Briefing to the Incoming Minister

November 2023





Matatū. Tū Mataora. **Stand tall. Shape the future.**



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Briefing to the Incoming Minister
November 2023
Published in November 2023
by the Teaching Council of
Aotearoa New Zealand
PO Box 5326, Wellington 6140,
New Zealand

This document is available online at www.teachingcouncil.nz

Message from and introduction to the Teaching Council

Tēnā koe e te Minita,

Congratulations on your appointment as Minister of Education. We look forward to working with you. Thank you for reading this briefing and taking this opportunity to better understand the role of the Teaching Council and our current priorities.



Kaiako | teachers and education leaders have one of the most important roles in our society and in their local communities. Supporting them to be the best they can be, has a powerful impact on the wellbeing and success of our tamariki | children, rangatahi | young people, and our society.

We have a unique role in the education system. Our regulatory functions, such as teacher certification, approving teacher education programmes, and managing complaints about conduct and competence all contribute to a quality profession.

We also play a critical role in promoting and supporting ongoing learning, both for individual kaiako | teachers, education leaders and for the education system, through the teaching standards, the professional growth cycle, the renewal of professional certification, and our leadership work.

As an independent professional body for teachers and education leaders, we offer the government and the public a values-led profession: one that is dedicated to service and to developing our individual and collective expertise and knowledge to support building an education system that meets the needs of all tamariki | children and rangatahi | young people in New Zealand.

This briefing provides an overview of the Teaching Council, how we can work alongside you and your agencies, and our current work priorities. We are excited to be working with you to strengthen the teaching profession and deliver excellent outcomes for all ākonga | learners.



Robyn Baker Te Pou Whakarae | Governing Council ChairTeaching Council of Aotearoa New Zealand



Lesley Hoskin Tumu Whakarae | Chief ExecutiveTeaching Council of Aotearoa New Zealand

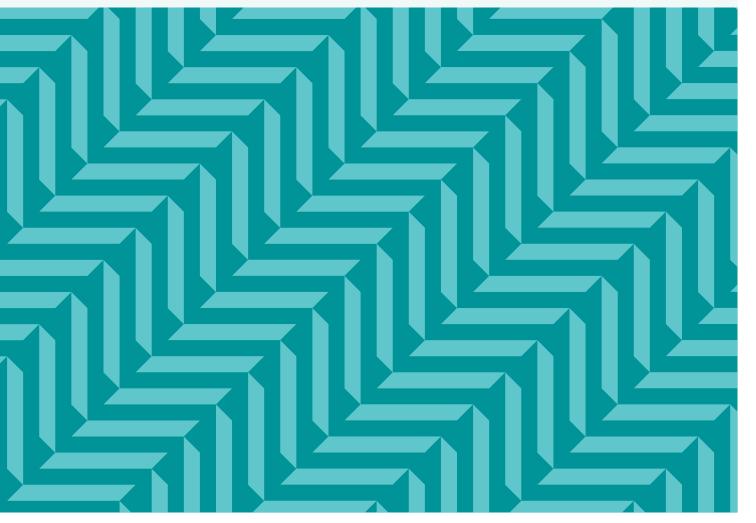
Video: Ask us anything

Our 'Ask us anything' is a video series, where Lesley Hoskin, takes some time to answer questions from the teaching profession. **Click here** to watch the series.



Part One

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PART ONE: Our role, our people, and our funding

Our role: The Teaching Council is the professional body for kaiako | teachers and education leaders

The Teaching Council of Aotearoa New Zealand is established under the Education and Training Act 2020 as an independent statutory body.1

Our statutory purpose is to 'ensure safe and high-quality leadership, teaching, and learning for children and young people in early childhood, primary, and secondary schooling in English-medium and Māorimedium settings, and settings of other languages, through raising the status of the profession.'2

We have a unique role in our education system. We work with the profession to develop and uphold the standards for teacher practice that deliver high quality education and ensure ākonga | learners are safe. We also work alongside government while maintaining our independence. We understand independence to mean that we can gather and provide unique and critical advice from the teaching profession to share with key education sector agencies. We take this role seriously and are developing our ability to bring constructive advice from those who are qualified practitioners of education.

Teaching is a profession and being a profession requires a qualification, ongoing learning and being held to high standards, and a code of ethics. Therefore, in our dayto-day business the Teaching Council is responsible for:

- setting the requirements for Initial Teacher Education (ITE) programmes
- assuring teacher quality through our registration and certification processes, and ensuring every kaiako | teacher enriches and develops their professional practice on an ongoing basis
- developing and overseeing processes to resolve complaints about conduct and competence
- developing a Leadership Space (Rauhuia) in partnership with the profession, to grow and support every kaiako | teacher, whether in a formal leadership position or not, to develop their leadership capabilities
- bringing independent policy and practitioner advice to decision-makers to improve the functioning of the education system for ākonga | learners, kaiako | teachers and education leaders.

Details of all our statutory functions are set out in Appendix 1.

- 1 Education and Training Act 2020, s474.
- 2 Ibid s478.

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Our obligations to you as Minister

While we are an independent statutory body, our legislation places obligations on us to:

- have regard to any statement of government policy relating to one or more of our statutory functions (such as the Statement of National Education and Learning Priorities)
- present an annual report to the House of Representatives
- publish a five-year strategic plan every three years following consultation with teachers, the government, and the public
- consult with you as Minister if we propose to change the
 - criteria for teacher registration
 - standards for qualifications that lead to teacher registration
- receive your written approval (and funding) to:
 - provide leadership to the education profession
 - enhance the status of education leaders
 - identify and disseminate best practice in education leadership.

We are also responsible for administering the following secondary legislation, in the form of rules:

- Teaching Council Rules 2016 (governing conduct and competence bodies and processes)
- Teaching Council Election Rules 2018 (setting out Governing Council election procedures).

Our responsibilities under Te Tiriti o Waitangi

Our legislation also requires the education system to honour Te Tiriti o Waitangi and support Māori-Crown relationships.³ Our five-year strategy, *Te Rautaki Tiriti o Waitangi*, sets out our vision, goals, and priorities in this domain. The vision is to maximise the success of all tamariki | children and rangatahi | young people through highly effective leadership and teaching.

We work with the profession to grow our understanding of what it means to give effect to Te Tiriti in our 'modus operandi', into our statutory functions – our cycles of planning, trialling, reflection, and review and how this flows through to the obligations for kaiako I teachers and education leaders. Through doing this, we will support the growth of a culturally competent education workforce.

Our goal is that by 2025, all kaimahi understand, apply, and reflect Te Tiriti o Waitangi, tikanga Māori, and te reo Māori in their roles and responsibilities.

At the heart of this responsibility is creating an equitable education system for all.

^{3.} ibid s4(d), s5(4)(c)(iii.

Our people: Governing Council and staff - a mix of teachers, education leaders, and other professionals

The Teaching Council's Governing Council is responsible for ensuring our statutory functions are carried out effectively and efficiently and in the interests of the profession and the public. It is made up of 13 members: six appointed by the Minister of Education (through the Appointment and Honours Cabinet process) and seven elected by registered kaiako | teachers. The majority are practising kaiako | teachers, leaders, educators, or principals who are connected daily to teaching. The Minister is also responsible for appointing the Chair and the Deputy Chair from the pool of elected and appointed members.

This model ensures there are members who directly reflect the experience and interests of teaching professionals in the sector. It also provides government with an opportunity to complement this skill set to ensure the Council has the collective expertise to provide high-quality governance.

The current Governing Council took office on 1 July 2022, for a term of three years. Council members are responsible for ensuring our statutory functions are carried out effectively and efficiently and in the interests of the profession and the public.

The next Council election will be in March 2025 with appointments taking effect from July 2025. At that time, six ministerial appointments must be made, which can be new appointments, or re-appointments of existing members (who can each serve for a total of three terms, i.e. nine years).

For more information about Council members **click here**.

The Governing Council is supported by a chief executive, a leadership team, and around 100 staff, some of whom are certificated kaiako | teachers, professional leaders or tumuaki | principals. More information about the executive leadership team <u>click here</u>.

Our funding

Like many other professional bodies, the Council is funded by the profession. Our legislation empowers us to charge kaiako | teachers for the actual and reasonable costs of registration and certification processes, and all other statutory functions of the Council.⁴ Our current costs are around \$18M per annum, of which around \$16.6M per annum is paid by kaiako | teachers.

It is important to note that unlike other professions, an employer is not allowed to pay for registration or certification for teachers in the schooling sector. This is because of an agreement between the Ministry and unions on concurrence.

Registration is a one-off cost and usually lasts for life.⁵ Certification must be renewed every three years (so that kaiako | teachers demonstrate ongoing competence). The Council plans and manages its funding on a three-year cycle by estimating the revenue streams from newly registered kaiako | teachers, and those seeking new or renewed certification over that time (we are currently in the second year of the current cycle). Some kaiako | teacher collective agreements recently included provision for a one-off payment of around \$700 to teachers to pay registration/certification costs.

A further briefing is being prepared with more detail about our financial sustainability, current fee and levy charges, and the costs of providing our statutory functions. It will include options for your consideration if you wish to pay teacher registration and certification costs

A small but critical stream of funding (\$1.5M over three years) comes from the Ministry of Education for a cross-sectoral leadership work programme approved by the Minister of Education (discussed again later in the document).

The Government also funds the cost of providing Teacher Education Refresh (TER) programmes to those teachers who've been out of the workforce more than five years. This funding has not been secured beyond June 2024. The cost to complete a TER programme ranges between \$1790 and \$2500 depending on the provider.

^{4.} Education and Training Act 2020 s480(1), (5-6).

Unless a teacher voluntarily de-registers or has their registration cancelled by the Disciplinary Tribunal or arising from a Specified Offence as determined by the Childrens Act 2015).

The Teaching Council in numbers



kaiako | teachers have a current practising certificate or LAT^{10}

2nd

kaiako | teachers are the second-most trusted profession in NZ, only behind nurses⁶ 8,000

tauira | students enrolled in initial teacher education programmes in 2022 **4,968**

new kaiako|teachers registered in the last vear⁸

4,784

provisionally certificated kaiako | teachers moved to full certification in the last year⁹ 3,400

tauira | student teachers graduated in 2022⁷

638

complaints, police referrals, self-reports, and mandatory reports were received over the last year¹¹

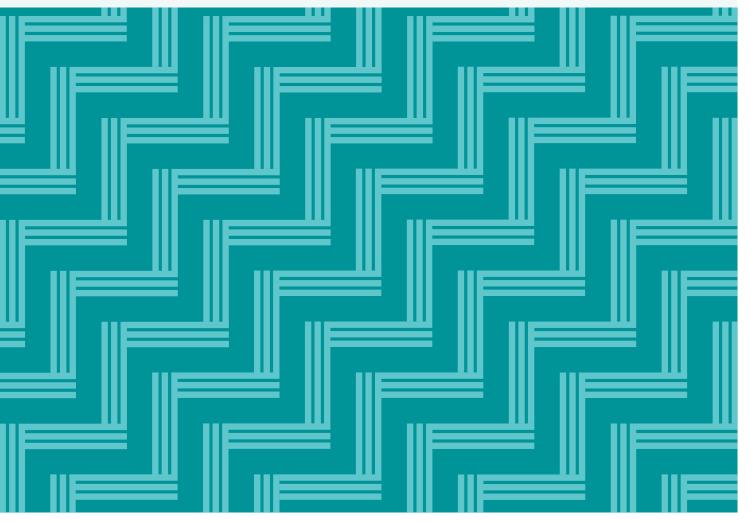
- 6. Teaching Council Survey 2023.
- 7. Education Counts data.
- 8. For 2022/2023 financial year.
- 9. 2022/2023 year.
- 10. As at 30 June 2023, including LATs.
- 11. 2021/2022 year.





Part Two

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PART TWO: Critical sector-wide issues and our response to them

Through our work and connections in the education system, we see a range of issues affecting teaching, kaiako | teachers and education leaders. We can support positive change, especially when we are able to work collaboratively with other education-sector parties for collective impact.

We recently commissioned research asking kaiako | teachers and the public about their views and concerns about kaiako | teachers and teaching¹². Two broad key findings showed:

- the public generally rates kaiako | teachers highly (second after nurses), but may not fully appreciate the level of skill and professionalism needed to become and to remain a teacher
- most kaiako feel passionate about teaching, but do not think society values them as professionals, or sees the critical role of teaching in contributing to broader society.

Many kaiako | teachers feel disgruntled about the mismatch between the high level of pressure and expectation of their role and the lack of support for it, leading them to feel:

 undervalued: while the public generally rates kaiako | teachers positively, their level of skill and technical knowledge needed is not appreciated

- underpaid: reflecting society's lack of appreciation of their skill and value
- undermined: that they have limited freedom to make expert judgements about teaching practice.

The quality of kaiako | teachers and of teaching are critical to the educational success of each individual tamariki | child and rangatahi | young person and for the wellbeing of our broader society. Initial Teacher Education (ITE) is the start of the teacher quality journey, and ongoing professional development and leadership sustain it.

Addressing these priorities needs the attention and co-ordination of several key education sector agencies and is discussed further below.

12. 2023 TRA: The Research Association.

Quality of teaching

A quality education system requires qualified teaching professionals in every kura, school, and Early Childhood Education (ECE) service. Teaching is a highly skilled profession, requiring considerable expert knowledge (including subject knowledge and how the brain learns), and skills (such as how to apply different learning or pedagogical approaches and use a variety of assessment techniques and tools) so that each ākonga I learner is supported to learn in ways best suited to them.

The content of learning comes from the curriculum, and teachers use their knowledge and skills to create the best ways to convey curriculum content to match the variety of ākonga | learner needs in each kura, school, or ECE service.

Setting a high bar for the teaching profession

Not everyone can be a qualified teacher, and we require ITE providers to select and pass only those most likely to be able to successfully combine the theory and practice of teaching. Our expectation is that new teachers will be ready to teach 'with support'.

The profession itself must also support early career teachers by providing mentoring and support for their first two years of teaching.¹³ This period of a teacher's career is akin to an apprenticeship or internship, where they continue to develop their skills and knowledge while on the job.

Like other professions, ongoing learning and development are expected. This begins with induction and mentoring of new kaiako l teachers and continues through professional growth cycle requirements.¹⁴

Code of Conduct and Professional Standards: upcoming review signalled

We are responsible for developing the code of professional conduct and the standards for the teaching profession. They were developed with the sector and set out the standards of ethical behaviour and the general expectations of high-quality teaching practice kaiako | teachers must meet to be granted certification (published in 2017 as Ngā Tikanga Matatika mō te Haepapa Ngāiotanga | Code of Professional Responsibility and Ngā Paerewa mō te Umanga Whakaakoranga | Standards for the Teaching Profession).

These documents (jointly referred to as Ngā Tikanga Matatika, Ngā Paerewa | Our Code, Our Standards), define the fundamental foundations of teaching. They literally set the standards of teacher practice and behaviour to which the profession is held to account.

Together they support kaiako I teachers to develop content knowledge, effective pedagogical practice, practical classroom management, and to deliver individualised and inclusive education. They also speak to the wider interest's family, whānau, and community about the purpose, quality, and practice of teaching.

We intend to formally review and update the Ngā Tikanga Matatika, Ngā Paerewa | Code and Standards in the next two years, in consultation with the profession. This will ensure we reflect any future curriculum changes, and any other critical developments affecting teaching.

 Some funding is provided by the Ministry of Education to recognise the time commitment this requires with provision for teacher release time, also reflected in collective employment agreements. Our review will also address significant developments in education in recent years, including the better recognition of neurodiversity in tamariki | children and rangatahi | young people and the need to build greater capability to support these ākonga | learners to learn. Other societal changes we aim to address through this process include an increase in the range of behavioural needs of tamariki | children and rangatahi | young people, and a whānau and parent community that has become more litigious.

The Council has limited ability to influence teacher supply

Quality ITE is expensive and takes time. During COVID we increased flexibility around the use of Limited Authority to Teach (LAT) to enable un-registered teachers to temporarily augment the workforce. LATs are typically used to fill a particular (technical) skill gap, such as music, or languages as a short-term measure. While this is useful, it is not intended that this mechanism replaces qualified teachers. Consistent with our view that every kura, school, or ECE service should have fully trained kaiako I teachers, we are considering ways in which LAT holders might be able to progress to become registered teachers.

Recent changes to our legislation recognised the growing language diversity of our population and we are reflecting this by considering ways to support those with particular language skills to find pathways into teaching.

- 15 Around 600 enrolments were received in the 2021 calendar year. The programme also supports some overseas-trained teachers to gain full certification status.
- Malatest International Report commissioned by Teaching Council, May 2023.

Teacher Education Refresh supports and retains kaiako | teachers, but ongoing funding is not secure

Some teachers leave the workforce for a period of time during their careers. The Council sets the requirements for a Teacher Education Refresh (TER) programme to support kaiako | teachers who have been out of the workforce for more than five years, to update their teaching practice and prepare them to re-enter teaching¹⁵. This funding reduces financial barriers for returning kaiako | teachers and, without it, many talented teachers and education leaders would be unable to return to teaching. Over the five years from 2018 - 2022 over 2,000 kaiako | teachers were supported through this programme to gain or regain their full certification.

An external review of the programme concluded that the TER contributes to addressing teacher shortages and provides an avenue for overseas-trained teachers to learn about teaching in Aotearoa New Zealand. In addition, it provides assurance to kura, schools, and ECE services that kaiako I teachers undertaking the programme have the competency to teach.¹⁶

Enrolment in the programme is currently funded by the Ministry of Education, but this funding ceases in June 2024. Without continued funding from Government, returning teachers will have to fund this personally. The cost to complete a TER programme ranges between \$1790 and \$2500 depending on the provider. We strongly support the continuation of this funding and would be happy to provide further advice on this topic.

Initial teacher education

Initial Teacher Education (ITE) is a critical driver of kaiako | teacher quality as it underpins the knowledge and skills kaiako | teachers need to teach effectively and establishes expectations of ongoing learning and professional development. It is also the starting point for the inculcation of curriculum and pedagogy into the teaching workforce.

There are currently 25 ITE providers, including a mix of universities, whare wānanga, polytechnics, wānanga, and private education providers. These providers offer a wide range of programmes, including those that involve on-the-job learning, class-based with extended practical experience, and programmes aimed at developing technology teachers from those who have come from a trade.

Effecting system change takes time

The ITE requirements were updated in 2019 with considerable sector input and new graduates are only now beginning to enter the education workforce. The quality of the new programmes will mean new teachers are ready to teach on day one (with support).

It is important to note that ITE and new teachers are not fast system change/ improvement levers.¹⁷ In system design, ITE follows the in-school and centre changes. There are approximately 2,500 schools and 4,000 ECE centres that have their own particular ways of working and teaching. This variability presents a challenge to a beginning teacher who is still working to meet the required standards in an independent way.

17. At the current rate of around 3,400 new teaching graduates per year, it would take at least 10 years before they make up a third of the teaching workforce. The ability to align ITE to any changes made to the education system is well defined in our legislation, but change takes time to flow through the system.

Teaching theory, content and practical knowledge are critical

Close liaison with the Ministry of Education ensures the Curriculum Refresh content and the Common Practice Model are reflected in ITE courses. This mechanism provides for greater clarity and consistency of content and approach across ITE providers and at kura, school, ECE service level.

Strengthened features of the current ITE requirements ensure tauira I student teachers now have significantly more placement time as part of their courses. Entry requirements have been lifted, including in numeracy and literacy, and monitoring and quality assurance systems are being improved. There are specified teaching tasks that must be mastered and a final assessment at the end of the study which assesses student responses to complex classroom and teaching situations. This assessment is conducted by a panel of experts, which is expected to include local teaching practitioners.

Schools operate in communities

Partnership is a key design feature of the new ITE system. There is an expectation that ITE providers develop strong partnerships with their local schools, iwi, communities, and whānau to support delivery of the curriculum and provide enduring links between ITE providers and centres and schools.

Local community agencies may become involved, contributing to programme design or delivery, for example, to address the needs of disabled ākonga | learners. This ensures that programmes are designed in a way that best serves the needs of their communities. Schools and principals are also critical partners in ensuring quality: principals and associate teachers contribute both to programme design and to the final assessment of each tauira | student teacher.

Cost of teacher education and perspectives on quality

Increasing numbers of tauira | student teachers report financial strain from course costs, as well as cost-of-living pressures. Our requirement that tauira | student teachers spend more time in classrooms while learning, limits their ability to undertake part-time work to support their study, and many must also meet the costs of travelling out of their region to attend placements. ITE enrolments have reduced overall which may affect the longer-term viability of some courses for some providers.

Concerns about the quality of newly-trained kaiako I teachers are not new. The Education Review Office (ERO) identified concerns about the quality of initial teacher education in 2017 (and earlier, i.e., prior to the updated ITE Requirements). We have recently partnered with ERO and are currently conducting research with them to assess whether the current ITE requirements better prepare new graduates for teaching (graduates of programmes under the new requirements are only just beginning to flow through the system). This will provide an important baseline measure.

Recruiting kaiako | teachers and education leaders from overseas is expensive and time consuming for applicants, kura, schools, and ECE services. New migrant kaiako | teachers also need support adjusting to our cultural and teaching environments. Recruitment of overseas students into ITE may provide a more secure pipeline in the longer term, and support the ongoing viability of ITE providers.

We are preparing a further briefing for you about ITE.

Leadership

Good leadership is critical to the success of the teaching workforce. There is a lack of skilled leaders willing to step up into deputy principal and principal roles which is partly due to a lack of leadership support and preparation.

Statutory requirement to provide leadership functions

Our legislation provides for the Council to undertake leadership functions with the specific approval of the Minister of Education. Our role is primarily system strategy and oversight and connection. One unique feature of our work is that it spans the whole profession, including ECE, primary and secondary sectors and is about growing leadership capability in every teacher, and education leader, regardless of role.

We work closely with the Ministry of Education and peak bodies so that our actions are complementary and together we are supporting a cohesive and connected approach to leadership learning.

Separate funding stream for leadership work

Funding for our work in this space is provided by the Ministry of Education rather than through kaiako | teacher fees and levy charges, as stipulated in legislation. Ongoing funding of \$500,000 per annum has been agreed. The current three-year funding agreement (which runs to September 2025) is to:

'ensure collective work takes place to guide leadership development decisions, building leadership capability, and growing leaders at all levels in the teaching sector'.

Our aim is to support all kaiako I teachers to develop their leadership capabilities, wherever they are in the system. This funding allows us to provide:

- Oversight of leadership learning: we have developed a learning and measurement framework to show progress over time and report on the status of leadership across our system; we will be able to identify gaps, learning and provide advice and recommendations to you
- Connection across the many deliverers of leadership learning to build systematic access and collective impact
- Rauhuia online offerings: including symposia, micro-credentials, and sharing research and practice to grow leadership capability, knowledge and connections.

Future legislative changes

As noted earlier, we are responsible for the Teaching Council Rules which govern our disciplinary and competence bodies and procedures. These were recently reviewed following changes to the primary legislation to improve the profession's disciplinary and competence processes.

In the process of amending the rules, further proposed changes to the primary legislation have been identified that would provide greater clarity and/or efficiency in the functions of the Teaching Council disciplinary and competence bodies.

We intend to seek an opportunity to progress these changes through the next up-coming legislative programme and are working with the Ministry of Education on these matters. We will provide you with a further briefing as this work progresses.

In closing, we note that we are currently preparing further briefings on:

- The details of our financial sustainability registration and certification charges (the fees and levy) and the options to fund teacher registration
- Improvement opportunities in ITE.

We would be happy to provide further information on any of the topics described above, or any other aspects of our work.



Appendix 1: Giving effect to our legislative responsibilities

Statutory Functions	Achieved through
(Education and Training Act 2020 s479)	
Establish and maintain standards for qualifications that lead to teacher registration	Implementation of the ITE Programme Approval, Monitoring and Review Requirements - published 2019
Conduct in conjunction with quality assurance agencies approvals of teacher education programmes	Support and monitor ITE programme approval processes
Establish and maintain criteria for teacher registration	Implementation and monitoring of processes outlined in Ngā Here mō te Rēhittatanga Kaiako mō Ngā Tiwhikete Mahi me te Waitohu Whāiti ki te Ako Requirements for Teacher Registration, Practising Certificates and Limited Authority to Teach - published 2020
Establish and maintain standards for ongoing practice	Development of Ngā Paerewa mō te Umanga Whakaakoranga Standards for the Teaching Profession in conjunction with the teaching profession- published 2017
Establish and maintain a code of conduct for teachers	Development of Ngā Tikanga Matatika mō te Haepapa Ngaiotanga Code of Professional Responsibility in conjunction with the teaching profession- published 2017
Perform the disciplinary functions relating to teacher misconduct and reports of teacher convictions	The Act establishes a Complaints Assessment Committee and Disciplinary Tribunal
	Teaching Council Rules 2016 describe members and processes. Staff provide guidance and support
Perform the functions relating to teacher competence	The Act establishes a Competence Authority
	Teaching Council Rules 2016 describe members and processes. Staff provide guidance and support
Coordinate a system providing for the vetting by the Police of all teachers	Memorandum of Understanding with NZ Police
To prosecute, as we consider appropriate, breaches of the Act relating to teacher registration, practising certificates, and limited authorities to teach	Through new powers established in changes to the Education and Training Act 2020 (in effect from 1 August 2022)
Provide leadership to the education profession	Developing a Leadership Space (Rauhuia), in partnership with the profession, to grow and support every kaiako teacher (in positional and non-positional leadership roles) to build the leadership capabilities needed to continually improve individual and collective teaching practice
Enhance the status of education leaders	Provide opportunities for education leaders to share expertise with the sector, and to support conduct and competence processes
Identifying and disseminating best practice in education leadership	Symposia series focusing on different topics, webinars and links to research and resource



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