Movement) approach so beloved of the coalition, with its commitment to privatisation, competition and deregulation.

Finland and Singapore are frequently mentioned in the literature around high performing educational systems. These nations stand as models of teacher professionalism and the benefits of system-wide collaboration between schools. Most importantly, both nations have high performing systems founded on the ability to recruit and retain the best and brightest into the profession. The lessons here for New Zealand are that two approaches have achieved similar results, the ends to which New Zealand desires. Singapore, as a relatively authoritarian state, has since the 1990s, implemented top down policy to establish teaching as a high status profession. Morris and Patterson (2013b) noted that investment in building capacity combined with high entry standards to high quality ITE provided by the 'National Institute of Education' have contributed to a high quality workforce. The establishment in 2010 of the 'Academy of Singapore Teachers' (AST) focussed on a process of continuous workforce improvement. The AST facilitates teacher-led professional development and a focus on developing Senior, Lead and Master Teachers. A performance pay system was introduced in 2001 based on the 'Enhanced Performance Measurement System' (EPMS) "awarding bonuses on key performance indicators" (Morris & Patterson, 2013b). Recent developments in New Zealand around improving selection criteria for ITE and the quality of ITE provision have similarities to Singapore. Additionally the New Zealand proposal for IES to facilitate teacher-led PLD in 'Communities of schools' bears some resemblance to the Singaporean model. In New Zealand, however, there is not a Confucian cultural propensity to value teachers, nor is the autocratic and centralised approach of Singapore politically, socially and geographically suited

to the New Zealand situation. It is possible that the solution lies in a more liberal nation such as Finland.

Finland is similar to Singapore in that teaching is a culturally valued profession, indeed according to Morris and Patterson (2013a), teaching is Finland's most respected profession. Both nations are oversubscribed by candidates wishing to become teachers and can thus be selective in ITE. There are few other similarities as Finland has not one, but eight universities providing ITE.^{[LB17][CA18]} Morris and Patterson (2013b) also noted that "teachers are not monitored and salaries are not tied to bonuses" (p. 35). Recent developments in ITE provision suggest that New Zealand is moving towards fewer providers with higher quality, potentially Masters Level, ITE provision.

It would appear that although Finland serves as a model for New Zealand, the difficulty is that Finland does not provide a change management model. It was noted by Morris and Patterson (2013b) that "teachers are dedicated and highly motivated because only the most dedicated and highly motivated people are selected in the first place" (p. 35) whereas New Zealand teaching lacks desirability. This leads to the circular argument that it is the desirability of the profession that allows the selection of teachers who make the profession desirable. If solutions are not to be found in Finland possibly they can be found in the reforms of Finland's neighbour, Sweden.

According to the OECD (1998), after the introduction in 1992 of the voucher system, Sweden went from being one of the most centralised education systems to one of the most decentralised. This system allows for 'Independent' (Charter) schools to be established and receive funding equal to "the average cost per student for each student from the municipality in which the school is located" (Sahlgren, 2010, p. 6) and although schools cannot charge additional fees, they are allowed to operate at a profit. It was noted "although not a panacea, school competition in Sweden improved educational achievement and conditions for teachers" (p. 5). Pollard noted, however, ("Insight: Sweden rethinks pioneering school reforms, private equity under fire", 2013), that recent bankruptcies and deteriorating results have "taken the shine off an educational model admired and emulated around the world" and that "basic

aspects of the deregulated school market are now being re-considered” As the Swedish model is now being re-considered and appears to offers no definitive solutions for New Zealand, attention will now turn to a range of global and regional policy initiatives.

7.3. UNESCO, OECD and the Asia Society

UNESCO seeks to contribute to peace and security by promoting international collaboration through several channels, including education. UNESCO through its involvement with The World Education Forum, affirmed its commitment to achieving Education for All by the year 2015. Amongst the multitude of documents and research prepared by UNESCO it is a series of thirteen booklets published by UNESCO and the International Academy of Education, that represent some of clearest and most concise discussion around key issues. Two of the thirteen book series are of specific interest. The first, ‘Preparation, recruitment and retention of teachers’ (Cooper & Alvarado, 2006) intended to

summarize research findings and best practices related to the preparation, recruitment, and retention of quality teachers. It was designed to help policymakers make decisions about how best to prepare teachers, recruit outstanding candidates to teaching, and retain them in the teaching profession (p. 5)

The second, ‘System-wide improvement in education’ (Levin, 2012) is focussed on the change management process and notes that

to change teaching and learning practices...requires focused and sustained effort by all parts of the education system and its partners. Key aspects of this collaborative effort include careful attention to goal-setting, positive engagement, capacity building, effective communication, learning from research and innovation, maintaining focus in the midst of multiple pressures, and use of resources. Effective large-scale change requires careful attention to implementation as well as policy, and to the building of an implementation system that is up to the task of bringing about the necessary changes in daily practice (p. 9)

The OECD is prolific in education and quality teaching specifically (1994; 2005; 2011). It creates interactive resources that allow visualisation and consideration of interconnected initiatives designed to lift the quality of teaching and learning. The website

<http://gpseducation.oecd.org/revieweducationpolicies/>, gives an interactive overview of policy research and initiatives in Education. A screenshot example of this interactive resource is included as Appendix B.

The quality, depth and breadth of OECD research and policy discourse have led to this organisation being influential in educational policy formulation. It is, however, this very influence that needs to be questioned. The OECD 'Programme for International Student Assessment' (PISA) test is a de-facto measure for comparative analyses of the quality of a nation's education system and PISA results can create a 'Pisa-envy' crisis among education systems. Indeed Meyer and Benavot (2013) note that PISA

seems well on its way to being institutionalized as the main engine in the global accountability juggernaut, which measures, classifies and ranks students, educators and school systems from diverse cultures and countries using the same standardized benchmarks. The OECD, in turn, begins assuming a new institutional role as arbiter of global education governance, simultaneously acting as diagnostician, judge and policy advisor to the world's school systems (p.10)

The OECD's economic imperatives operate within a neo-liberal paradigm and it believes that educational outcomes can be objectively quantified through essentialist standards like PISA. As such OECD policy advice should be subject to critical analysis through the underlying ideologies that inform their formulation.

New Zealand has increasingly moved to position itself as an Asia-Pacific nation. Accordingly the Asia Society, as "the leading educational organization dedicated to promoting mutual understanding and strengthening partnerships among the peoples, leaders, and institutions of Asia" (Asia Society, 2014b) is significant. Amongst its many programmes and publications is a publication by Senior Advisor on Education for the Society, Vivien Stewart (2012). This publication is summarised by Stewart (2014) on the Asia Society website under the 'Top 10 ways to reform schools'. Of specific interest was point five 'High Quality Teachers and School Leaders' where it is noted that

there is broad agreement among high-performing and improving countries that no matter what reform strategy they are pursuing, the quality of an education system rests on the quality of its teachers. These systems adopt policies to attract, prepare, support, reward, retain, and advance high-quality teachers. As systems devolve more authority to schools, they need stronger leadership at the school level. School leaders focused on results are able to create the conditions that make effective teaching and learning possible. Many systems—Australia, Ontario, and Singapore among them—have created new frameworks and processes for training school leaders.

Also of interest is point number eight 'Intelligent Accountability' where it is noted: "High-performing systems combine multi-faceted and transparent accountability, using a broad set of student and school outcomes, with initiatives that build professional knowledge and capacity, thereby creating a culture of continuous improvement and ever-higher expectations" (Stewart, 2014). It appears yet again that accountability is a required as a precondition for improving teacher quality.

7.4. Philanthrocapitalism

Philanthrocapitalism is a term coined by the Economist Magazine ("The birth of Philanthrocapitalism", 2006) and has been chosen deliberately, because as Ball and Junemann (2011) noted "while it is possible to separate...the philanthropic...and for-profit actors...there is considerable overlap...these are neither stable nor mutually exclusive categories" (p. 659). The influence of the three major educational philanthropists in the United States, the Bill and Melinda Gates Foundation, the Walton Family Foundation and the Eli and Edythe Broad Foundation, are significant to the overall argument presented in this thesis, as they are all funding initiatives that have similarities with recent policy developments in New Zealand.

The Bill and Melinda Gates Foundation (2014) reports having three areas of focus with regards to education, namely teaching, learning and innovation. With respect to teaching, the foundation has focussed on the previously mentioned Measures of Effective Teaching (MET) project, which identifies what "great teaching looks like, and the types of measures that can provide a fair assessment of teaching" (Bill and Melinda Gates Foundation, 2014). The

Foundation is also creating PLD resources that can be adopted quickly and broadly as well as working on systems to enable teachers to collaborate and share best practices. With respect to learning, the focus is on ensuring Common Core State Standards (similar to New Zealand's national standards) "become part of the fabric of schools around the country" (Bill and Melinda Gates Foundation, 2014). The foundation is also creating, in conjunction with teachers, classroom materials to support delivery of common core standards. The third strand of involvement is innovation, where there is investment in "a new generation of courseware that adapts in sophisticated ways to students' learning needs...also supporting game-based learning that generates rich data about students' progress" (Bill and Melinda Gates Foundation, 2014).

The Walton Family Foundation have focused on "Public charter school choice...Private school choice...[and] parental choice...across school sectors" (The Walton Family Foundation, 2014a). Their 'Investment strategies' in teacher effectiveness include improving "the way teachers are selected, trained and compensated...help[ing]...close and replace low-performing schools...[and to] address weaknesses in the governance, management and instructional performance of public charter and private schools" (The Walton Family Foundation, 2014b). The Eli and Edythe Broad Foundation has a focus to "significantly improve student achievement...through strong leadership...support [for] great teachers...[and] more options for parents seeking high-quality public education" (The Eli and Edythe Broad Foundation, 2014).

Although the financial contribution of these three philanthropic organisations to education is appreciated, it might be that in terms of contribution to policy discourse that they are pushing an ideological agenda. Pelto ("Funding '*education reform*': The big three foundations", 2014), suggested that Gates, Walton and Broad are "the un-holy triad of...education reform...by promoting charter schools, pushing the use of standardized testing [and] lobbying for teacher evaluation programs based on student's standardized test results".

Philanthrocapitalism in New Zealand education is a relatively new phenomenon. The \$100 million dollar Next Foundation has recently been established which aims to focus on education

and environmental projects with investment in social entrepreneurs. As reported by Cumming ("Philanthropic couple to donate \$100 million", 2014) "in education, the Government has welcomed private adjuncts to the state system, particularly experiments to boost student achievement in low decile areas". It is early days for the philanthrocapitalism in New Zealand and the direction that the Next Foundation will take is undefined. That the philanthropists behind the Next Foundation (2014) have already supported 'Teach First NZ' and that Chris Liddell, former Microsoft Chief Financial Officer, is head of the Board might give some indication of future direction. It will be interesting to observe the impact, if any, of philanthropy on New Zealand education policy reform.

7.5. Think Tanks

It has been suggested by Ball (2006; 2012) and Stone (2008; 2013) that education reforms are spread globally through the activities of transnational advocacy networks (TANS). Ball (2012) specifically noted that "as parts of TANS and sometimes in their own right, think tanks often have very specific and effective points of entry into political systems: 'think tanks are nested in a web of relationships'" (p. 13). Stone (2008) reinforced these views stating "think tanks are beginning to exert some influence through their involvement in global public policy networks" (p. 4). Given the plethora of think tanks globally, discussion here is limited to the Atlas Network. The following chapter will consider two domestic think tanks which are part of the Atlas Network, namely, the Maxim and New Zealand Institutes (Atlas Network, 2011). Ball (2012) focussed on the Atlas Network as he considered it "a very particular and purposeful TAN" (p. 18). The Atlas Network (2010) has a vision of "limited governments...and free markets" and a mission to "strengthen the worldwide freedom movement by identifying, training, and supporting individuals with the potential to found and develop effective independent organizations that promote our vision in every country".

7.6. International Teacher Unions

In counter-point to neo-liberal think tanks are the teacher unions that are critical for successful educational reform. Bascia (2009), Levin (2010) and the OECD (2011) have noted that there is correlation between strong teacher unions and the success of educational systems. Morris and Patterson (2013a) commented, “a constructive social dialogue between government and the organised teaching profession is essential for any successful educational reform” (p. 40). It would appear that strong unions are a necessary but not sufficient condition of reform, as it is the nature of their relationship and communication with other policy actors that ultimately defines successful educational reform. MacBeth (2012) argued this engagement as follows:

Discussion as to the future of the teaching profession may assume that the shape of that future will be defined by the soothsayers, think tanks, policy apparatchiks and corporate gurus. While all may stake a claim to that discursive space, their ambitious blueprints will fail to materialise without the engagement of those closest to the action, in touch on a daily basis with the lives of children. (p. 109)

Given the apparent importance of unions in both the formulation and operationalisation of education policy, consideration will now be given to the perspective of Education International, while the following chapter will consider the two main teacher unions in New Zealand.

Education International, as the world’s largest federation of teaching unions, has three pillars supporting quality education: quality teachers, quality tools and quality environments. It is quality teachers that will be investigated here, and to that extent, three recent articles are of interest. The first, ‘Effective teacher policies’ (Bokova, 2014) indicates that Education International is guided by the three aims of UNESCO that education is a fundamental human right, quality learning must take place and that there must be effective support and professional development for teachers. Bokova (“Effective teacher policies: Vital and necessary for all countries”, 2014) noted that

we need new approaches to the selection, training, recruitment and continuous professional development of teachers....improving the status of teachers and their working conditions should be at the heart of national education policies. To recruit the best teachers and retain them, career opportunities and pay structures should be similar to those offered to professionals in comparable fields.

The second article by Shirley ("Teacher policy and high quality education: Towards achievement with integrity", 2014) suggested that the profession must lead the revolution in radically reframing teacher policies by creating capacity amongst teachers and that "high-achieving systems support teachers in their professional associations. They give them time and space to learn from one another and to move laterally and vertically within and around their educational systems". This move from the individual autonomy of a teacher in their classroom to the collective autonomy of a networked learning profession requires that teachers "reassert our professional knowledge by become self-activating *dynamos* of change rather than compliant *implementers* of the latest government mandate" ("Teacher policy and high quality education: Towards achievement with integrity", Shirley, 2014).

The third article by Bascia ("Optimal conditions: Productive teacher union-governmental relations lead to high quality education for young people", 2014) reinforces the need for collaboration between governments and teacher unions, noting that it

is only when teacher unions and governments work together that a quality education can become a reality for all young people. Recognition of this is an important first step in increasing the likelihood of collaboration. While context can have a powerful influence on the nature of union-government relations, many of the factors that support union-government partnership are within the control of one or both parties.

It is with this in mind that approaches by both the PPTA and the NZEI will be considered in the following chapter.

7.7. Conclusion

In the International context, it appears that the key actors in education considered here, namely unions, think tanks, philanthrocapitalists, government bureaucrats, politicians,

researchers and educationalists agree that quality teaching is important and should be fostered. It appears, however, that two main paths exist to reach this destination. One depends on the efficiency of private markets and school choice such as the Swedish model. Strong forces support this approach, in particular philanthrocapitalists and neo-liberal think tanks. The second path, which accepts the merits of public education is separated into two forks. One fork leads to the Finnish model which seeks to operationalise systems that enable teachers to work collaboratively and professionally to seek system wide improvements[CA19]. The other fork takes a neo-liberal managerialist approach and seeks systems of accountability to direct teachers to work to improve teacher quality. The following chapter will consider the approach to recent education policy reform in New Zealand in light of International directions.

Chapter 8. Domestic Policy Reforms

8.1. Introduction

Having in the previous chapter considered global influences on education reform, this chapter will consider the local manifestations of these influences as well as any uniquely New Zealand policy directions. The first consideration will be the influence of New Zealand educational research on policy formulation. This will be followed by a discussion of the role of the think tanks, the Maxim and New Zealand Institutes. Consideration will then be given to the New Zealand teacher unions, namely the NZEI and PPTA, before looking at the influence of government departments on policy formulation. Particular attention will be paid to Treasury as “the most powerful bureaucratic influence in state policy making” (Olssen et al, 2004, p. 175). The penultimate section will consider the domestic political agendas that have impacted on educational policy reform in New Zealand since the Fifth National Government took power in 2008, as it has been noted by Lingard (2014) that the “unitary form of government in New Zealand has seen perhaps the most substantial restructuring...of schooling in any nation” (p. 99). This chapter will then conclude with a summary of the issues.

8.2. New Zealand’s Educational Research

The most important recent development around educational research in New Zealand is the recent appointment of Professor Stuart McNaughton to the role of New Zealand's first Chief Education Scientific Advisor. His appointment to this role was noted by Secretary for Education Peter Hughes as being “a significant boost for the Ministry of Education as it becomes better-equipped at engaging in key questions facing our society—now and in the future” (“University academic appointed Chief Education Scientific Advisor”, University of Auckland, 2014). This role is intended to ensure

evidence remains at the centre of New Zealand's education system through the provision of independent scientific advice. In this role he will contribute advice on complex issues in a broad range of areas...Professor McNaughton will work with a number of key government agencies and researchers in New Zealand and around the world. He will contribute to a rigorous evidence-based approach to policy development. ("University academic appointed Chief Education Scientific Advisor", University of Auckland, 2014)

In counterpoint to the above is a publication released on the 18th of August 2014 by visiting Fulbright scholar Benjamin Riley. This report 'Science, data and decisions in New Zealand's education system' (Riley, 2014) examines

emerging research regarding 'identity protective cognition', which suggests that individuals will be motivated to seek out evidence that affirms their standing within like-minded 'affinity groups' that share certain beliefs and values. Because of this, they are motivated to reject evidence that challenges their loyalty to these groups. If this theory is correct, I argue that simply advocating for 'more science' in and of itself is unlikely to lead to more (or better) science-informed decisions within the public sector. The education system in particular, I contend, at present comprises multiple affinity groups that have substantial trust issues with one another. This challenge threatens to block efforts to privilege science in education policy, on one side, *and* threatens to isolate practitioners from policymakers and prevent information interchange, on the other side. (p. vii)

New Zealand has a strong research tradition, and its universities have a statutory obligation under section 162(4)(a)(v) of the Education Act 1989 to "accept a role as critic and conscience of society". As such, they have added much to the evidence supporting policies that improve educational systems and outcomes, while simultaneously questioning policies that conflict with in these objectives.

Outside of the universities two organisations are major contributors to the body of research in New Zealand. These are the New Zealand Council for Educational Research (NZCER), "New Zealand's only national, independent educational research organisation" (NZCER, 2014) and The New Zealand Association for Research in Education (NZARE), established in 1979, which "connects those interested in education research" (NZARE, 2014). Two other major players are CORE Education (2014) "a not for profit education consultancy, professional learning and research agency" and Cognition Education (2013), which provides "consulting expertise...in all areas of education...[Its staff includes] policy advisers, researchers, evaluators and

practitioners”. The above organisations are not alone in undertaking education policy research in New Zealand. Think tanks have also added to educational research discourse in New Zealand.

8.3. Think Tanks

The Maxim Institute, one of two New Zealand think tanks who are part of the Atlas Network, has recently published two papers on education being the research paper ‘Anchoring the abstract’ (Fenwick, 2014a) and the policy paper ‘Joining forces’ (Fenwick, 2014b). Fenwick (2014b) suggested that the “leadership provisions of Investing in Educational Success have potential to promote system improvement...[and] while implementation issues can pose significant difficulties, we believe the Ministry of Education could address some of these by paying attention to culture change initiatives” (p. 11). The Maxim institute has also been a supporter of national standards, charter schools and performance pay for teachers as evidenced by the comment that “given the problems we face with teacher recruitment and retention, performance-related pay is...intrinsically right...[and that] the teachers who are best at their job are rewarded financially” (“Rewarding teachers”, Maxim Institute, 2008).

The New Zealand Initiative is a reincarnation of the now defunct Business Roundtable and Education Forum. The New Zealand Initiative has recently issued three reports that appear to have had some influence with Minister of Education, Hekia Parata, who welcomed the New Zealand Initiative's initial report as a “contribution to the Quality Teaching Agenda” (“Minister welcomes New Zealand Initiative Report”, Fuseworks Media, 2013). Further, the “NZ Initiative is believed to have been instrumental in influencing Prime Minister John Key's announcement last month of a radical overhaul of teacher management” (“Kiwi kids stand up and be counted”, Blackstock, 2014). The New Zealand Initiative reports were well researched and in the case of ‘World class education’ (Morris & Patterson, 2013b), portrayed a generally accurate representation of current issues in New Zealand around the teaching profession. The report stated the imperative that “New Zealand must design policies that attract the best and brightest into the profession, and design attractive career structures so that teachers can develop their full potential and the best teachers remain in the classroom” (p. ii). In stating this

imperative it signalled the need for new policies and prophetically signposted the IES initiative. The second report 'Around the world' (Morris & Patterson, 2013b) concluded with thirteen general policy lessons extrapolated from the research. The third paper, 'Teaching stars' (Morris & Patterson, 2014), translated these thirteen lessons into the six policy initiatives, which are summarised in the table below, in comparison with the QTA.

Table 8.1 New Zealand Institute 'six policy initiatives' compared to QTA

New Zealand Initiative recommendation	Quality Teaching Agenda
Create a compelling and aspirational career structure	Investing in Educational Success
Pay on performance linked to certification, not time served	-
Make entry to teaching selective and post graduate	Lift entry standards to ITE and introduce postgraduate programmes
Lift the quality of Initial Teacher Education	The trial of exemplary postgraduate ITE programmes
Train teachers in schools	Teach First programme and aspects of the exemplary postgraduate programmes.
Identify and prepare future leaders	Develop a framework for promoting and supporting potential professional leaders

Much in the New Zealand Initiative report is already government policy and in the case of career structures Morris and Patterson (2014) noted that the "first two reports have been influential in the creation of this new policy" (p. 1). The influence of the New Zealand Initiative might also extend to Educanz as John Morris is the chair of the transition board. This is particularly of note with regards to performance pay where there is no policy but where it is noted by Morris and Patterson (2014) that a "remodelled...compensation structure linked to professional certification is essential" (p. 5) and that "awarding certification should be a key role of Educanz" (p. 6). The Education Amendment Bill No 2 separates registration from certification and notes that Educanz is to define certification criteria and issue certification. Given these statutory changes it could be that the all six of the New Zealand Initiatives recommendations become Government policy.

The Fifth National Government has recently been working with think tanks such as Maxim as evidenced in Treasury documents (New Zealand Treasury, 2013c). From a historical perspective the PPTA (2012c) has noted that

groups committed to the privatisation of education, such as the Business Roundtable and its offshoot, the Education Forum, were extremely active during the 1990s, promoting the choice/bulk funding/marketisation model in education. They had a willing ear from the governments of the time and funding from business and other vested interests to allow them to publicise new right propaganda disguised as 'balanced research'

It is reasonable to suggest then that the New Zealand Initiative as a reborn Education Forum will continue to have a willing government ear.

8.4. Teacher Unions

International research (Levin, 2012) discusses the importance of engaging teacher unions in educational reform and change management processes. Accordingly, it is important to consider the responses of the two main teacher unions in New Zealand, the PPTA, representing Secondary Teachers and the NZEI, representing Primary Teachers and Support staff, to three key issues, namely Educanz, IES and charter schools.

The PPTA responses to Educanz, IES and charter schools give some indication of its approach to collaborating with government. On the 16th of July 2014 the PPTA ("Voices of profession ignored", 2014c) noted with respect to the Education Amendment Bill No 2 that the "government is clearly determined to pay only lip service to...secondary teachers" and that the "amended bill did not meet teachers' bottom lines for a council that will represent them". On the 6th of June regarding charter schools, the PPTA ("Banks verdict gives government chance to walk away from charter schools", 2014e) noted that if "the government doesn't stop this round in its tracks...they will be held to account". Both of these comments seem confrontational rather than collaborative, yet on the 8th of July the PPTA ("IES: consultation, collaboration, good for schools", 2014f) noted with respect to IES that it was "a positive example of sector collaboration...[and that] the consultation over IES was comprehensive, robust and genuine". The PPTA also noted that the IES was a policy position PPTA had been working towards, as evidenced by similarities between IES and recommendations in the PPTA (2012b) report 'Quality teaching for excellence and equity'. Given these contradictory PPTA

responses, it could be argued that that the PPTA is willing to collaborate with the government only[CA20] when policy is aligned with its own aims.

The NZEI has been active in its opposition to charter schools, national standards, increased class sizes, the Education Amendment Bill No 2, and it recorded a 93 percent no-confidence vote in IES. The NZEI ("Teachers seek transparency over government education agenda", 2014b) is concerned that "the government seems to be following failed overseas experiments...of ideologically-driven changes leading to increased privatisation". The NZEI also appears wary of the government and has called for greater transparency as "Treasury advised the government to hide its real overall education agenda" ("Teachers seek transparency over government education agenda", 2014b).

It is difficult to see how unions will work with government collaboratively over a range of policies given the lack of trust and transparency. Nor indeed do the unions themselves present a united front. Issues, such as NZEI salary[CA21] entrenchment have[LB22][CA23] created rifts in union solidarity and the PPTA ("Do us a favour", 2011) notes it has a "particularly negative view of a union constantly freeloading off another group of workers' efforts". Irrespective of the above it would appear that the PPTA is endeavouring, in some instances, to work with governments to design and implement policy. The difficulty comes in having a constructive relationship on some issues when a neo-liberal agenda creates tensions with other issues.

8.5. Treasury and Ministry of Education

Two government departments who have the greatest influence over education policy are Treasury and the Ministry of Education. The Ministry of Education has had difficulties over the last few years and is reported to be one of, if not the, worst performing government departments ("Education, health ministries rate poorly", Chapman, 2010; "Schools of the future", McCrone, 2012; "Education's new man calls for rejig", Moir, 2013; "Scientific research ignored by policy-making teams", Wannan, 2013). Issues such as the reversal over class sizes, Novopay, and the Christchurch restructure were poorly handled and major policies such

as national standards and charter schools have garnered resistance from unions. The Ministry of Education has also suffered from some discontinuity in leadership since Karen Sewell retired in July 2011. Her replacement, Lesley Longstone, retired after a short tenure under accusations by State Services Commissioner Rennie that her relationship with the Minister of Education was strained and that the Ministry had made insufficient progress (“Education Secretary Lesley Longstone resigns”, Burr, 2012). The Ministry of Education has recently made efforts to re-engage stakeholders through initiatives such as the ‘Ministerial cross-sector forum on raising achievement’ which is “committed to using research, collective knowledge, resources and networks to raise achievement across the system” (MoE, 2014e). The withdrawal from this forum by the NZEI suggests, however, that efforts to engage constructively with all stakeholders have meet with mixed success.

It was against this backdrop of apparent dysfunction that the Treasury, under the leadership of the newly-appointed Secretary Gabriel Makhoulf, took a greater role in supporting the Ministry of Education in developing policy. Makhoulf was, by Treasury standards, quite open about the agenda Treasury had for Education and in March of 2012 made four public announcements on Education. In an interview with the Listener (“Interview: Gabriel Makhoulf”, Laugesen, 2012) it was noted that teacher quality was “the big idea that Treasury will push under his leadership” and he stated, “if you're going to spend an extra dollar in the education area it's better to spend it on quality teaching”. On the 20th of March in a speech to the Trans-Tasman Business circle Gabriel Makhoulf (2012b) noted the

importance of looking across the range of tools to develop, support and reward teachers. This ranges from initial teacher education to teaching standards to appraisal, and remuneration and opportunities for career progression. We see room for improvement across all these dimensions (p. 9)

On the same day Treasury (2012) issued an evidence brief on lifting student achievement where it noted that positively impacting student achievement is best achieved through a focus on ensuring system wide effective teaching. This brief also noted that OECD research (Nusche, Laveault, MacBeath, & Santiago, 2012) had observed limitations in teacher

appraisal, professional development and formalised career paths. Later, in response to union calls for Treasury to 'stick to its knitting', Makhoulf stated that Treasury

will not ignore the compelling evidence on where we should spend our precious educational dollar. That is our knitting. We know class size matters but the quality of teaching matters more. We absolutely recognise the significant role education plays in the economy and it is for precisely that reason that we want to give teachers more support to do their jobs. ("Article on Education by Secretary to the Treasury", Makhoulf, 2012a)

Treasury is to be commended for taking an interest in education and for the transparent way in which it has stated its position in supporting the QTA. The concern is that Treasury has been selectively transparent and despite assurances that it seeks "intelligent evidence-based and non-ideological progress" ("Article on Education by Secretary to the Treasury", Makhoulf, 2012a) it appears, according to the Education Policy Response Group (2013), to be influencing the Ministry of Education to roll out a number of ideologically prescribed policies.

Two Treasury documents offering some insights into its influence on education policy formulation are 'Substantive advice on schooling and youth achievement: Oia 20130305' (New Zealand Treasury, 2013a) and 'Response to Official Information Act request: Substantive advice on schooling and youth achievement in 2011/12' (New Zealand Treasury, 2013b). Treasury (2013a) noted that the "Minister of Education has an ambitious agenda for change" and that it had "been asked...to help plan the work programme". Treasury suggested (New Zealand Treasury, 2013a) "picking a few big changes to communicate...while advancing broader change through less overt but still effective means" and pursuing "harder-edged changes...without significant profile". In defence of the Minister of Education, a spokeswoman from Ms Parata's office advised, "It is important to reiterate that the paper contains Treasury advice or comment—this does not mean this advice was accepted, and in this case it was not" ("Hide changes, Parata told", Jones, 2013b) and the Minister herself stated that "Treasury supplies the Government with a lot of advice, but it doesn't mean we agree with it or accept it." ("Teachers want Government to 'come clean'", Jones, 2013c).

Nevertheless, Treasury is "the most powerful bureaucratic influence in state policy making" (Olssen et al, 2004, p. 175) and its statement of intent indicates that it will "support the Ministry

of Education and Ministers to develop and adopt a medium-term strategy for schooling that provides a clear and purposeful agenda for change...in the areas of workforce quality and school performance information” (New Zealand Treasury, 2011a, p. 20). In ‘Response to Official Information Act request: Substantive advice on schooling and youth achievement in 2011/12’ Treasury (2013b) discusses the medium-term strategy for schooling (MTSS). This heavily redacted document, covering the period August to December 2011, demonstrates the extent to which the development of the MTSS has been aided by Treasury. A summary of some key points, related to the MTSS, is attached as Appendix C. These documents suggest the operationalisation of accountability mechanisms linked to value-added performance management systems. They also offer suggestions on change management processes that and the importance of carefully framing issues.

While Treasury has been supporting the Ministry of Education with the MTSS, the Ministry has been actively engaged in policy formulation most notably through the EWAG (2010) Vision for the Teaching Profession and the review of the Teachers Council outlined in the publication of ‘A 21st century body for the education profession’ (MoE, 2012b). The Ministry of Education and Treasury both appear to be seeking to increase teacher quality and professionalism. Fundamental differences in the approaches appear to be Treasury’s fixation on the criticality of value-added measurement while the Ministry of Education appears more focussed on communities of practice and professional development. Both appear in favour of rewarding quality teachers and in improving accountability for schools and appraisal systems for teachers.

It appears that Treasury is looking to follow what Hargreaves and Shirley (2012) call the ‘third way’, whereas the unions and the Ministry of Education wish to follow the ‘fourth way’. The differences between the two are summarised as the third way being “data-driven decision-making” added to the “prescribed curriculum programs and teaching-to-the-test” that “led to professional disillusionment and made it difficult to attract and retain excellent teachers” (“The global search for education: What is the fourth way?”, Rubin, 2013). Whereas, according to Rubin, the fourth way involves

pursuing an inspiring and inclusive vision...committing to education as a common good where schools work together...promoting the innovation and creativity that leads to...success...establish platforms for teachers to initiate their own changes and make their own judgments on the frontline...invest more in the change capacities of...communities...The Fourth Way is about reforming rather than destroying teacher associations, and it integrates technology with high quality teaching ("The global search for education: What is the fourth way?", Rubin, 2013)

When looking at whether educational reform will follow the third or fourth way consideration needs to be given to the political apparatus that directs policy.

8.6. Government Policy

The Mixed Member Proportional [MMP] system in New Zealand has created a situation where parties create coalition governments through 'confidence and supply agreements'. In 2008 the National-ACT agreement agreed to focus on increasing the education choices available to parents through greater freedom to select schooling options (ACT Party, 2010). This agreement also established an Inter-Party Working Group (IPWG) to produce a report on policy options. In accordance with its terms of reference the IPWG was to pay special attention to policy initiatives in England, Sweden, the United States and Australia. The final report, 'Step change – Success the only option' emphasised the four principles of choice, flexibility, quality and accountability (MoE, 2014h) and the recommendations were "strongly commend[ed]...to the Minister of Education" (New Zealand Government, 2010). The accompanying minority report by the ACT party 'Free to learn' (ACT Party, 2010) shared the chief concerns of 'Step change' but expressed the opinion that the recommendations would have greater impact if all parents and students had greater freedom to choose schooling options.

The 2011 National/ACT confidence and supply agreement agreed to implement a system whereby school charters could be established and to establish a task force to produce a report on governance issues. Charter schools have been established and the recently published Taskforce Report (New Zealand Government, 2014b) noted the importance of the regulatory framework being "aligned with other schooling policies" (p. 2) and that the Education Act

needs “to be updated...for usability” (p. 2). What aligned and usability exactly mean with regards to the Education Act is unclear. It could mean the decoupling of employment and regulatory matters to support the QTA. It could also mean granting schools, or communities of schools, greater authority and accountability.

Prior to the 2014 general election, various political parties articulated their intended education policies. The Radio Live interviews of the 14th of August are summarised in Table 8.2 below. In these interviews, some parties indicated their intention to reverse the following National government policies. The Labour party would reverse charter schools, national standards, Educanz and IES. New Zealand First would reverse charter schools and national standards. The Green party would reverse charter schools and Internet/Mana would reverse national standards. National intended to push ahead with its agenda and Act intended to push for greater privatisation.

Table 8.2: Key Education Policies from Radio Live Interviews

Party / Interviewee	Summary of Policies
Green Party Catherine Delahunty (Delahunty, 2014)	<ol style="list-style-type: none"> 1. Address poverty through community hubs 2. Reverse national standards 3. Stop privatisation
National Party Hekia Parata (Parata, 2014b)	<ol style="list-style-type: none"> 1. Improve teacher quality – deliver IES across schools 2. Modern Learning Environments, i.e. N4L 3. Increase public achievement information, i.e. national standards
Internet/Mana Laila Harre (Harre, 2014)	<ol style="list-style-type: none"> 1. Modernise schools – double funding for ICT 2. Free Tertiary Education 3. Address inequality – food in schools, free internet
Conservatives Colin Craig (Craig, 2014)	<ol style="list-style-type: none"> 1. Realign resources from MoE to schools 2. Increase trade training in schools 3. Limit university places and provide free tertiary education
ACT Jamie Whyte (Whyte, 2014)	<ol style="list-style-type: none"> 1. Allow all schools to elect to become state funded (voucher system)
Maori Party Chris McKenzie (McKenzie, 2014)	<ol style="list-style-type: none"> 1. Compulsory Te-Reo 2. Extra funding for Maori history and civics 3. 20 Hours free after school care
Labour Party Chris Hipkins (Hipkins, 2014)	<ol style="list-style-type: none"> 1. Move away from standardisation 2. Quality teaching – smaller class sizes and school advisory service 3. Funding for support programmes – i.e. reading recovery
New Zealand First Tracy Martin (Martin, 2014)	<ol style="list-style-type: none"> 1. Strategic national ‘education conversation’ involving all stakeholders 2. Remove five year ESOL support cap 3. Review funding for alternative and activity centres

8.7. Conclusion

In New Zealand, as in the international context, it appears to be generally agreed by significant stakeholders that quality teaching is important and should be fostered. It appears, however, that New Zealand is simultaneously attempting to follow multiple paths in the achievement of this goal. Charter schools are indicative of a move towards private markets and school choice. National standards and the insistence of Treasury on value-added measures suggest neo-liberal performativity, accountability and managerialism. Education unions, IES and to a degree the Ministry of Education appear to look at the Finnish fourth way to re-professionalise teaching. The concluding chapter will argue that this mix of contradictory approaches is undermining the aims and aspirations of providing quality education for all.

Chapter 9. Conclusion

9.1. Introduction

This thesis sought to consider key issues regarding the recruitment, retention and reward of effective classroom teachers. It considered arguments in regard to improving teacher quality, which is claimed to have the greatest in-school effect on student achievement. It sought to see how policy aimed at developing and sustaining a high-quality teaching force was being formulated, and identified of a range of overt and covert stakeholders [CA24] engaged in discourse around the Quality Teaching Agenda (QTA). Quality teaching was found to be an agenda all stakeholders seem to agree will improve educational outcomes. Where there is disagreement, is over the means to determining and attaining quality teaching. Here peripheral policies and conflicting policies threaten to derail the quest for quality teaching.

What follows will address the limitations of this research, before revisiting and discussing some key issues surrounding recruitment, retention and reward. A summary of key policies related to the recruitment, retention and reward of quality teachers in the context of policy formulation will lead to a critical synthesis of key aspects of policy reform. This thesis will conclude by proposing a recommendation to depoliticise the achievement of quality teaching.

9.2. Limitations

The post-modern Foucauldian concepts of archaeology and genealogy informed the methodology and methods in this thesis. Throughout the research process undertaken in this thesis a major difficulty was in undertaking an archaeological approach to a current and evolving policy process. Schirto et al. (2012, p. xvii) defined archaeology as “working through historical archives...to bring to light the discursive formations...of different historical periods” and Foucault (1972, p. 30) noted that the archive “emerges in fragments...with greater

sharpness, the greater the time that separates us from it". Although every effort was made to keep abreast of contemporary educational issues and policy developments, there was a requirement to *bookend* the research process to coincide with the 2014 general election. This means that political discourse around education policy, post-election, has been excluded from this thesis. This bookend was required in order to create some, albeit brief, temporal separation in order to analyse and synthesise the policy context of this thesis. In the future, with the benefit of greater temporal separation, researchers looking at the contribution of the Fifth National Government to education policy will be able to do so with greater sharpness and more documentary fragments to complete the picture.

From a genealogical perspective another limitation has recently come to light. In researching this thesis numerous educational blogs were read on a daily basis. These blogs were not, however, quoted or referenced within this thesis as they were considered to lack the authenticity required by Bryman (2008) as being genuine and of unquestionable origin. In light, however, of recent revelations in the New Zealand public domain, particularly those related to the publication of *Dirty politics* (Hager, 2014), that it was naïve to discount blogs as being of less value than the 'mainstream media', which has been frequently referenced in this thesis. The contemporary role played by social media in the 21st century now requires that any historical constitution of knowledge and discourse must take into account social media, including blogs, tweets and Facebook posts. Social media is a recent socio-cultural phenomenon that is in effect a new institutional mechanism that can be utilised by political forces to frame discourse (Bertot, Jaeger, & Hansen, 2012; Wyld, 2007). Another genealogical limitation is it was assumed that the current social, economic and political environment is neo-liberal. Any lasting effects of the 'Third Way' policies of the Fifth Labour Government (Benade, 2012; Codd, 2005) on education and social policy were not considered. Thus with respect to bio-politics, governmentality and the order of things, this thesis treated the Fifth National Government as being neo-liberal.

This thesis moved from its original intention to analyse and critique policies to recruit, retain and reward quality teachers, towards analysing and critiquing change management processes

ensuring that quality teachers are recruited, retained and rewarded. This movement from the original intention might well be a limitation of this thesis.

The methodological framework of this thesis was informed by the works of Ball, 1993; Taylor et al., 1997 and Bell and Stevenson, 2006. With respect to Bell and Stevenson (2006) it was the socio-political environment and strategic direction of policy formulation that was highlighted. With respect to Taylor, Rizvi, Lingard and Henry (1997) it was the context of the policy agenda and the content of policy documents that was highlighted and in regards to Ball (1993) it was a consideration of policy both as discourse and text that was highlighted. This thesis also considered not only formal government policy, but also Transnational Advocacy Networks (Ball, 2012; Stone, 2008; 2013). Although the multitude of policy documents in New Zealand over the tenure of the Fifth National Government would have been sufficient alone for a thesis, the consideration of the broader influences on policy-making provided an important context. Extending the scope to include TANs both domestic and international meant, however, making a trade-off to focus on the breadth of documentary excavations rather than any in-depth analysis.

Despite the plethora of documents available, a major limitation was the lack of access to documents. Some key cabinet documents are unavailable and documents released under the Official Information Act are often heavily redacted. Hopefully these missing documentary fragments will become available in the future to enable researchers to construct a more complete and accurate picture. The very breadth of documents that were available led to the following limitation, related to the use of discourse analysis methods. These methods influenced by Halliday (1994) and Fairclough (1995) could not easily be applied to the breadth of documents considered. Nonetheless a number of verbatim quotes within this thesis go to addressing some of the ideational, interpersonal and textual properties proposed in discourse analysis. Modality is often used within these quotes to create an argument of criticality and limit the space for contradictory discourse. The limitations identified above, and others that may come to light, may limit the validity and veracity of the findings that inform the recommendations.

9.3. Discussion: Recruit, Retain and Reward

This section is intended to summarise the key points that arose in earlier chapters regarding the requirement to recruit, reward and retain quality teachers. Teacher recruitment has long been an issue in New Zealand. Prior to the global financial crisis (GFC) it was an issue of both quantity and quality. Since the GFC it has become more an issue of quality. At present, due to the general surplus of teachers, a temporary window of opportunity exists to make systemic change to teacher recruitment policies without unduly affecting labour market equilibrium. It has been previously noted that improving both the calibre of ITE candidates and the calibre of ITE provision offers one of the major solutions to issues surrounding teacher quality. In terms of ITE provision recent initiatives such as the trialling of exemplary postgraduate programmes signal a move towards a more rigorous clinical model of ITE provision. This model aims to improve the quality of graduate teachers and incentivise top quality candidates, particularly science, technology, engineering and mathematics (STEM) qualified, to enter ITE. This requires that either the perception of the profession, which is not high, is improved and/or reward based incentives are introduced in order to appeal to and attract quality candidates.

Retention of teachers, which was extremely problematic in times of labour shortage, has become much less problematic since the GFC, however, retention is a double-edged sword and merely retaining teachers does not mean that quality teachers are being retained. The current labour market surplus serves as a disincentive for quality candidates to consider teaching as a profession and may also serve to incentivise teachers of limited efficacy to remain in teaching. The approach of the current government to teacher retention is three-fold. The first is its acceptance that quality leadership has a direct effect on the culture of a school and thus the working conditions. The second is that quality teachers must be offered rewarding career opportunities that recognise the contribution they make to education. The third is that systems must be put in place to identify areas of teacher pedagogical practice that would benefit from targeted professional development. This third approach will not only raise the quality of teaching, but will encourage intrinsically motivated teachers to remain in the profession by virtue of personal growth through improved practice. Where the discourse is silent is around issues of what measures will be used to identify teacher *shortcomings* and

what will happen to those teachers who are unable or unwilling to address these shortcomings.

When discussing teacher reward it is usual to consider both the intrinsic and the extrinsic motivation, as well as inducements and accountabilities (MacBeth, 2012). Teaching can offer real intrinsic motivation, particularly for the altruistic. Teaching can also offer intrinsic motivation through the vicarious joy and personal satisfaction that teachers derive from seeing their students develop academically and emotionally over time, and from the knowledge that they are making a meaningful contribution to society. In terms of extrinsic reward, teaching in New Zealand arguably offers reasonable job security, holidays and salary. As teachers salaries in New Zealand are not dependent on performance, it is the dispositions of teachers and their intrinsic motivations that must motivate their performance improvement. It has been demonstrated that the current Minister of Education is contemplating reward mechanisms in funding models for schools and communities of schools (“Hekia Parata”, Frontpage Limited, 2012; “School funding shakeup looms”, Milne, 2014). The issue of performance pay for teachers has, however, not featured prominently in this discourse, nor has the issue of how to deal with non-performance.

9.4. Discussion: Current Policy

It appears from the research that policies to recruit, retain and reward quality teaching are implicit with the package of interconnected initiatives that constitute the QTA. The first of these initiatives is Educanz, the envisioned professional body. Educanz has been controversial as the board will consist entirely of Ministerial appointments rather than some being democratically elected by the profession (New Zealand Parliament, 2014b). There is also concern that Educanz as the “key lever to manage its interest in the teaching profession” (Parata, 2013a) might become a political rather than professional institution, particularly given the scope of the role envisioned for Educanz, in the Education Amendment Bill No 2. Another concern expressed previously, is that John Morris has a conflict of interest, writing for the New Zealand Initiative while still chair of the Educanz transition board. This may suggest Educanz

might be complicit in advancing his controversial educational agendas such as performance pay.

The second initiative, of lifting the entry standards and quality of ITE, is generally accepted (Cameron & Baker, 2004; EWAG, 2010) as being not only beneficial but also long overdue. It will, however, face five main issues. The first is the contradictory nature of lifting ITE standards while concurrently extending the LAT provisions of the Education Act. The second is around the lack of clarity over how dispositions to teach will be assessed and what those dispositions might be. The third is that the Teach First NZ programme is an elitist and expensive programme that has global links to neo-liberal TANs who favour privatisation. The fourth is the lack of clarity regarding the requirement to improve the perception of the profession in order to attract quality candidates and how this will be achieved. The last and most vexing issue concerns the mixed signals sent by government and ITE providers in continuing to provide ITE programmes that are deemed substandard in times of teacher surplus. This exacerbates the issue of teacher surplus, lowers perception of the profession and serves as a disincentive to outstanding candidates.

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The third QTA initiative relates to improvements in appraisal systems. These are required to be evidence-based and linked to targeted PLD opportunities that use evidence-based approaches. This raises three key issues. The first is the perceived lack of progress by the 'Professional Learning and Development Advisory Group'. At time of writing no new information regarding this group has been updated on the MoE website since December 2013. Secondly, appraisal has been related to certification as distinct from registration, suggesting that Educanz will withhold the teaching certification of teachers who do not improve their teaching practice. The final issue is the lack of clarity over the metrics that will be used to create the evidence base to target PLD and whether such metrics will include student achievement, thereby indirectly linking student achievement to certification.

The fourth QTA initiative is to develop a framework to support leaders of teaching practice, seemingly embedded within the IES initiative. The provisional support by the secondary school PPTA union of IES, and its initial rejection by the primary school NZEI union, indicates the

divisive nature of this policy. It could be argued that resistance to the IES is premised on the following four arguments. One is the rationale that the resourcing is best directed to address the underlying cause of educational inequality, namely poverty. Second is the concept of teacher egalitarianism and that IES creates a competitive model amongst teachers. Thirdly is the argument that it is a move towards performance pay. Finally, there is the fear that IES is another layer of managerialism. The differing perspectives to the IES by the NZEI and PPTA have been credited ("IES – A sector divided", Barback, 2014) to many reasons, most notably differing perceptions of the consultative process and the nature of the existing roles of Specialist Classroom Teacher (SCT) at secondary level and Advanced Classroom Expert Teacher (ACET) at the primary level. The recently-announced compromise reached between the NZEI and the Ministry of Education points to the NZEI preference for resourcing to be directly aimed at students rather than at career positions to support students ("Joint initiative to support children's success", NZEI, 2014c).

The fifth QTA strategy, to raise the status of teaching and improve labour market equilibrium, appears to come under the purview of Educanz. Raising the status of the teaching profession is a difficult undertaking, and in this regard, improving overall compensation, particularly perceptions of working conditions, will be of benefit. Moving towards higher ITE standards will also signal increased status. Public acknowledgement of excellence through initiatives such as the Prime Minister's awards and other media campaigns might raise the status of teaching. It will be interesting to note the performance of Educanz in raising the status of teaching and improving labour market equilibrium.

The final QTA strategy is to support the use of the Progress and Consistency Tool (PaCT) to give greater validity to teacher judgements on national standards. Other than improvements in teacher capabilities to mark and moderate national standards it is not clear how supporting PaCT adds to the QTA. National standards may arguably serve, not only as the evidence base to support individual achievement, but, potentially, to identify individual teacher performance gaps, or to identify school performance gaps.

National standards are not the only current policy that could be considered divisive to the sector. Partnership (charter) schools and the lack of democratic voice on the Educanz board are others, as are the scope of Educanz and changes to LAT criteria. In the case of the primary sector IES also stands as a divisive issue. This thesis has attempted to demonstrate too that specific social, economic, technological and political forces have shaped these policies and are continuing to shape education policy in New Zealand.

9.5. Discussion: Socio-Political Influences on Policy Formulation

The ACT party as a minor political party has been able to exercise substantial influence over education policy formulation through its confidence and supply agreement with the National-led government. The ACT agenda included charter schools, which was achieved, and an 'Inter Party Working Group' on education, leading to the 'Step change' and the 'Free to learn' reports that clearly set out an educational agenda. ACT also sought agreement for a taskforce to consider regulations, and the recently released final report of this taskforce is so ambiguous in its language as to offer great scope in interpretation should it be used to support a review of the Education Act. The substantial influence of a minor party on the education portfolio is surprising despite an alignment between the educational objectives of the National and ACT parties. It could be argued, as Chris Hipkins (2013) did, that "National blames the cup of tea deal...for charter schools when, in fact, it...is what the National Party wanted to do".

Treasury continues to exercise substantial influence over education policy formulation. It might be speculated that Treasury, in its advisory role, was proactive in filling a policy advisory void left by the Ministry of Education beset by top level staffing issues, factionalism and general departmental underperformance. Treasury (2013a; 2013b) documents indicate a concerted attempt to promote an educational reform agenda. It is impossible to understand the true impact of Treasury on policy given its role was to provide the Ministry of Education with advice that it was not compelled to heed. What is obvious from Treasury (2013a, 2013b) documents is that Treasury is generally in agreement with the direction being undertaken by the Ministry

of Education, a direction it helped shape, despite that policy direction needing a greater focus on value-added measurement.

The Ministry of Education appears, in parallel with the QTA, to have progressed educational policy, in terms of modern learning environments (MLE) and the network for learning (N4L) rollout without undue influence from Treasury. These 21st century initiatives, combined with 'bring your own device' (BYOD), will have a substantial influence on pedagogical practice. It is the implications of these initiatives on teacher PLD and teacher capabilities that may be a rationale behind the QTA. These initiatives might also led to increasing numbers of teachers finding themselves marginalised by the steep increase on demands for teachers to become digital facilitators on learning in collaborative MLEs. The impact of this on retention rates will be interesting to observe.

Neo-liberal think tanks, particularly the New Zealand Initiative, have added much to the discourse around education policy reform. International organisations such as the OECD, McKinsey Corporation and the Asia Society that also adopt a neo-liberal perspective, are influential in educational reform. Political parties such as National and Act are neo-liberal in orientation. The Labour Party continues with an approach that attempts to reconcile left wing social policy with neo-liberal economic policy. Even the PPTA and the majority of educational researchers seem to accept the inevitability of neo-liberal economic doctrine and thus seek to find a space within that discursive formation. Only the educational discourse of the Green Party and the NZEI appears to address social inequality through social policy.

The Minister of Education, Hekia Parata, has noted "decile is not destiny" (Parata, 2014a) but it also noted that a strong correlation between educational underachievement and socio-economic disadvantage now exists in New Zealand. It was noted that out of school factors have a greater influence (Hattie, 2003; 2009) than quality teaching. That discursive formations in education do not allow much space in the order of things for discourse around poverty has created a hegemonic consensus that poverty is a social problem that education can address. What is not discussed is that poverty is a social problem that can negate the best efforts of education policy.

The discourse of quality teaching as the most important in-school factor is found within the above-mentioned discursive formations as a matter that educational policy can address. Stakeholders in education from UNESCO to students in the classroom acknowledge that quality teachers are important. It was acknowledged that recruiting quality candidates with certain desirable dispositions is beneficial to improving the teacher workforce. It also appeared from the research that it is beneficial for ITE to be a postgraduate level course that adopts clinical models based on strong relationships with schools. It also appeared from the research (Timperley, Wilson, Darrar, & Fung, 2007) that targeted, evidence-based PLD is beneficial to improving the capabilities of the existing workforce. International evidence suggested that collaboration both within and between schools improved workforce quality and capability. What was less clear from the research was the relative value of performance pay, value added measures and the creation of competitive tensions as mechanism to improve teacher workforce quality. There was also a lack of clarity regarding the best approach to take in order to lift the value of the teaching profession in order to attract quality candidates. A great deal of the research was based on case study analysis of education reform from a number of jurisdictions. It was clear from the research that local conditions need to be considered when adopting policy or policies from other jurisdictions.

In synthesising the above to inform recommendations it is acknowledged that education is a critical factor in the economic welfare and social cohesion of a society. Quality teachers are acknowledged as being better positioned to deliver quality teaching. Quality teaching is acknowledged as being the single most important in-school factor determining educational outcomes. That socio-economic disadvantage is correlated to educational underachievement is acknowledged and needs to have a place in discourse around education reform. As the dominant paradigm, neo-liberal economic theory must have a place in the discourse of education reform. Reconciling the issues of socio-economic disadvantage in a neo-liberal context is a question of social policy that extends beyond the scope of this thesis. This thesis is focussed on education policy and it has been accepted that quality teaching can improve educational outcomes, with an attendant possibility of social and economic benefit for the socio-economically disadvantaged. It is also been accepted in this thesis that the inequities

and inequalities resulting from the application of a neo-liberal doctrine might mean that these benefits do not accrue to the most vulnerable in society. This is not, however, a justification for losing focus on the criticality of improving the capabilities and quality of the teaching workforce in New Zealand.

9.6. Recommendations

It was noted by Fred van Leeuwen that education is in the middle of a global debate about its future (Gerritson, 2014). He noted that highly qualified and motivated teachers are critical to quality education. He also noted that there is a second vision that education can be delivered more cheaply and efficiently by the private sector. These comments were mirrored by Robinson (2013), who noted that although quality teaching and learning is at the heart of education, governments are more concerned with structural issues such as attempting to privatise education by stealth.

It has also been noted by both the OECD (Schleicher, 2011) and Education International (2014) that constructive partnerships between stakeholders in education are critical to successful reform. Analysis of case studies such as Finland and Ontario stand as testament to the importance of this collaborative approach in sustainable, meaningful and positive change. These points suggest that the various stakeholders in New Zealand ought to place their ideological and self-serving agendas aside to work collaboratively, with altruistic intention, to deliver an education system for New Zealand that meets, and exceeds, the needs of the nation.

Ideal reform cannot be achieved in an environment where politics drives policy, leading for example, to a potential situation where a Labour/Greens coalition would overturn National/Act/Māori Party coalition education policies. This is an expensive diversion from the real goal of quality teaching and learning. Ideal reform cannot be achieved while the unions that represent teachers are at loggerheads over policy. Both the PPTA and NZEI oppose charter schools, national standards and elements of Educanz and the Education Amendment

Bill No 2, whereas the PPTA executive generally supports and NZEI members vehemently reject the IES policy. These positions by unions serve to signal the difficulty in adopting policies aimed at improving teaching in an environment of mistrust and perfunctory consultation. Ideal reform cannot be achieved while the Ministry of Education is divided and lacks the capability and leadership to facilitate formulation and operationalisation of purposeful reform. Ideal reform cannot be achieved while Ministers of Education such as Anne Tolley and Hekia Parata put politics ahead of policy and oversee a dysfunctional department. Ideal reform cannot be achieved while teachers of doubtful quality are allowed to continue teaching thanks to 20th century industrial relations. Ideal reform cannot be achieved if Educanz, the body that represents teachers, lacks democratic representation and allows even greater politicalisation of education.

Ideal reform cannot be achieved if Treasury moves away from its core purpose in terms of cost benefit analysis of policy to advocating change management strategies based on the deceit of actively communicating positively perceived policies while pursuing negatively perceived policies without significant profile^[CA25] (New Zealand Treasury, 2013a). Most importantly ideal reform cannot be achieved unless teachers are given back the professional identities and responsibilities that were seriously undermined by the neo-liberal reforms of the 1980s and 1990s. This professional identity can only be achieved through policies such as those in the QTA particularly those that change the perception and reality of the profession to being one made up of altruistic, motivating and knowledgeable practitioners. This will not happen unless there is a sense of collective unity, a united front by all stakeholders that holds education and educators as a non-partisan movement critical to the success of New Zealand.

Thus the recommendation that marks the completion of this thesis, is that it is critical for New Zealand to engage in the de-politicalisation of education. It is the recommendation of this thesis that New Zealand creates a true multi-party, multi-sector, and multi-stakeholder committee tasked with implementing a strategic vision for education. It is the recommendation of this thesis that the Finnish model be considered as a model for the ends and Ontario a model for the means. It is tempting at this time to suggest specific policies related to recruiting, retaining and rewarding quality teachers in 21st century environments but this temptation is

resisted for it undermines the very tenet of this thesis. Education policy is too important to be decided by one person, party or political perspective. Education policy must be formulated on an evidence basis by a collaborative and communicative coalition of stakeholders who hold at their heart the interests of our children, our nation, and our future.

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Glossary^[LB26]^[CA27]

ACET	Advanced Classroom Expert Teacher
AITSL	Australian Institute for Teaching and School Leadership
AST	Academy of Singapore Teachers
ATE	Authority to Educate
BYOD	Bring your own device
CAPNA	Curriculum and Pastoral Needs Analysis
CDA	Critical Discourse Analysis
CVA	Contextual value added
Educanz	Education Council of Aotearoa New Zealand
EFTS	Equivalent Full-Time Student
EPMS	Enhanced Performance Measurement System
EPRG	Education Policy Response Group
EWAG	Education Workforce Advisory Group
FTE	Full Time Equivalent
GDP	Gross Domestic Product
GFC	Global financial crisis
ICT	Information and communications technologies
IES	Investing in Educational Success
IPWG	Inter-Party Working Group
ITE	Initial teacher education
LAT	Limited Authority to Teach
MET	Measures of Effective Teaching
MLE	Modern learning environments
MMP	Mixed Member Proportional
MoE	Ministry of Education
MTSS	Medium Term Strategy for Schooling
MTSTR	Ministerial Taskforce on Secondary Teachers Remuneration
N4L	Network for learning

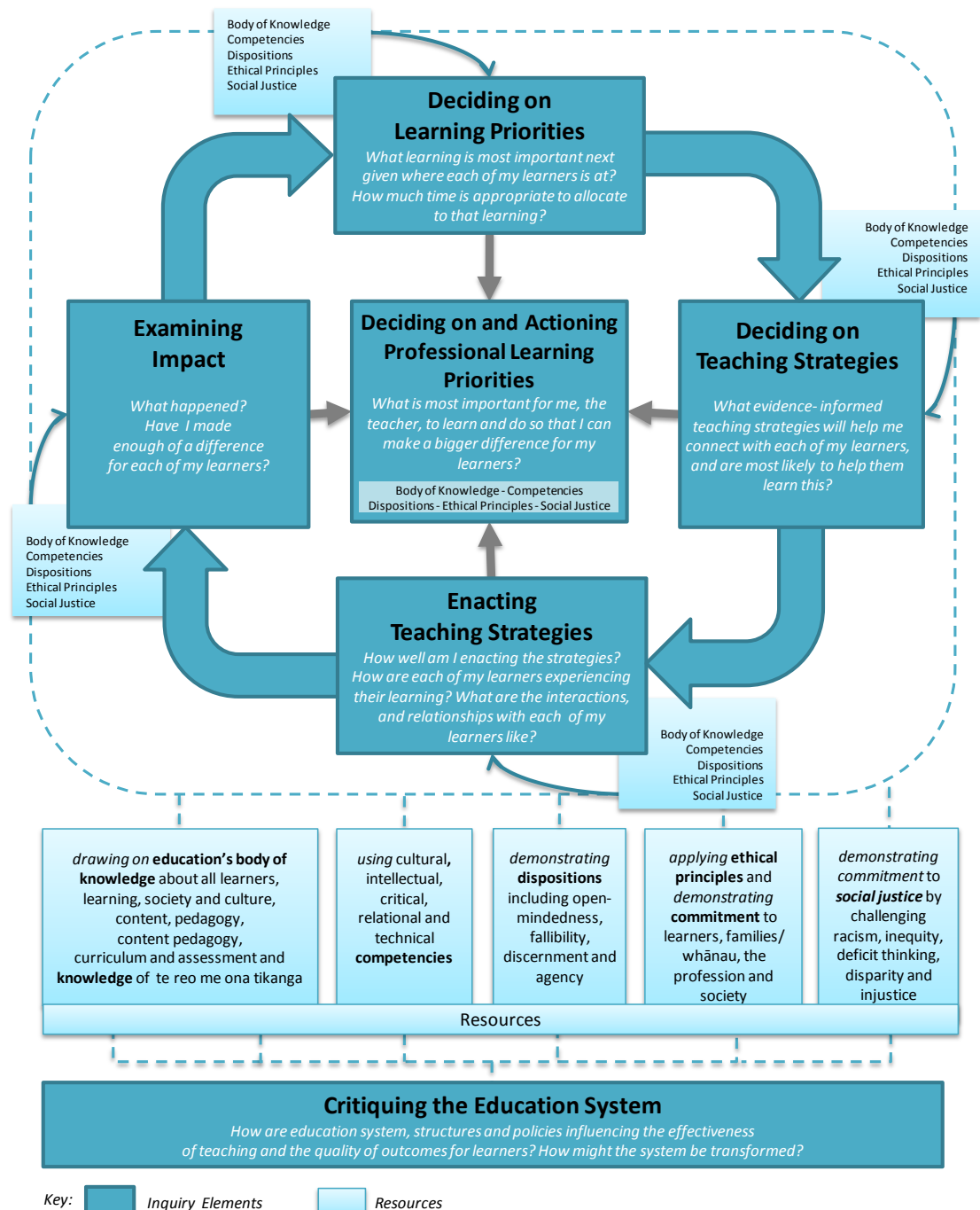
NCEA	National Certificate in Educational Achievement
NGO	Non-governmental organisation
NZARE	New Zealand Association for Research in Education
NZCER	New Zealand Council for Educational Research
NZEI	New Zealand Educational Institute
NZTC	New Zealand Teachers Council
OECD	Organisation for Economic Co-Operation and Development
OIA	Official Information Act
PACT	Progress and Consistency Tool
PISA	Programme for International Student Assessment
PLD	Professional Learning and Development
PPTA	Post Primary Teachers Association
PRT	Provisionally Registered Teachers
QTA	Quality Teaching Agenda
RTC	Registered Teacher Criteria
SCT	Specialist Classroom Teacher
SPELT	(Society, Politics, Economics, Law and Technology
STEM	Science, Technology, Engineering and Mathematics
TANS	Transnational advocacy networks
TESSOL	Teaching English in Schools for Speakers of Other Languages
ToP	Teachers of Promise
UNESCO	United Nations Educational, Scientific and Cultural Organization
VAM	Value Added Modelling

Appendices

Appendix A: Figure 1- Teaching for better learning Model

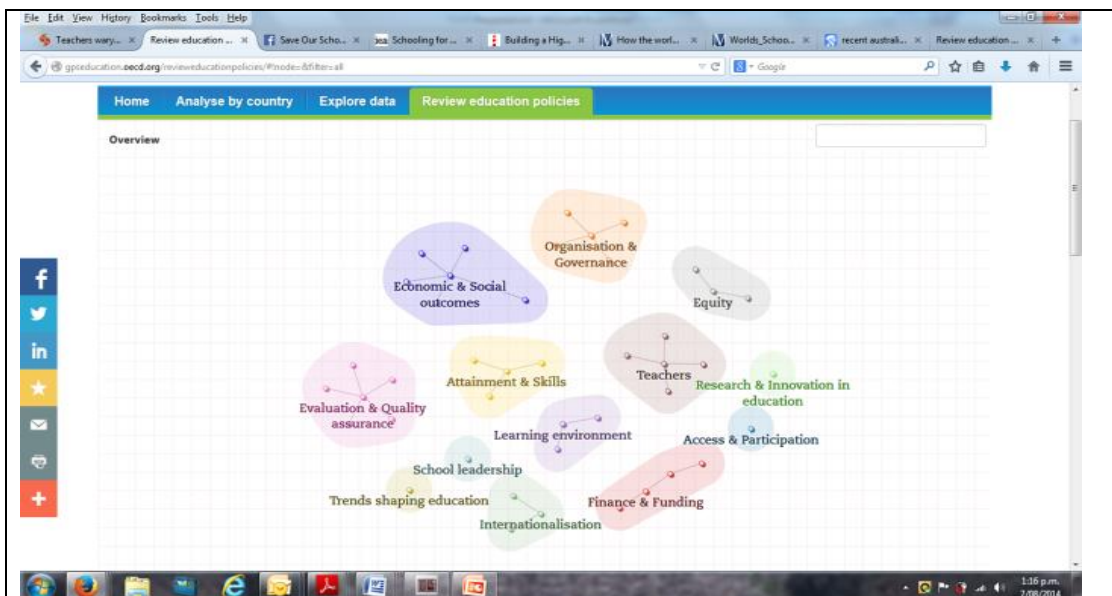
(Aitken, Sinnema & Meyer, 2012, p. 20)

Sinnema, Aitken & Meyer 2012, The University of Auckland

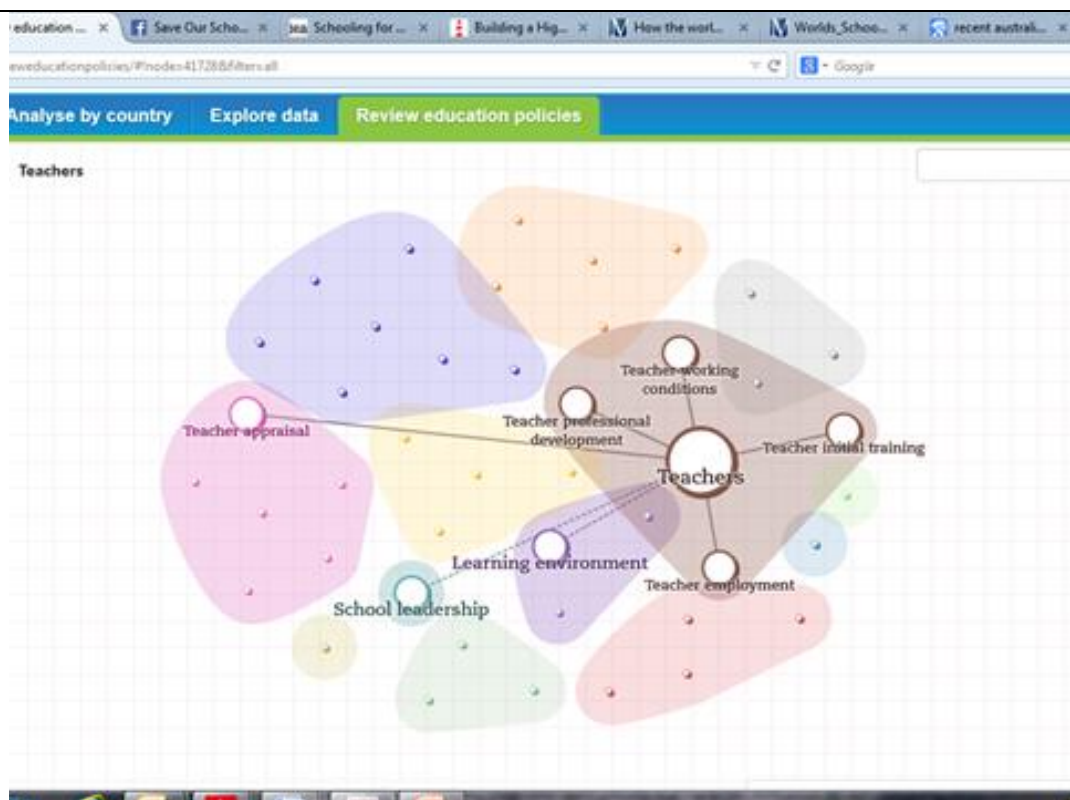


Appendix B: OECD Interactive Policy Screenshots

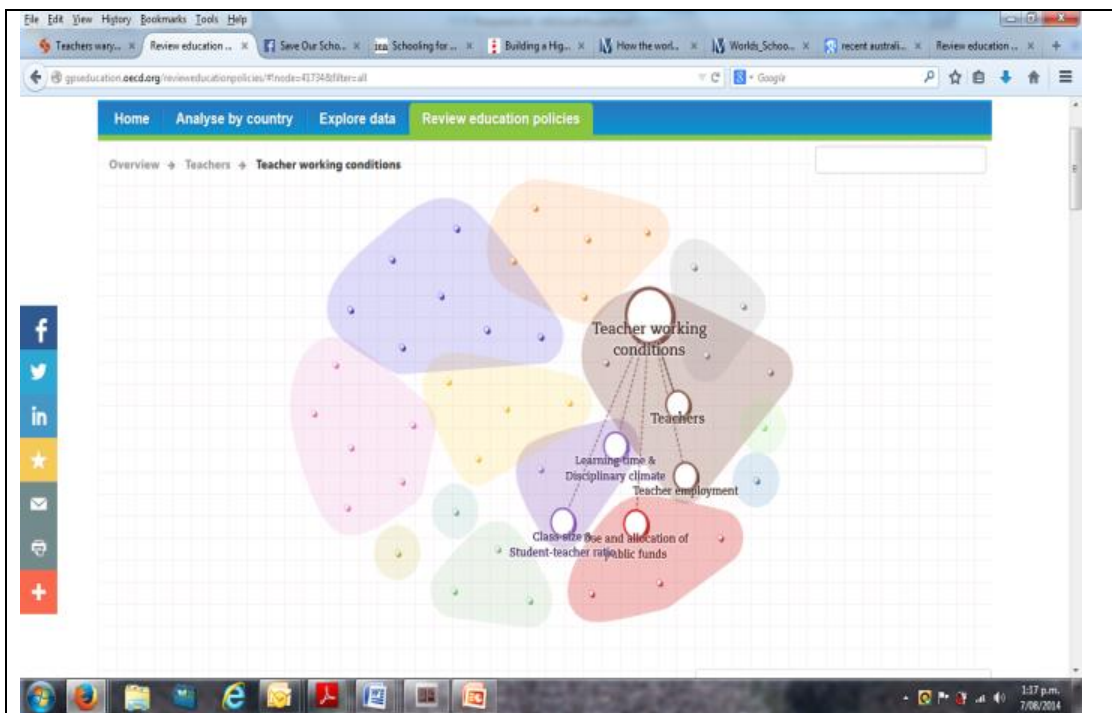
<http://gpseducation.oecd.org/revieweducationpolicies/>



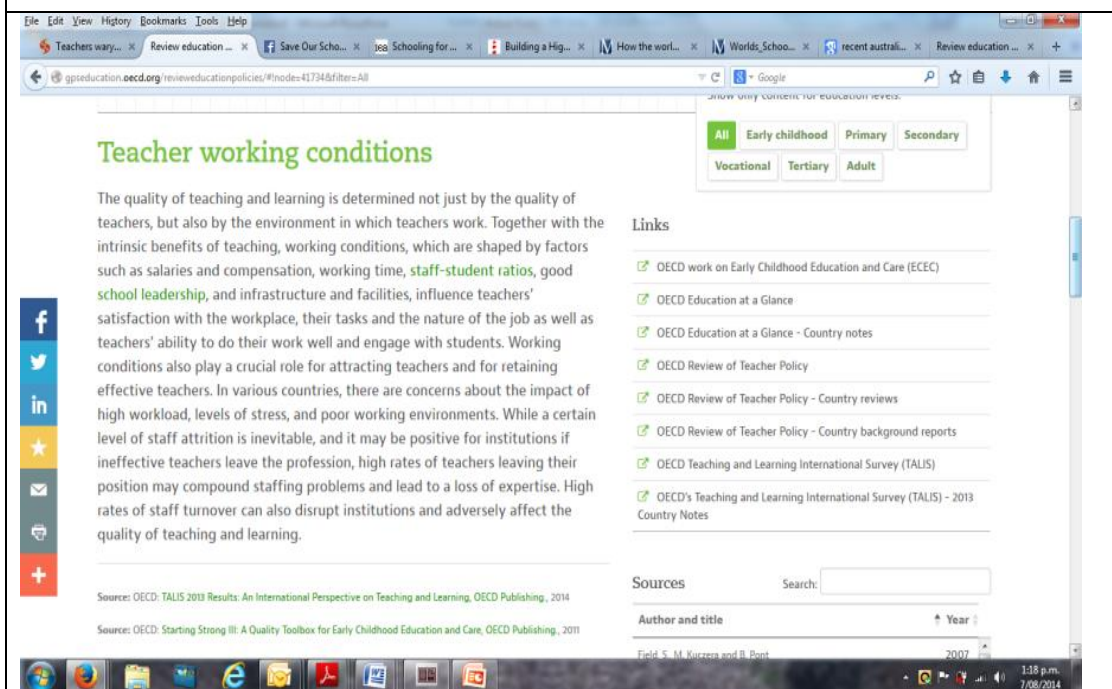
(1) This first page has 13 generic topic heading such as 'School leadership', 'Equity' and 'Teachers'. Should one click for example on the heading teachers then ...



(2) The topic heading teachers is expanded to identify the four nodes; Working conditions, Employment, Initial Training and professional development. The network map also identifies links to the related nodes under other topic headings.



(3) If one was to click on the working condition node of the teachers topic not only would an additional four nodes be linked but the following information would be presented on the same web page



(4) Under the network map, on the left-hand side would be a general discussion, which can be filtered by education level, about Teacher working condition. On the right-hand side are hyperlinks to OECD publications. Scrolling down and immediately below on the left-hand side are 'key insights' summarised from original research. On the right-hand side are referenced sources and glossaries, both OECD and other. All sources are hyperlinked to documents stored on OECD servers. At the bottom of the page under 'key insights' is a list of 'policy options'.

Appendix C: Extracts from Treasury documents

(New Zealand Treasury, 2013a; 2013b)

Date / Page	Document / Reference	Edited Comments
4/8/2011 Doc 5 19 of 155	Aide Memoire: Labour market at Skills Strategy (2134073v1)	<ul style="list-style-type: none"> • Development of Medium-term strategy for schooling (MTSS) • Teacher quality ... strongest lever to improve outcomes • Raise teacher quality by funding fewer ITE places • Use value-add measures to target intervention
29/8/2011 Doc 8 31 of 155	Report Briefing for Bilateral with Minister of Education (T2011/1913)	<ul style="list-style-type: none"> • Had some recent discussion with Ministry of Education ... on the MTSS ... strategy is likely to propose system changes to ... effective teaching ... accountability
16/9/2011 Doc 10 40 of 155	Aide Memoire: Labour Market and Skills Strategy (2156948v1)	<ul style="list-style-type: none"> • Schooling outcomes vary widely ... within schools, and correlated with socio-economic background • Evidence points to teacher quality (underpinned by effective leadership) as the strongest lever to improve outcomes • Ensure consistency in teacher quality ... strengthening the performance management system ... targeted and effective professional development ... recognition and reward of expert and highly skilled teachers
16/9/2011 Doc 11 44 of 155	Aide Memoire: Priorities in the schooling system (2168106v1)	<ul style="list-style-type: none"> • Teachers vary in ability to advance students ... competency is strongly affected by leadership ... selection ... initial training ... professional development ... performance appraisal • No requirement for schools to identify which teachers ... schools add the most value to their students
26/9/2011 Doc 12 47 of 155	Aide Memoire: A narrative for schooling (2172628v1) (2171592v1)	<ul style="list-style-type: none"> • Ideally the Minister of Educations ... MTSS would provide a coherent narrative ... the MTSS remains a work in progress ... we have attached ... a schooling narrative ... to feed into your own thinking about future directions. • Draft MTSS ... we largely agree with, but within which we have different priorities and emphasis • Data and Knowledge ... our view is the creation of 'value add' measures of performance is the first critical step • Accountability ... unlikely to be substantially improved until ... better performance information available ... we see Education review Office ... as key mechanism for creating change • Workforce ... our view workforce ... further enhanced by ... teacher appraisal, using ... value add data ... progression ... more ... linked to performance than to tenure • We have reflected your interest in competition being used to maintain competitive tension • We have also emphasised decoupling of employment and regulatory matters

		<ul style="list-style-type: none"> • Our advice ... measuring teacher performance with value add data ... appraising teachers consistently ... using value add aggregated to the school level to improve accountability ... reducing the number of schools ... using the Education review Office as the key implementation mechanism • Our focus now ... creating ... secondary school system where we can measure ... performance ... where ... teaching profession is encouraged towards and rewarded for excellence • Second direction ... encourages competitive tension ... by encouraging the use of private investment to deliver alternative models of schooling
26/9/2011 Doc 13 52 of 155	Treasury Report: Strengthening the Education Workforce (T2011/2112)	<ul style="list-style-type: none"> • Minister of Education seeking cabinet agreement to a workforce strategy that ... implements the recommendations made in the ... report Vision for the teaching profession • The workforce strategy ... not explicit about the use of value-add ... data ... to appraise ... a teacher ... crucial in a system that ... gives school leaders greater flexibility to reward good performance ... seeks to incentivise school leaders ... make them accountable for student performance • It is important to signal the importance of including two aspects, at a minimum, in any workforce strategy going forward ... we suggest ... system level mechanisms to ... assess teacher competence ... systemic use of value-add data
28/10/2011 Doc 15 63 of 155	Treasury Report: A Medium Term Strategy for Schooling (T2011/2328)	<ul style="list-style-type: none"> • The Minister of Education has submitted the paper A medium Term Strategy for Schooling to Cabinet ... we think the paper correctly defines the problems within our schooling sector, and focuses on the right four areas of change • We think you could emphasise two areas at the cabinet discussion ... evidence suggests effective teaching makes the biggest difference ... value-add data can ... improve accountability ... and form part of teacher appraisal • We recommend that you agree to ... A Medium Term Strategy for Schooling
4/11/2011 Doc 18 79 of 155	Treasury Report: Treasury views on competition/contestability in the provision of ACC, Education and Health Services (T2011/2375)	<ul style="list-style-type: none"> • There are a number of areas where we can push harder to improve contestability • improving the market for teachers by introducing value add measures of performance and consistent teacher appraisal • Contestable fund that schools can compete for on the basis of improved educational achievement ... a necessary pre-cursor ... is valued-add data that ... allows as school to be identified

18/11/2011 Doc 20 105 of 155	Treasury Report: Implementing change in schooling: Key levers over the next three years (T2011/2429)	<ul style="list-style-type: none"> • This paper sets out a comprehensive sequence of possible reforms ... drawn on the MTSS • Regarding models of change ... forceful imposition of change from the centre ... runs a high risk of teacher resistance ... encouragement of teacher-led change ... runs a ... high risk of no change occur(ing) • Our view is that both whole-of-system changes and an exemplar approach could be used ... whole-of-system approach seeks to drive change from the centre by making use of system levers • 2014 is a key year for implementing the sequence of changes identified • Some of the directions of policy reform ... push against longstanding culture in ... the teaching profession. For example ... remuneration structures reflect on-the-job performance ... private providers have important roles in the education system, instead of public education seen as the main/best way of provision
20/12/2011 Doc 21 123 of 155	Treasury Report: Bilateral with Minister of Education (T2011/2575) (2231572v2) (2231779v2)	<ul style="list-style-type: none"> • The National Party Manifesto ... Post-election Action Plan ... and the Confidence and Supply Agreement with Act collectively outline a bold reform programme ... generally consistent with the directions for change ... in the Ministry's draft MTSS and the Treasury paper Implementing change in Schooling: Key Levers over the next three years • In particular ... reform the New Zealand Teachers Council ... improve accountability ... better target resources ... amend the resourcing model ... more effective teacher and principal appraisal ... improvements to ... teachers training ... introduction of charter schools • Successful change management in the schooling sector ... taps the intrinsic motivation of teachers ... this makes the framing of change ... critical