

## Cabinet Paper material Proactive release

Minister & portfolio	Hon Erica Stanford, Minister of Education
Name of package	Providing clear direction to the Teaching Council through a Statement of Government Policy and policy decisions on initial teacher education
Date considered	2 December 2024
Date of release	11 February 2025

### These documents have been proactively released:

#### **Providing clear direction to the Teaching Council through a Statement of Government Policy and policy decisions on initial teacher education**

Date considered: 2 December 2024

Author: Office of the Ministry of Education

#### **Cabinet Business Committee Minute CBC-24-MIN-0120**

Date considered: 25 November 2024

Author: Committee Secretary

#### **Cabinet Minute CAB-24-MIN-0471**

Date considered: 2 December 2024

Author: Secretary for the Cabinet

### Material redacted

Some deletions have been made from the documents in line with withholding grounds under the Official Information Act 1982. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

The applicable withholding grounds under the Act are as follows:

- Section 9(2)(a) to protect the privacy of natural persons
- Section 9(2)(b)(ii) to protect the commercial position of the supplier of the information
- Section 9(2)(ba)(i) to protect information which is subject to an obligation of confidence where making the information available would likely prejudice the supply of similar information
- Section 9(2)(ba)(ii) to protect information which is subject to an obligation of confidence where making the information available would likely damage the public interest
- Section 9(2)(f)(iv) to protect the confidentiality of advice tendered by Ministers of the Crown and officials
- Section 9(2)(g)(i) to maintain the effective conduct of public affairs through the free and frank expression of opinion
- Section 9(2)(h) to maintain legal professional privilege
- Section 9(2)(j) to avoid prejudice to negotiations

Some deletions have been made from the documents as the information withheld does not fall within scope of the Minister's portfolio responsibilities, and is not relevant to the proactive release of

this material.

You can read the Official Information Act 1982 here:

<http://legislation.govt.nz/act/public/1982/0156/latest/DLM64785.html>

Proactively Released

**In Confidence**

Office of the Minister of Education

Cabinet Business Committee

**Providing clear direction to the Teaching Council through a Statement of Government Policy and policy decisions on initial teacher education**

**Proposal**

- 1 This paper seeks Cabinet’s agreement to:
  - 1.1 Progress a short-term package of legislative reforms to strengthen Government’s role in Initial Teacher Education (ITE) and seek approval to issue drafting instructions for this proposal. The proposals will be progressed in the Education and Training Amendment Bill (No 2) (the Bill), which is included in the 2024 Legislation Programme with a priority of Category 6 (drafting instructions issued by the end of 2024).
  - 1.2 Issue a Statement of Government Policy (SoGP) relating to key Teaching Council (the Council) workforce regulatory functions and note my commitment to issue a separate SoGP on ITE in 2025.

2 9(2)(f)(iv) [Redacted]

**Relation to Government priorities**

- 3 This paper advances my priority focus, as part of the education portfolio, to deliver a world-leading education system. To achieve this, I have set six education priorities [CAB-0204-MIN-0131 refers]. This paper delivers on Priority Four: Improved teacher training: Developing the Workforce of the future including leadership development pathways.

**Executive Summary**

- 4 I am improving teacher training and developing the workforce of the future by:
  - 4.1 progressing a package of legislative reforms to strengthen Government’s role in ITE through greater transparency and accountability over the Teaching Council;
  - 4.2 utilising existing system levers to provide clear direction and oversight including through issuing a Statement of Government Policy; and
  - 4.3 9(2)(f)(iv) [Redacted]

## Background

- 5 I am relentlessly focused on lifting student achievement and closing the equity gap. I am committed to reaching 80 percent of Year 8 students at or above the expected curriculum level for their age in reading, writing and maths by December 2030.
- 6 Quality teaching is the number one in-school factor influencing student outcomes. Therefore, it is critical that we attract, train, and retain great teachers and deliver high quality, consistent, training opportunities that set teachers up for success in the classroom or early learning setting, regardless of what ITE pathway they take.
- 7 I have previously briefed Cabinet [SOU-24-MIN-0071 refers] on my work programme to strengthen the quality of the teaching workforce. This paper supports all five focus areas of my work programme.

## The ITE system is not currently meeting my objectives

- 8 My key objectives for the ITE system are to increase the quality and consistency of ITE and increase Government's ability to influence outcomes in alignment with our broader education priorities.
- 9 I have previously briefed Cabinet on the challenges facing the ITE system. There is clear evidence of inconsistency in the quality of graduate outcomes and preparedness to teach, particularly in foundational skill areas such as maths and science<sup>1, 2, 3</sup> [SOU-24-MIN-0071 refers]. This variability indicates that ITE providers are not equipping many new teachers with the skills they need.
- 10 I want to ensure ITE graduates are gaining the right skills and knowledge to be well-prepared to teach in the classroom or early learning setting, and that the quality of ITE provision is consistent. An effective system would set clear and prescriptive standards and have a robust system of programme approval and monitoring. This would help to ensure what occurs in ITE is aligned with curricula, assessment and professional learning and development (PLD) priorities. The current system does not have this strong level of alignment, as the responsibility for ITE standard setting and approval sits independently of government with the Teaching Council, which is a body corporate established under the Education and Training Act 2020 (the Act).

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<sup>1</sup> Nearly half of Year 4 teachers were only moderately confident in teaching maths (Pāngarau Mathematics and Tauanga Statistics in Aotearoa New Zealand Royal Society (2021) Drawing on TIMSS data from 2019

<sup>2</sup> 60 percent of school principals report teachers are not prepared when they start teaching and despite being passionate, nearly half of new teachers report being underprepared. ERO's research found this is particularly relevant for university graduates, who reported being less prepared than graduates from non-university providers and that more time in the classroom (on placement) was associated with being better prepared (Ready, set, teach: How prepared and supported are new teachers? Education Review Office. April 2024).

<sup>3</sup> Many primary school teachers enter ITE with a poor understanding of maths and science from their own secondary learning (Fit for purpose: Teachers' own learning experiences and lessons about standardisation from the health sector. NZIER 2024).

**Broader workforce regulatory system settings also need to be strengthened**

11 I also previously outlined to Cabinet my broader concerns about workforce training and development and leadership pathways, including:

11.1 The highly variable quality of supervision of new teachers with no clear expectations for principals or schools to follow<sup>4</sup>.

11.2 The soft incentives for ongoing teacher development, such as PLD requirements for certification that are not specific or aligned with core teaching and learning priorities.

11.3 The lack of a coherent pathway and development support for aspiring principals despite the unique role, skills, knowledge and responsibilities of a principal above that of a teacher.

12 The Teaching Council has control of some of the key workforce regulatory levers in this space, including through standard setting for ongoing practice.

9(2)(f)(iv) [Redacted]

13 9(2)(f)(iv) [Redacted]

14 9(2)(f)(iv) [Redacted]

15 9(2)(f)(iv) [Redacted]

16 9(2)(f)(iv) [Redacted]

9(2)(f)(iv) [Redacted]

[Redacted]

[Redacted]

9(2)(f)(iv) [Redacted]

17 9(2)(f)(iv) [Redacted]

18 9(2)(f)(iv) [Redacted]

19 9(2)(f)(iv) [Redacted]  
[Redacted] I am making the decision to pause my previously proposed  
'lift and shift' 9(2)(f)(iv) [Redacted]  
[Redacted] while undertaking some interim measures to improve  
the oversight of ITE provision.

9(2)(f)(iv) [Redacted]

20 9(2)(f)(iv) [Redacted]

21 9(2)(f)(iv) [Redacted]

22 9(2)(f)(iv) [Redacted]

22.1 9(2)(f)(iv) [Redacted]

22.2 9(2)(f)(iv) [Redacted]

22.3 9(2)(f)(iv) [Redacted]

22.4 9(2)(f)(iv) [Redacted]

22.5 9(2)(f)(iv) [Redacted]

23 9(2)(f)(iv) [Redacted]

**I will progress a transparency and accountability package in the short-term**

24 9(2)(f)(iv) [Redacted]

25 The changes I am proposing will achieve greater Government influence in workforce regulation, including ITE, send a clear signal of my intent to increase the quality of teaching training for all teachers (including in early childhood education), 9(2)(f)(iv) [Redacted]. The package contains three elements outlined below.

*Creating an advisory role for the Secretary for Education in ITE*

26 I propose to create a new legislated advisory role for the Secretary for Education to the Teaching Council on ITE. This would require the Council to consult with the Secretary and have regard to their views. Specifically:

26.1 before changing the standards for qualifications that lead to teacher registration (ITE programme requirements); and

26.2 when conducting, in conjunction with quality assurance agencies, approvals of teacher education programmes.

27 How this role will be implemented in practice will be set out in an agreement between the Ministry and the Teaching Council.

28 The biggest shift this will deliver is in ITE approvals. This will give the Ministry a seat at the table on ITE approval and review panels to provide valuable input that supports decision-making. This change allows me to have greater influence in how the Teaching Council carries out its ITE-related functions in-line with my education system priorities. It will give me visibility over the quality of ITE programmes and the extent to which they are adapting to meet new priorities. It will ensure there is a system-level voice directly in ITE standard setting and approval processes. It will also give the Ministry greater visibility of the Teaching Council's operations. However, it retains a level of independence as the Council will make any final decisions about programme

approvals, working alongside the New Zealand Qualifications Authority (NZQA) and the Committee on University Academic Programmes (CUAP).

*Broaden consultation requirements on Teaching Council functions*

- 29 I also propose to change the Act to make consultation with me, as Minister, a requirement before the Teaching Council makes changes to standards for ongoing practice and criteria for the issuing of practising certificates of different kinds. Standards for ongoing practice refers to the Teaching Standards. Criteria for practicing certificates refers to conditions required to meet different types of practice e.g. provisional or full certification.
- 30 The Teaching Standards underpin some of the key elements of the regulatory system enabling quality teaching outcomes. Strong Teaching Standards strengthen the coherence and alignment of the whole workforce regulatory system. They are a critical lever to direct the focus of ITE programmes, and for registration, ongoing certification requirements and individual PLD focus areas such as structured literacy.
- 31 This proposal will align consultation requirements as the Act already requires consultation with me before changing the standards for qualifications that lead to teacher registration (ITE programme requirements) and before making changes to the criteria for teacher registration. This will support transparency and will ensure I can provide feedback and influence outcomes.

*Strengthen reporting on Statements of Government Policy (SoGPs)*

- 32 The Teaching Council is required to present to the House of Representatives an annual report on its operations under section 483. I propose to require the Council's annual report to include information on how it has given regard to any relevant Statements of Government Policy (SoGP).
- 33 Under section 482 of the Education and Training Act 2020 (the Act), I can issue a SoGP related to one or more of the Teaching Council's functions. When performing its functions, it must have regard to any relevant SoGP. The SoGP is a lever that has not been used by a Minister of Education before, but I intend to use this lever so that the Teaching Council is clear on my priorities (see below). My proposal will provide more transparency to both Government and the profession over the practical implementation of these SoGPs.

**I will utilise existing system levers to effect change immediately**

- 34 I recognise that legislative change takes time and that changes in ITE also take time to flow through to graduate outcomes and even longer to begin to have an impact on the quality of the overall workforce. That is why my changes in ITE are part of a broader suite of support I am rolling out to the existing workforce, including PLD and new curriculum resources. That is also why I am planning to utilise existing system levers to improve ITE outcomes.

1 *I am seeking agreement to issue a Statement of Government Policy (SoGP)*

- 35 As required under section 482 of the Act, I have consulted with the Council on the draft SoGP. The draft SoGP is at Annex 1. It focuses on three key areas:
- 35.1 *Teaching Standards*: The SoGP provides the Government's policy positions on a range of matters regarding expected teacher skills, knowledge and competencies as set out in the Teaching Standards.
  - 35.2 *Principal Standards*: The SoGP outlines the Government's view that there should be Principal Standards that reflect the unique role and additional skills, knowledge, and responsibilities of a principal above that of a teacher and that these will serve as criteria for a new principal practicing certificate.
  - 35.3 *Regulatory system settings for registration and certification to meet system needs*: The SoGP provides the Government's positions on:
    - 35.3.1 strengthening quality induction, mentoring, training and assessment for beginning teachers;
    - 35.3.2 strengthening system levers to determine if competency requirements are being met on an ongoing basis, including whether specific PLD should be required for re-certification (this is in line with my manifesto commitment to require specific PLD as part of recertification).
    - 35.3.3 introducing fit-for-purpose settings for relief teachers.
- 36 If Cabinet endorses the SoGP, I will have authority to make any final minor drafting amendments. Then it will be given in writing to the Teaching Council, published in the Gazette and presented to the House of Representatives, as required under the Act. I am working to have the SoGP finalised and approved by Cabinet and gazetted by 20 December prior to the Gazette closing for 2024. This will ensure the Government's policy positions are clearly communicated well before Term 1.

*I will better monitor support for new teachers through the Education Review Office*

- 37 I believe that the checks and balances to ensure that provisionally certified teachers are receiving sufficient support to transition to fully certified teachers could be strengthened. I have asked ERO to incorporate an assessment of the quality and effectiveness of the induction, mentoring and professional learning and development support for beginning teachers within its school and kura review programme from Term 1 2025. The results will be shared with the Professional Leader/Principal with regular reporting to the Teaching Council and me as Minister.

*I will make appointments to the Governing Council*

- 38 The Governing Council of the Teaching Council is due to be refreshed in June 2025. I have the power to appoint 6 of the 13 members of the Council with the rest being elected members. I am then able to appoint a Chair and Deputy Chair from the pool of appointed and elected members. I will be considering my appointments soon. I will bring my appointments through the Appointment and Honours Committee and see this as an opportunity for a reset.

*I will maintain high expectations for the Teaching Council*

- 39 The reforms above go part of the way to achieving my priorities, but leave the Council as an independent body. I have the power under Section 481 of the Act to commission an independent audit of the Council. While I am not planning to commission an audit currently, I will not hesitate to use this power if I feel the above levers and new legislative powers are not giving me the oversight and information I need to ensure ITE outcomes are being achieved.

### **Financial Implications**

- 40 The new Secretary's advisory role will likely have a small cost which I expect the Ministry of Education to meet within existing baselines.

### **Legislative Implications**

- 41 Legislative changes are required to implement these policies. The legislative package outlined will be progressed in the Education and Training Amendment Bill (No 2), which is part of this year's Legislation Programme with a priority of Category 6: drafting instructions issued before the end of 2024. The proposed legislation will bind the Crown.

### **Regulatory Impact Statement**

- 42 The Ministry of Education's Quality Assurance Panel has reviewed the Regulatory Impact Statement produced by the Ministry of Education and dated 21 November 2024. The panel considers that it meets the Quality Assurance criteria and provides analysis to support effective decision making on the proposals.

### **Treaty of Waitangi Implications**

- 43 As this proposal creates a larger role for central government in the Council's affairs, any input both the Secretary and I have on the teaching profession should take into account the views of Māori ITE, Kaupapa Māori and Māori medium providers.
- 44 The Secretary will be informed by Ka Hikitia - Ka Hāpaitia and Tau Mai Te Reo and I will be able to seek the advice of the Māori Education Ministerial Advisory Group to help ensure these changes support Te Tiriti and ākonga Māori success.
- 45 I recognise the influence a teacher can have on ākonga Māori, and this proposal will help create and train these influential teachers to drive better outcomes for ākonga Māori, regardless of what learning setting they are in.

### **Population Implications**

- 46 New Zealand has long-standing excellence and equity challenges to deliver education success for Māori, Pacific peoples, and those who are disabled, have learning difficulties or support needs, or are from low socio-economic

backgrounds. Coupled with wider actions across the education system, I expect that the work to increase the quality the teaching workforce will help to close gaps over time and benefit more students than the current approach.

### Human Rights

47 This proposal appears to be consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. A final determination of consistency will be possible when the Bill has been drafted.

### Consultation

48 The following agencies have been consulted and feedback incorporated where applicable: Treasury, the Department of Prime Minister and Cabinet, the Tertiary Education Commission, the Education Review Office, the Ministry of Social Development, the New Zealand Qualifications Authority, the Ministry for Pacific People and Te Puni Kōkiri. The Teaching Council has been consulted on the proposals relating to ETAB2 and the SoGP.

49 Information on external consultation processes undertaken for the legislative proposals and SoGP are outlined at Annex 2.

### Communications

50 I plan to Gazette the Statement of Government Policy before 20 December 2024 and to issue a press release about this Statement. I also intend to make public announcements about my policy decisions in ETAB2 at the appropriate time given these decisions differ to what I consulted the sector on.

### Proactive Release

51 I intend to proactively release this Cabinet paper subject to redactions as appropriate under the Official Information Act 1982.

### Recommendations

The Minister for Education recommends that the Committee:

1 9(2)(f)(iv) [Redacted]

2 9(2)(f)(iv) [Redacted]

3 9(2)(f)(iv) [Redacted]

4 **note** that I have decided to progress a transparency and accountability package for the Teaching Council in the short-term.

- 5 **agree** to amend the Education and Training Act through the Education and Training Amendment Bill No.2 to create:
- 5.1 a legislated advisory role for the Secretary for Education to require the Council to give regard to the Secretary's advice when it:
- 5.1.1 reviews and proposes any changes to standards for qualifications that lead to teacher registration; and
- 5.1.2 conducts, in conjunction with quality assurance agencies, approvals of teacher education programmes.
- 5.2 a requirement for the Council to consult with the Minister of Education before the Council makes changes to the standards for ongoing practice and criteria for the issuing of practicing certificates; and
- 5.3 a requirement for the Council's annual report to include information on how it gave regard to any relevant Statements of Government Policy;
- 6 **note** that these proposals will be given effect through a Bill with a priority of Category 6 on the 2024 Legislation Programme subject to confirmation.
- 7 **invite** the Minister of Education to issue drafting instructions to give effect to the decisions in these recommendations.
- 8 **authorise** the Minister of Education to make decisions on any issues of detail that may arise during the drafting process without further reference to Cabinet, subject to the decisions being consistent with the policy decisions in this paper.
- 9 **note** that how the Bill is drafted is subject to Parliamentary Counsel's discretion as to how best to express these policy decisions in legislation.
- 10 **agree** that I issue a Statement of Government Policy to the Teaching Council as outlined at Annex 1, subject to any minor drafting amendments.
- 11 **note** I intend to Gazette the Statement of Government Policy by the end of the year and make public announcements regarding the ETAB2 proposals at the appropriate time.

Authorised for lodgement  
Hon Erica Stanford  
Minister of Education

## **Annex 1 – Statement of Government Policy to the Teaching Council of Aotearoa New Zealand**

2 Pursuant to section 482(1) of the Education and Training Act 2020 (the Act), I hereby issue to the Teaching Council of Aotearoa (the Council) the following Statement of Government Policy in relation to its functions under section 479(1). Section 482(5) provides that the Council is required to ‘have regard to’ this Statement of Government Policy.

3 I have consulted with the Council prior to issuing this Statement as required under section 482(2).

### **4 Delivering a world-leading education system**

5 The Coalition Government is putting ambition, achievement and outcomes at the heart of the education system so that every child can achieve to the best of their ability and gain skills and qualifications to support them into further study and employment.

6 We recognise that fundamental changes are required to turn around declining achievement statistics. To achieve this, we have set six education priorities:

1. **Clearer curriculum:** Establishing a knowledge-rich curriculum grounded in the science of learning.
2. **Better approach to literacy and numeracy:** Implementing evidence-based instruction in early literacy and mathematics.
3. **Smarter assessment and reporting:** Implementing consistent modes of monitoring student progress and achievement.
4. **Improved teacher training:** Developing the workforce of the future, including leadership development pathways.
5. **Stronger learning support:** Targeting effective learning support interventions for students with additional needs.
6. **Greater use of data:** Using data and evidence to drive consistent improvement in achievement.

7 We have set the ambitious target of reaching 80 per cent of Year 8 students achieving at or above the expected curriculum level for their age in reading, writing and maths by December 2030. These priorities are focused on lifting achievement and meeting this important target. These priorities are inclusive of those students learning through te reo Māori, so that they achieve at or above the expected curriculum level for their age in pānui, tuhituhi and pāngarau.

### **8 Improving teacher training, including leadership development pathways – Priority Four**

9 The quality of teaching is the most important in-school factor influencing educational outcomes. We need to enable teachers to excel, consistently, in their practice, and to be supported to succeed. Our current settings do not provide the right level of specificity in expectations for teachers and leaders about the key components of highly effective teaching and learning, nor do they deliver consistent pre-and in-service training and development, or provide sufficient ongoing regulatory oversight of quality teaching.

10 Recent research highlights the variability in competence and confidence in classroom practice, pedagogy and content knowledge of new teachers<sup>7</sup>. This aligns with recent concerning data and evidence about student achievement, but also impacts on workforce retention and teacher supply.

11 Our vision is to raise the quality and status of the teaching profession, attract and retain great teachers to address teacher supply issues and support all students to achieve success.

12 One of the ways we will do this is through the provision of high-quality training opportunities that consistently set teachers up to excel in the classroom, no matter where they train, what type of programme pathway they choose, or what school they end up working in as a provisionally or fully certificated teacher.

13 The Government has committed to a work programme to develop the teaching workforce of the future with five focus areas:

- a) Improve the quality and reduce variability in Initial Teacher Education.
- b) Deliver more accessible, quality, work-integrated learning opportunities in Initial Teacher Education.
- c) Improve the initial training pathway from Initial Teacher Education to full certification status.
- d) Support ongoing professional learning and career development.
- e) Develop more strategic and proactive ways to support the principal pathway.

14 Attraction and retention of quality teachers underpins all five priorities.

15 The Teaching Council currently has legislative responsibility for functions directly related to aspects of each of these priorities. To help deliver on its education priorities, this Statement focuses specifically on what the Government considers important in the Teaching Standards, Principal Standards, and ongoing regulatory oversight to meet system needs.

16 The Teaching Council also has legislative responsibility for functions related to initial teacher education (ITE). I intend to issue a separate SoGP relating to ITE in early 2025.

## **1 What we want from the Standards for the Teaching Profession | Ngā Paerewa (Teaching Standards)**

The Teaching Standards underpin some of the key elements of the regulatory system enabling quality teaching outcomes. They are a critical lever to direct the focus of Initial Teacher Education (ITE) programmes, registration, and ongoing certification requirements and professional learning and development focus areas.

The Government wants to strengthen ITE to ensure the system consistently delivers confident, capable graduates into the workplace and sets teachers up for success early in their careers.

The Government considers this can be achieved through Teaching Standards that better align to our education priorities, as reflected in the eight policy priorities outlined below.

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<sup>7</sup> Ready, set, teach: How prepared and supported are new teachers? Education Review Office. April 2024.  
Fit for purpose: Teachers' own learning experiences and lessons about standardisation from the health sector. NZIER (2024).  
Pāngarau Mathematics and Tauanga Statistics in Aotearoa New Zealand Royal Society (2021)

The Government acknowledges that in having regard to this Statement, the Teaching Council will need to ensure that the Teaching Standards remain appropriate for newly certificated and overseas teachers who will be required to meet the Teaching Standards with support. This recognises that these teachers have not yet had the opportunity to demonstrate they can independently meet the Teaching Standards.

The Government notes that the current Teaching Standards are applicable to all teachers across the early learning and schooling sectors. In any new or revised standards, the Government acknowledges that the Teaching Standards will need to remain responsive to the needs of teachers across all settings. This may be through clear and distinct callouts within the Teaching Standards where elements apply specifically to certain sectors, for example, the requirements of curricula and curriculum frameworks in early learning and compulsory schooling.

The Government also acknowledges that the Teaching Standards sit alongside the Code of Professional Responsibility (Our Code, Our Standards). Although this Statement does not directly cover the Code, it recognises that the two documents complement each other and that any changes to the Teaching Standards may need to be reflected in the Code.

## **Policy Priorities**

### *Curriculum*

Aligning the Teaching Standards with the Government's priorities for curriculum will set clear expectations for effective teaching and give consistent direction to the sector regardless of what setting someone teaches in.

The Government's view is this is best achieved by:

- placing strong emphasis on the importance of the national curricula<sup>8</sup> for teachers (where applicable<sup>9</sup>) as a foundational part of our education system;
- being clear about the responsibility of teachers to have a deep understanding of, and subject knowledge mastery in, the learning areas set out in the national curricula for schooling, and the ability to teach the relevant curriculum effectively in a way that supports every learner to succeed; and
- being clear about the responsibility of early learning teachers to understand and be able to effectively implement Te Whāriki - the curriculum framework for early childhood education

### *Pedagogy and Science of Learning*

The Government is establishing a knowledge-rich curriculum for the schooling sector that is grounded in the science of learning. The updated curriculum will set out what to teach during each year of schooling (from years 0-13) and the evidence-based teaching and assessment practices to use to make sure every child develops the knowledge, skills, and competencies they need to progress and succeed.

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<sup>8</sup> National Curricula refers to national curriculum statements and foundation curriculum policy statements issued under section 90 of the Act, which make up the New Zealand Curriculum and Te Marautanga o Aotearoa and the curriculum framework for early childhood education refers to Te Whāriki as the early childhood curriculum under section 23 of the Act.

<sup>9</sup> This recognises that some schools are not required to follow the New Zealand Curriculum or Te Marautanga o Aotearoa. For example, Charter schools and Private schools are required to develop and deliver a curriculum for teaching, learning and assessment that has regard to any statement of national education and learning priorities, and that meets tuition standards at least equivalent to those at State schools of the same year level.

The Government's view is this focus is best achieved by:

- reflecting the expectations set out in the national curricula and underpinned by robust evidence and the science of learning - this will enable teachers to focus on designing creative and engaging teaching and learning activities to bring the curriculum to life through rich contextualisation to learners' culture, backgrounds and interests;
- reflecting the importance of adaptive teaching to ensure that learning is designed in response to individual learner needs;
- reflecting the need for explicit and structured instruction to provide effective support for learners, particularly those who may be struggling - specific practices should also be used to challenge and deepen learning for all students, including gifted and highly proficient students; and
- for early learning, reflecting that the practice of teaching is in line with the expectations set out in the curriculum framework for early childhood education, including numeracy, literacy and important socio-emotional skills.

*Literacy and mathematics | te reo matatini and pāngarau*

To set teachers up to deliver the curriculum priorities outlined above, it is the Government's view that the Teaching Standards should emphasise literacy and mathematics and te reo matatini and pāngarau requirements.

The Government's view is this is best achieved by:

- focusing on core knowledge requirements in these areas for appropriate teachers;
- including a clear ongoing shared responsibility and commitment for all teachers to promote high standards of student capability, proficiency, and accuracy in literacy and mathematics, or pāngarau and te reo matatini, throughout their schooling journey whatever the teacher's specialist subject or learning level taught; and
- focusing on oral language and literacy, mathematics and social and emotional learning for early learning teachers.

*Teaching for diverse learning needs*

The Government recognises that children and young people have diverse learning needs. It has a priority focus on better responding to the needs of all learners and their whānau to ensure all students can progress and succeed and expects the Teaching Standards to reflect this focus.

The Government's view is this is best achieved by:

- reflecting an understanding of learners with learning support needs, including disabilities, and neuro-diverse learners, and being able to teach these learners effectively and appropriately;
- focusing on learners with high ability and an ability to use and evaluate distinct teaching approaches to engage and support them;
- reflecting an understanding of how to establish learning environments that support different physical, social and intellectual development needs; and

- reflecting an understanding of appropriate use of responsive and trauma informed teaching practices.

#### *Behaviour and the learning environment*

The Government considers that the Teaching Standards should reflect a clear focus on responding to behaviour effectively and supporting a positive learning environment.

The Government's view is this is best achieved by:

- having clear rules and routines for behaviour in the classroom or learning environment and taking responsibility for promoting positive behaviour;
- setting high expectations for positive behaviour and establishing a framework for effectively responding to challenging behaviour with a range of strategies, including preventative and restorative approaches that are appropriate to individual needs; and
- maintaining positive and respectful relationships with learners and their whānau, exercising appropriate authority and acting decisively where necessary.

#### *Te Tiriti o Waitangi*

The Government is committed to giving effect to Te Tiriti o Waitangi. The Government considers that having high aspirations for all learners and delivering equitable progress and achievement outcomes for Māori students, should be a priority for all teachers that is reflected in the Teaching Standards.

The Government's view is this is best achieved by:

- including a commitment to te reo Māori and tikanga Māori, as part of teachers' commitment to achieving equitable educational outcomes for Māori. This may be demonstrated through a focus on:
  - having an appropriate level of proficiency of and pronunciation in te reo Māori, and common words and phrases that are suited to the relevant classroom or early learning environment, and
  - having an appropriate level of knowledge of tikanga Māori to support positive engagement with Māori learners and their whānau and communities, including engaging in local and national cultural events, for example Matariki.

#### *Assessment and Aromatawai*

The Government believes that assessment for learning and aromatawai are vital to quality teaching and monitoring progress.

The Government's view is this is best achieved by:

- reflecting a focus on effective and regular use of high-quality assessment and aromatawai practices in alignment with required tools and relevant expectations set out in the national curricula – this includes both formative and summative forms of assessment and aromatawai;
- effective use of formative and summative student assessment data to support the consistent measurement of student progress and achievement outcomes;

- reflective teaching practice that responds to trends and features of student achievement data to support teaching practice;
- enabling teachers to be able to effectively utilise standardised assessment and aromatawai tools, resources, data and analysis, relevant to the age group they teach to;
  - regularly set and monitor student learning goals,
  - analyse and monitor the effectiveness of teaching programmes, including to identify students who need additional support, and/or extend highly proficient students by deepening and broadening their knowledge – with an aim to accelerate progress, and,
  - report to parents and whānau on student progress, strengths, and areas for development.

#### *Relationships – professional and student*

The Government considers relationships as critical to quality teaching and successful student outcomes.

The Government's view is that this is best achieved by:

- building professional and collaborative relationships with leaders, colleagues, staff and other professionals, for example with agencies and community groups where required to effectively meet the needs of students; and
- building positive relationships with students and their parents and whānau with a focus on learning and engagement, including, as outlined above, effective use of assessment to provide high quality reporting to parents and whānau.

## **2 What we want from Professional Standards for Principals (Principal Standards)**

The Government has a vision for a high-quality and effective leadership system across all stages of the principal pathway. It is undertaking a work programme to achieve this vision with an initial focus on aspiring principals.

To support this vision, it is the Government's view that professional standards, that are used for the purpose of certification or registration for principals, are appropriate.

The Government's view is this is best achieved by developing Principal Standards that reflect the unique role and additional skills, knowledge, and responsibilities of a principal above that of a teacher. It is important this includes a focus on both the leadership and operational elements of the role, including:

- professional leadership, including of the curriculum to deliver effective teaching and learning;
- raising achievement, for all learners, including in bicultural, Māori medium, and Kaupapa Māori settings
- organisational responsibilities, including management systems and data analysis, finance, employment, health and safety, and strategic planning and reporting,

- relationships and networks, including managing teachers and other staff, promoting and supporting ongoing staff development, with other agencies, and with parents and the wider community.

In alignment with the Teaching Standards, the Government's view is that giving effect to Te Tiriti o Waitangi would be best achieved through a focus on achieving equitable progress and achievement outcomes for Māori.

The Government is aware that there are existing 'Standards for Principals' that are set out in the relevant collective agreements, and any new Principal Standards, if developed, should avoid contradiction with other guidance principals are subject to. The Government therefore supports heavily drawing from existing professional standards included in collective agreements as the basis for any new Principal Standards.

### **3 What we want from the Teaching Council's broader regulatory levers to meet system needs**

4 The Government considers that any newly developed Teaching and Principal Standards will be more effective if appropriate regulatory oversights and supports are in place.

5 The Government recognises that strengthening or increasing requirements and processes for certification and registration requires availability of resources such as PLD and increased monitoring, and that the Teaching Council does not have access to all of the levers required to do this work. The Teaching Council holds a key regulatory lever in ongoing quality teaching, training and development once teachers are in the workforce through its requirements for registration and certification. The Government is committed to working with the Council to deliver stronger regulatory system settings.

6 The Government considers it will be important to consider any potential impacts of new standards and any strengthened regulatory settings on those who seek employment as a teacher in New Zealand through all avenues including overseas teachers and those on a Limited Authority to Teach.

#### *7 Provisional to full certification*

8 It is the Government's position that the transition from provisional to full certification could be strengthened to address the current inconsistency of support and mentoring experienced by beginning teachers, and this could be best achieved by:

- a) Considering requirements for quality induction, mentoring, and training, including a consistent assessment to determine if a teacher proceeds from provisional to full certification status.

8.1 Any new requirements would need to be developed in consultation with the profession, and the Ministry of Education, to ensure these requirements are fit for purpose and feasible to implement, taking into account system resource constraints.

#### *9 Ongoing competency requirements*

10 It is the Government's position that ongoing oversight of the teaching workforce could be strengthened, and this could be best achieved by:

- a) Considering strengthened system levers to determine if competency requirements are being met on an ongoing and consistent basis, recognising that the current system relies mostly on judgement by teachers' professional leaders.

- b) Considering whether specific PLD should be required for re-certification, beginning with early literacy and mathematics in line with the Government's curriculum priorities.

*11 Relief teacher registration requirements*

12 It is the Government's view that more fit-for-purpose regulatory settings for relief teachers could help to alleviate current supply pressures facing the workforce and this could be best achieved by:

- a) Considering alternative registration and certification requirements for relief teachers with the aim of improving flexibility and addressing relief teacher supply challenges.

This could include creating a specific relief teacher practicing certificate category or scope of practice with more relevant requirements than a full practicing certificate, with appropriate limitations.

Proactively Released

## Annex 2 – Consultation overview

### *Consultation on legislative proposals*

1. Targeted consultation was completed on a proposal to shift ITE standard setting and approval functions from the Teaching Council to the Secretary for Education. A mix of ITE providers and those with links to ITE were consulted. Some groups agreed with concerns about the quality of ITE, including misalignment between the skills and knowledge expected of new graduates, and the outcomes of ITE programmes.
2. Concerns about the proposed 'lift and shift' included the potential politicisation of ITE and precedent it sets for other tertiary sectors, the loss of 'teaching as a profession' the potential impact of future supply, loss of sector voice and input, and the capability and capacity of the Ministry to undertake ITE functions.
3. Consultation was not specifically completed on the proposals in this paper. However, creating an advisory role for the Secretary was raised by a number of groups through the original consultation as an alternative option. The public and the sector will have a chance to comment on this specific package of proposals during the Select Committee process.
4. The Ministry reached out to 9(2)(ba)(i) [REDACTED] as part of the engagement on this proposal. They provided limited feedback. 9(2)(g)(i) [REDACTED]

### *Statement of Government Policy consultation*

5. The Teaching Council are important partners in the delivery of my work programme and this direction. As required under Section 482 of the Education and Training Act, I have consulted the Teaching Council on the Statement of Government Policy. Officials worked closely with the Council to incorporate their useful feedback, and the Council does not have any concerns about the Government policy intentions in the Statement.
6. As this is the first time that this section of the Act has been used, I chose to undertake an additional short period of sector consultation, requesting feedback and support from individuals and groups of sector experts with relevant expertise in teacher education, Teaching Standards, professional development, and regulation of the profession. The SoGP has been updated to reflect the extensive feedback that was received during the sector expert consultation. I also understand that the Teaching Council shared an in-confidence version with NZEI Te Riu Roa and the Post Primary Teachers Association (PPTA) in developing their formal response.
7. I acknowledge that the wider sector has not been consulted on the SoGP, though the Teaching Council is likely to consult the teaching profession and other key stakeholders, on the matters outlined in the SoGP as they progress them through their work programme. There are changes required with urgency, and I consider issuing the Statement now following my targeted engagement with sector experts is the right thing to do, rather than undertake further lengthy and broad consultation. The Statement sets clear policy for the Council and

focuses their efforts on improving the system to get better outcomes for students as soon as possible.

Proactively Released

# Regulatory Impact Statement: Improving accountability and transparency for standard setting and approval functions for initial teacher education

## Coversheet

Purpose of Document	
Decision sought:	Final Cabinet Decisions
Advising agencies:	Ministry of Education
Proposing Ministers:	Hon Erica Stanford, Minister for Education
Date finalised:	21 November 2024
Problem Definition	
<p>Standard setting and quality assurance of initial teacher education (ITE) provides assurance that all teachers are gaining the knowledge and skills that they need to be effective, with downstream benefits for learners. Where beginning teachers lack competence and confidence, learners suffer, and additional support from other teachers, school systems and government provision of professional learning and development is required to bring them to the expected standard.</p> <p>Evidence from a range of different sources shows there is inconsistency in the quality of graduate outcomes and does not set them up to be confident and competent in classroom and early learning service practice, pedagogy and content. This variability indicates that ITE providers are not equipping many new teachers with the skills they need, and that standard setting and quality assurance of ITE is not achieving its objective of producing graduate teachers that are well prepared to operate effectively in classrooms and early learning services as new teachers (with appropriate support).</p> <p>Currently, government’s visibility of quality assurance of ITE practice is mediated through the Teaching Council. While this is deliberate and by design, it means the government has no single point of oversight of the whole system from pre-service training through to ongoing professional development. The government has limited levers to provide guidance to tertiary providers in determining what new teachers should learn in their ITE studies to meet government expectations for the skills and knowledge of a new teacher.</p> <p>This means expectations in ITE are not able to be aligned by the Minister with expectations for delivering in the workplace (schools and early learning settings). The Minister may issue a Statement of Government Policy to set their expectations, about the</p>	

Teaching Council's performance of their functions, but cannot direct the Council on standard setting, quality assurance and approvals of ITE.

## Executive Summary

### Background

To become a registered and certificated teacher in New Zealand, students must enrol in and complete an approved initial teacher education (ITE) programme. The Teaching Council of Aotearoa New Zealand (the Council) is an independent professional and regulatory body for teachers in New Zealand. It is primarily funded through fees and levies and is responsible for a range of functions related to the teaching profession, including setting the standards for and approving ITE programmes leading to teacher registration.<sup>1</sup> The New Zealand Qualifications Authority (NZQA) and, for universities, the New Zealand Vice Chancellors Committee (NZVCC - also known as Universities New Zealand) have responsibilities for qualification listing, programme approvals, and accreditation and quality assurance of university ITE providers.

The Teaching Council is an independent statutory body and the Minister of Education is unable to direct the actions of the Council.

### Objectives and options considered

The ultimate objective is to develop consistently high-quality ITE graduates who are well prepared to teach. To support ITE graduate preparedness, the Minister is seeking to align ITE settings with Government education policy direction and targets. This needs to be balanced with maintaining a functioning and effective teacher regulatory system and upholding the status of the teaching profession.

Four options are considered:

- Option one: The counterfactual (*no changes are made*)
- Option two: Issuing a Statement of Government Policy (SoGP) (*non-legislative change*)
- Option three: The Secretary for Education takes over responsibility for standard setting and quality assurance of ITE (*legislative change*)
- Option four: Strengthening transparency and accountability over the Teaching Council's ITE functions (*legislative change*)

9(2)(g)(i)

Our preferred option is option 4 – to strengthen accountability and transparency over the Teaching Council's ITE functions through:

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<sup>1</sup> Note that this RIS does not consider the Teaching Council and NZQA process in assessing overseas trained teachers for certification and registration.

- giving the Secretary for Education a legislated advisory role in ITE standard setting, reviews and approvals,
- broadening the Council's consultation requirements under the Education and Training Act 2020 (the Act) to include consulting the Minister before making changes to standards for ongoing practice and criteria for the issuing of practicing certificates, and
- requiring the Council to report on SoGPs through their annual report.

Option 4 best meets the objectives of ensuring consistent, competent, high-quality graduates, and aligns ITE settings with government education policy direction and targets, while using existing system processes and capacity. It also maintains the Council's independence.

### *Risks*

The risks with this option include:

- Impact of increased accountability on the Council's independence. The Teaching Council is an independent statutory body, and increased accountability will increase government and Ministerial influence. Implementation will consider how we ensure there are clear roles and responsibilities for the Secretary and the Council.
- Potential sector opposition. Evidence shows change is most successful when parties buy-in to the change process. Consideration will be given to how we reassure the sector that Government involvement will not inappropriately affect the standard setting process or compromise the profession's expertise.

## **Limitations and Constraints on Analysis**

There were three constraints on our analysis:

### **Scope**

The Minister limited consultation to shifting responsibilities for ITE standard setting and approvals from the Teaching Council to the Secretary for Education.

Following targeted consultation, the Minister of Education directed work on a legislative option that strengthens accountability and transparency in the standard setting and approval functions of ITE, 9(2)(f)(iv)

### **Limited public consultation**

The initial commissioning and tight timeframes limited consultation and we prioritised engaging with the ITE sector due to the direct impacts. This may have skewed feedback. ITE graduates, new teachers, learners, parents and whānau were not consulted. While we invited Māori and iwi representatives to provide written feedback

on the proposal, most did not respond. This may have been in part due to the limited timeframes and does not indicate either concern or support.

While this timing meant we were unable to consult on the option to strengthen transparency and accountability, elements of this approach were raised as alternatives by some stakeholders.

### **Limited evidence**

ITE standard setting approval functions for ITE will impact on all sectors and settings, including early learning settings, Kaupapa Māori and Māori medium settings, Pacific immersion and bilingual language settings, and English medium. However, the evidence on the preparedness of ITE graduates is focused on English medium settings, and the schooling sector. To mitigate risks, we intend to consult with representatives from all education settings to identify the impacts across learning environments as this approach is implemented.

The Council updated their ITE Programme Approval, Monitoring and Review Requirements in 2019, and all programmes were approved under these new requirements by 2022.<sup>2</sup> There has not, therefore, been enough time to see the impact of these updated requirements on the next cohort of student teachers. Most of the available evidence, including the 2024 Education Review Office (ERO) report, *Ready, set, teach: How prepared are our new teachers?*, includes new teachers who graduated under the previous ITE programme requirements. Despite this, we have been able to identify useful evidence and insights into the preparedness of ITE graduates in New Zealand that has informed this analysis.

### **Responsible Manager(s) (completed by relevant manager)**



*Alanna Sullivan-Vaughan*  
*Acting General Manager, Schools Policy*  
*Te Pou Kaupapahere*  
*Ministry of Education*

*21 November 2024*

<sup>2</sup> <https://teachingcouncil.nz/assets/Files/ITE/ITE-Programme-Approval-Monitoring-and-Review-Requirements.pdf>

Quality Assurance	
Reviewing Agency:	Ministry of Education
Panel Assessment & Comment:	The Ministry of Education's Quality Assurance Panel has reviewed the Regulatory Impact Statement produced by the Ministry of Education and dated 21 November 2024. The panel considers that it meets the Quality Assurance criteria and provides analysis to support effective decision making on the proposals.

## Section 1: Diagnosing the policy problem

**What is the context behind the policy problem and how is the status quo expected to develop?**

### Current pathways to becoming a teacher

1. We know that teachers have a strong influence on the educational success of all learners, including ākonga Māori.<sup>3</sup> ITE therefore has an important role in preparing and supporting all teachers to work in a way that uses effective teaching practices, has high expectations for all learners' achievement, and supports all learners to thrive in culturally responsive ways.<sup>4</sup>
2. To become a registered and certificated teacher in New Zealand, students must enrol in and complete an approved initial teacher education (ITE) programme. To qualify as an early childhood education (ECE) or primary teacher, it usually takes three years' full-time study through a Bachelor's degree. Graduate and postgraduate qualifications are the main pathways for secondary teachers or career changers.<sup>5</sup> Graduate Diploma, Postgraduate Diploma and Master's degree programmes are typically, depending on prior study, one- or two-years full-time study and are for people who have already completed an undergraduate degree.

<sup>3</sup> Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration (2003); Mana Mokopuna | Children & Young People's Commission, "Without racism Aotearoa would be better: Mokopuna share their experiences of racism and solutions to end it" (March 2024) [Mana Mokopuna Without racism Aotearoa would be better Digital.pdf](#)

<sup>4</sup> Hana Turner-Adams, Christine M Rubie-Davies, Melinda Webber, *High achieving Māori students' perceptions of their best and worst teachers*, *Mai Journal: A New Zealand Journal of Indigenous Scholarship* (December 2023): [Turner-Adams FNL-webready.pdf \(mai.ac.nz\)](#); Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration (2003)

<sup>5</sup> Education Counts, Initial teacher education statistics (August 2024), [11 - Initial teacher education statistics | Education Counts](#)

3. Ministry data shows most ITE students in primary and secondary teaching are studying at universities.<sup>6</sup> In contrast, in the ECE sector, private training establishments (PTEs) had the largest proportion of first-time students in 2023 (65 percent), followed by Te Pūkenga (18 percent) and universities (16 percent). Not all teaching staff in early learning settings are required to be certificated teachers.<sup>7</sup>
4. In 2024, there are 25 approved ITE providers, and a total of 87 approved ITE programmes that lead to a teaching qualification.<sup>8</sup> Providers deliver multiple programmes across sectors and levels resulting in significantly more programmes than providers. ITE providers consist of:
  - a. 7 Universities
  - b. 8 Institutes of Technology and Polytechnics (ITP) (currently part of Te Pūkenga);
  - c. 3 Wānanga;
  - d. 7 Private Training Establishments (PTEs)
5. The ITE programmes listed on the Ministry' programme finder tool are split between the following sectors:
  - a. 33 Early Childhood Education (ECE);
  - b. 39 Primary;
  - c. 23 Secondary.
6. There are 76 English medium and 19 Māori medium programmes that lead to teacher registration.<sup>9</sup>
7. In 2023 of the approximately 7,505 people enrolled in ITE qualifications,<sup>10</sup> there were 3,330 domestic students completing an ITE qualification for the first time.<sup>11</sup> For context, in 2023 there were approximately 74,000 teachers in the workforce.<sup>12</sup>
8. Upon graduating, graduates apply for a Tōmua | Provisional Practising Certificate through Teaching Council of Aotearoa New Zealand (the Council) and apply for teaching roles. New teachers are required to meet the same professional standards as experienced teachers, but with an expectation that they have support until fully certificated.<sup>13</sup> A Provisional Practising Certificate is valid for five years and it is expected that beginning

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<sup>6</sup> In 2023, 76 percent of primary sector students and 82 percent of secondary sector students were studying at universities.

<sup>7</sup> The 2023 ECE Census showed that the proportion of ECE teaching staff that were qualified was 69 percent. To be qualified, teaching staff must hold a recognised ECE or Primary teaching qualification that leads to registration with the Teaching Council. This figure includes ECE teachers and home-based coordinators only. See: [https://www.educationcounts.govt.nz/data/assets/pdf\\_file/0006/243780/ECE-Census-2023-Teaching-Staff-Fact-Sheet.pdf](https://www.educationcounts.govt.nz/data/assets/pdf_file/0006/243780/ECE-Census-2023-Teaching-Staff-Fact-Sheet.pdf).

<sup>8</sup> Teaching Council data. This number is slightly lower than the 95 programmes listed on the Ministry of Education programme finder tool as it only includes approved programmes currently taking intake in 2024. Some programmes also have multiple streams e.g. Early Learning, Primary and Secondary but are approved as one single programme by the Council.

<sup>9</sup> Ministry of Education programme finder tool, [Microsoft Power BI](#)

<sup>10</sup> In 2021 there were around 10,000 people enrolled in ITE qualifications dropping to approximately 8,500 in 2022 (these are similar to levels between 2016-2020).

<sup>11</sup> A decrease from 3,435 in 2022 (a decrease of 3.1 percent or 105 graduates).

<sup>12</sup> Education Counts, *Teacher numbers* (June 2024), [Teacher numbers | Education Counts](#)

<sup>13</sup> Overseas trained teachers working in New Zealand for the first time are also issued with a provisional teaching certificate but are expected to undergo induction and mentoring for one year only before becoming fully certificated.

teachers will undergo a period of induction and mentoring for two years before moving to full certification.<sup>14</sup>

### **The Teaching Council sets standards for and provides quality assurance for ITE programmes in conjunction with NZQA and Universities New Zealand**

9. The Council is an independent professional and regulatory body for teachers in New Zealand, established by and regulated under the Education and Training Act 2020.<sup>15</sup> It is primarily funded through fees and levies (see Annex 1 for details).
10. A core function of the Council is to set the standards for, and approve, ITE programmes that lead to teacher registration.<sup>16</sup> These standards guide the provision of teacher education by tertiary providers, influencing the design of programmes and assessment, including minimum periods of professional experience placement (practicum) learning in a school/kura/centre environment. In 2019, the Council issued revised ITE Programme Approval Requirements, and all programmes were assessed against these new requirements in 2022. This means we currently have a mix of graduates from programmes approved under the Council's previous and new ITE programme requirements.
11. The objective of the Council's programme approval requirements is that ITE programmes are "designed and delivered to ensure that graduates can demonstrate that they meet the Standards (in a supported environment)."<sup>17</sup> ITE graduates are not expected to have reached the level of capability of fully registered teachers, but they should have the baseline skills and knowledge to effectively teach with appropriate support.
12. The New Zealand Qualifications Authority (NZQA) and, for universities, the New Zealand Vice Chancellors Committee (NZVCC - also known as Universities New Zealand) have responsibilities for qualification listing, programme approvals, accreditation of providers, as well as quality assuring providers. Note that the Committee on University Academic Programmes (CUAP) is set up by NZVCC to conduct university programme approval and accreditation.

#### *The Teaching Council has enhanced their approach to monitoring ITE programmes*

13. The Council has an accreditation role in approving ITE programmes against the ITE standards, and accreditation recurs every three years. The Council has, therefore, moved into an operational role of ongoing monitoring. This is in recognition of the need to have

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<sup>14</sup> [Applying for a Tōmua | Provisional Practising Certificate :: Teaching Council of Aotearoa New Zealand](#)

<sup>15</sup> Under the Education and Training Act 2020, the Teaching Council is responsible for:

- a. 479(1)(g) to establish and maintain standards for qualifications that lead to teacher registration;
- b. 479(1)(h) to review, at any time, the standards for qualifications established under paragraph (g) and, after consulting the Minister,—
  - i. vary, delete, or replace 1 or more of the standards; or
  - ii. add 1 or more standards; or
  - iii. delete all of the standards and substitute new standards.
- c. 479(1)(i) to conduct, in conjunction with quality assurance agencies, approvals of teacher education programmes.

<sup>16</sup> As of 1 January 2022, all programmes meet the requirements of the new 2019 ITE Programme Approval Monitoring and Review Requirements.

<sup>17</sup> Teaching Council of Aotearoa New Zealand ITE Programme Approval, Monitoring and Review Requirements (April 2019) [ITE-Programme-Requirements-Policy.pdf \(teachingcouncil.nz\)](#)

greater oversight of ITE outcomes beyond initial programme approval, despite programme monitoring not being a specific and separate legislated function of the Council.

14. The Teaching Council recently introduced a new policy for the review and monitoring of ITE providers, to ensure their programmes are continuing to meet the standards. The Council sees this as part of their statutory role for programme approval, regarding approval as an ongoing process of ensuring effectiveness, rather than a one-off event. ITE providers must undertake self-reviews of their programmes and participate and co-operate in programme reviews (similar to NZQA's ongoing self-assessment processes). Providers must also participate and co-operate in external monitoring. The first national moderation event occurred in 2024.
15. Providers must provide relevant information, when reasonably requested by the Council, though the Council is attempting to align information requirements with that of NZQA and CUAP to minimise the administrative burden for providers.<sup>18</sup> In August this year, the Council consulted on introducing a fee structure to ITE to recover costs in carrying out its functions of ITE programme approval, monitoring, reviews (see **Annex 1** for details).<sup>19</sup>

### Ministerial powers with respect to the Teaching Council

16. The Teaching Council is an independent statutory body (Section 474 of the Act). It represents the profession and is designed to recognise the profession's expertise to govern its own affairs. There are clear limits on the Minister of Education's powers to direct it to take specific actions.<sup>20</sup> The Minister can:
  - a. commission an independent audit of the conduct of the Council's functions,
  - b. require any financial, statistical, or other information, including information relating to the performance of the functions of the Council or any of its committees, and,
  - c. issue Statements of Government Policy (SoGP) related to the Council's functions. The Teaching Council must have regard to these statements when performing its functions but is not required to give effect to them. Government must first consult with the Council before issuing one.
17. The Council is required to consult the Minister on ITE standards and registration criteria, but not on the Teaching Standards, which describe the expectations for ongoing teaching practice.<sup>21</sup> The Teaching Standards underpin some of the key elements of the regulatory system enabling quality teaching outcomes and influence how ITE programmes prepare ITE students.
18. The Minister intends issuing an SoGP regarding the Council's standard setting, certification and registration functions in late 2024. This will formally communicate the Government's position on three main areas of the Council's functions 9(2)(f)(iv)

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<sup>18</sup> Teaching Council of Aotearoa New Zealand, ITE Programme Approval, Monitoring and Review Requirements (April 2019) [ITE-Programme-Requirements-Policy.pdf \(teachingcouncil.nz\)](#)

<sup>19</sup> Teaching Council of Aotearoa New Zealand, Consultation on proposed new Teaching Council fees for programme monitoring, review, audit and special review services to Initial Teacher Education providers (August 2024)

<sup>20</sup> Section 481 and Section 482 of the Education and Training Act

<sup>21</sup> [Our Code, Our Standards :: Teaching Council of Aotearoa New Zealand](#)

*The level of central government oversight in other professional bodies and jurisdictions varies*

19. There is a spectrum of relationships that can exist between government and a professional regulatory body. An arm's-length approach to regulatory bodies establishes independence, credibility and trust and devolves professional regulation to experts. Establishing professional bodies in this way means they can focus on the needs of the profession in standard setting and can be more flexible. In contrast, a closer relationship to government means educational priorities and policies creates stronger alignment, which can help to promote broader educational goals.
20. The Teaching Council's functions are similar to other jurisdictions with independent statutory professional regulators for teachers (for example Ireland, Scotland, and Ontario Canada - **see Annex 3**). However, in jurisdictions with more central government policy direction of the education sector, core functions held by the New Zealand Teaching Council sit within government departments (for example, England and Singapore).
21. Some other professional bodies in New Zealand also have standard setting functions for qualifications as part of their remit including:
  - a. **The Nursing Council** accredits and monitors the performance of nursing education providers and their programme in collaboration with New Zealand Qualifications Authority and/or the Committee of University Academic Programmes.<sup>22</sup>
  - b. **The Social Workers Registration Board** requires tertiary education programmes to meet the Social Workers Registration Board Education Standards to maintain their status as a prescribed social work qualification to ensure social work education enables graduates meet professional standards for entry into the social work.<sup>23</sup>
  - c. **New Zealand Council of Legal Education** is an independent statutory body responsible for the quality and provision of education and practical legal training that is required to become a lawyer.<sup>24</sup>

### What is the policy problem or opportunity?

**Standard setting and quality assurance in initial teacher education are not delivering desired results in teacher preparedness and competency, and impact on learner outcomes**

22. While there is much good practice and achievement in the New Zealand education system, educational achievement data shows significant gaps and variability in

<sup>22</sup> Accreditation lasts for a maximum of five years but will be shorter if the Council has underlying concerns about a programme. The Nursing Council requires all graduates from nursing programmes to also sit and pass the Council's national State Final Examination, which tests competence across all elements of nursing practice, before gaining registration: [About Us \(nursingcouncil.org.nz\)](https://www.nursingcouncil.org.nz)

<sup>23</sup> [Education Standards Review 2021-24 | Social Workers Registration Board \(swrb.govt.nz\)](https://www.swrb.govt.nz); [About us | Social Workers Registration Board \(swrb.govt.nz\)](https://www.swrb.govt.nz)

<sup>24</sup> [New Zealand Council of Legal Education \(nzcle.org.nz\)](https://www.nzcle.org.nz)

educational achievement of New Zealand students. The 2022 results of the OECD's Programme for International Student Assessment (PISA) examinations continue the trend of worsening overall performance of New Zealand students and large equity gaps.<sup>25</sup> Achievement and equity challenges need to be addressed to ensure that our education system sets all learners up to succeed and thrive, regardless of what school or early learning service they attend.

23. We know that there are many important factors that contribute to quality teaching. One is standard setting and quality assurance which provides assurance all teachers are gaining the knowledge and skills needed to be effective, with downstream benefits for learners.

*The pathway from training in ITE to teaching is not well-aligned*

24. The quality of teaching is the most important in-school factor influencing educational outcomes.<sup>26</sup> We expect that the teacher pathway, which includes ITE, through to ongoing professional development as a teacher are well aligned. The current teacher training system is not, however, set up to support a smooth journey from ITE, to ongoing professional development for teachers, through to educational leadership roles. For example, while new 2019 ITE Programme Approval Requirements increased the length of professional experience placement, stakeholders report that placement is often highly disconnected from the theory taught in ITE programmes. Variability in teacher competence and confidence can have a very large impact on learners.<sup>27</sup> These impacts on a learner's learning journey extend beyond their interaction with an individual teacher.<sup>28</sup>

*Evidence shows that not all ITE graduates are prepared to teach in core subject areas*

25. There is an expectation in New Zealand that provisionally certificated teachers are supported to meet the Council's Teaching Standards. However, evidence shows that the way we train teachers is not setting them up to be confident and competent in classroom practice, pedagogy and content, and beginning teachers are often given the same full teaching responsibilities as their fully-certificated colleagues. Recent research from ERO highlights the variability in new teachers' confidence in classroom practice, pedagogy and content knowledge. This variability indicates that ITE providers are not equipping many new teachers with the skills they need. ERO also found that 60 per cent of school principals report teachers are not prepared when they start teaching and despite being passionate, nearly half of the new teachers surveyed reported feeling underprepared.<sup>29</sup>
26. Other research points to a lack of confidence of primary teachers teaching maths and science. The New Zealand Institute for Economic Research (NZIER) found that many primary school teachers enter ITE with a poor understanding of maths and science from

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<sup>25</sup> PISA 2022 Results (Volume I and II) – Country Notes: New Zealand (December 2023), [PISA 2022 Results \(Volume I and II\) - Country Notes: New Zealand | OECD](#)

<sup>26</sup> Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration (2003)

<sup>27</sup> Evidence shows that up to 59% of variance in student performance is attributable to differences between teachers and classes: Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration (2003).

<sup>28</sup> Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration (2003).

<sup>29</sup> Education Review Office, Ready, Set, Teach: How Prepared are our New Teachers? (April 2024): [Ready, set, teach: How prepared and supported are new teachers? \(ero.govt.nz\)](#)

their own secondary learning.<sup>30</sup> The Royal Society reports that nearly half of Year 4 teachers were only moderately confident in teaching maths.<sup>31</sup> ERO also found graduates from universities report being less prepared than graduates from non-university providers.<sup>32</sup>

27. There is also some evidence about the preparedness of ITE graduates who work in early learning settings. We have heard through consultation that some ECE stakeholders think that ITE graduates are not prepared to teach in early learning settings. ERO found in 2021 that many teachers could make better use of assessment to describe and understand children's learning in science, and to inform next steps for their learning, from early childhood up to Year 4.<sup>33</sup> A 2022 study on a small number of beginning teachers showed that ECE students often did not get opportunities to learn specific skills or lead a class or group of learners while on placement.<sup>34</sup> A 2017 survey by ERO reported new ECE graduates who did not feel prepared or confident to teach felt they understood the theory, but not how to implement this into practice, that they had limited knowledge in using formative assessment information to plan, and planning a curriculum that is responsive to children's language, culture and identity.<sup>35</sup>
28. Together, these findings are a cause for concern. While the proportion of ITE graduates joining the teaching profession makes up a small percentage of the teacher workforce every year, if new teachers do not feel confident in their preparedness to teach areas of the curriculum, it is likely their learners will struggle to learn in these curriculum areas. Gaps in teacher knowledge and skills from ITE will need to be addressed through ongoing professional learning and development (PLD). While ongoing development and in-service training is important, we need ITE programmes to equip their graduates with key core content to support graduates to start their careers as effective beginning teachers.
29. These findings indicate that standard setting and quality assurance of ITE is not achieving its objective of producing student teachers that are adequately prepared to operate effectively in the classroom and early learning service as new teachers with appropriate support.

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<sup>30</sup> NZIER, Fit for purpose: Teachers' own learning experiences and lessons about standardisation from the health sector (2024): [Fit for purpose: Teachers' own learning experiences and lessons about standardisation from the health sector - NZIER Insight 112](#)

<sup>31</sup> Royal Society Pāngarau Mathematics and Tauanga Statistics in Aotearoa New Zealand: Advice on refreshing English-medium Mathematics and Statistics learning area of the New Zealand Curriculum (2021) Note - Drawing on TIMSS data from 2019, [Pāngarau Mathematics and Tauanga Statistics in Aotearoa New Zealand \(royalsociety.org.nz\)](#)

<sup>32</sup> Education Review Office, Ready, Set, Teach: How Prepared are our New Teachers? (April 20204): [Ready, set, teach: How prepared and supported are new teachers? \(ero.govt.nz\)](#)

<sup>33</sup> Education Review Office, Science in the early years: Early Childhood and Years 1 – 4 (April, 2021), [Science in the Early Years: Early Childhood and Years 1-4 \(ero.govt.nz\)](#)

<sup>34</sup> For example, the study noted that ECE beginning teachers were unable to be taught how to change nappies while on placement due to safety restrictions. See: Sophie Watson, Sally Boyd and Teresa Maguire, Supporting early career teachers and kaiako: Experiences of mentoring, induction and PLD, New Zealand Council for Educational Research (2022), [Supporting early career teachers and kaiako: Experiences of mentoring, induction, and PLD | Education Counts](#)

<sup>35</sup> Education Review Office, Newly Graduated Teachers: Preparation and confidence to teach (December 2017), [Newly Graduated Teachers: Preparation and Confidence to Teach | Education Review Office \(ero.govt.nz\)](#)

**The current regulatory environment has been intentionally set to be at arm's-length from Government influence, which makes it challenging to align Government educational policy priorities across the career pathway**

30. Government's visibility of quality assurance of ITE practice is mediated through the Teaching Council. While this is by design, it means government has no single point of oversight of the whole system from pre-service training through to ongoing professional development. The government has limited levers to guide tertiary providers in determining what beginning teachers should learn as part of their ITE studies to meet government expectations of the skills and knowledge of a registered teacher.
31. While the Minister can influence educational policy in schools and early learning settings, including through powers under the Act to issue foundational curriculum policy statements and national curriculum statements (curriculum statements), and make changes to PLD to support in-service teachers, the Minister cannot change or align the ITE standards with other educational policy changes to ensure student teachers are effectively prepared as part of their pre-service teacher training for in-service teaching. This means expectations in training (ITE) are not able to be aligned by the Government with expectations for delivering in the workplace (schools and early learning settings).
32. Beyond issuing a SoGP, the Minister can influence the Council through the legislation and appointment processes, including:
  - a. appointing the Chair of the Governing Council and six of the 13 Councillors,
  - b. requiring the Council to consult the Minister on key regulatory settings, including when the Council proposes any changes to ITE programme requirements.
33. Additionally, the Minister can commission an independent audit of the conduct of the Teaching Council's functions or request, by written notice, any financial, statistical, or other information, including information in relation to performance of its functions. While the Minister does therefore have influence with the Council and can set expectations, the Minister cannot enforce these or mandate certain actions.

**We have an opportunity to ensure the whole teacher pathway is aligned by improving accountability and transparency of the standard settings and approval functions for ITE**

34. The Government aims to achieve greater quality and consistency of the skills, knowledge and competencies of ITE graduates. This goal could be furthered through greater government oversight and central control of ITE practice. However, this aim needs to be balanced with the value of professional body independence and autonomy, recognising the impact that this has on the status of the teaching profession, and the strong support among the teaching profession for an independent professional body, which appropriately recognises the expertise of the profession to govern standards for entry to the profession and the skills and knowledge required to practice successfully.
35. There is an opportunity to improve the consistency and quality of ITE graduates so they are better prepared for teaching, by strengthening government's influence over the ITE Standards and quality assurance. This should improve coherence in the ITE to teacher pathway and create alignment with other areas of educational policy. Improving the quality

of ITE will slowly improve the quality and capability of teachers coming into the schooling system. The impact will likely be small initially, as beginning teachers make up a small percentage of the teaching profession. Therefore, the ability to make judgements about how successful changes are in this space in isolation and in the short term is limited.<sup>36</sup> Likewise, changes to standards and quality assurance will affect, but not determine, decisions by tertiary providers about the content of ITE programmes. However, with time and alongside other reforms, greater accountability and transparency for standard setting and approval functions for ITE should improve the quality of teaching, and learner outcomes.

36. Alongside changes to improve the quality and consistency of teaching, other factors in the school environment affect learner outcomes. Student outcomes are also achieved when:
  - a. learners have access to targeted learning support when needed,
  - b. schools implement high-quality assessment and reporting practices,
  - c. teachers use data to inform teaching and monitor learner progress and achievement.

### What objectives are sought in relation to the policy problem?

37. The ultimate objective we seek is consistently high outcomes for all learners, which is supported by consistently high quality ITE graduates who are well prepared to teach in the learning environment.
38. To support ITE graduate preparedness, the government seeks to effectively align ITE settings with government education policy direction and targets. These objectives need to be balanced against the importance of maintaining a functioning and effective teacher regulatory system, which is required to ensure we have an adequate supply of teachers and kaiako, and to support the Council's purpose of ensuring safe and high-quality leadership, teaching and learning for all learners. The objectives also need to be balanced against the importance of upholding the status of the teaching profession, to continue workforce attractiveness and retention, and to acknowledge that teachers have the expertise to manage their own profession.

## Section 2: Deciding upon an option to address the policy problem

### What criteria will be used to compare options to the status quo?

39. The options will be assessed against the following criteria:

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<sup>36</sup> For example, we have not been able to find clear evidence of the effects of changes made by England, who shifted their ITE standard setting from an independent body to within government in 2012.

Criteria	Considerations
Improved consistency, quality and preparedness of ITE graduates	<p>Does the approach:</p> <ul style="list-style-type: none"> <li>• Support ITE graduates and ITE providers to have clear expectations in the skills, competencies and knowledge required to teach?</li> <li>• Support improved quality and consistency of ITE graduates?</li> <li>• Support ITE standards to be consistent and in alignment with government education priorities and targets?</li> </ul>
Uphold our obligations under Te Tiriti o Waitangi	<p>Will the approach uphold our obligations under Te Tiriti of Waitangi, including:</p> <ul style="list-style-type: none"> <li>• Agency and authority for Māori medium and kaupapa Māori educational pathways?</li> <li>• Achieving equity for ākonga Māori?</li> </ul>
Effective functioning ITE system	<p>Does the approach:</p> <ul style="list-style-type: none"> <li>• Provide clear direction to ITE providers so they operate effectively and efficiently, while accounting for academic freedom?</li> <li>• Provide transparency and ensures accountability that appropriate standards for teaching quality are met?</li> <li>• Align with the full regulatory system of the teaching profession?</li> </ul>
Implementation	<p>Is the approach:</p> <ul style="list-style-type: none"> <li>• Easy to implement?</li> <li>• Cost effective for all parties?</li> </ul>
Upholds the status of the profession	<p>Does the approach:</p> <ul style="list-style-type: none"> <li>• Include the voice of the profession?</li> <li>• Support teachers to contribute to the future of the teaching profession?</li> <li>• Balance the alignment of ITE standards with government education priorities and targets against maintaining the profession's role in governing its own affairs?</li> </ul>

### What scope will options be considered within?

40. Officials were initially instructed to consult on a proposal that would remove the ITE standard setting and approval functions from the Teaching Council and give these

responsibilities to the Secretary for Education (option 3, outlined below). Given the speed at which the proposal was being developed, this meant we were only able to undertake limited consultation on the proposed shifting of ITE responsibilities with a select number of stakeholders. We prioritised engaging with the ITE sector due to the direct impacts of the proposal on them. We used feedback from this limited consultation to inform our analysis and development of the options.

41. Following consultation, officials provided advice to the Minister on options to proceed with shifting responsibilities for ITE standard setting and approvals to the Secretary for Education, alongside other options for the Minister to consider. Based on the feedback from consultation and our analysis, we outlined several risks, including:
  - a. Significant sector disruption,
  - b. Additional resource, time, fiscal cost to Government to set up a new function in Ministry of Education,
  - c. The Ministry's ability to quickly establish, and effectively carry out these functions,
  - d. Lack of regulatory coherence as the Council and Ministry's roles become blurred, and
  - e. Potential to limit the Minister's ability to consider broader, longer term regulatory reform.
42. The Minister agreed to proceed with initial steps to ensure greater transparency and accountability of the Council's ITE functions, 9(2)(f)(iv)

[Redacted text]

### What options are being considered?

43. This analysis looks at four potential options:
  - i. Option 1: The counterfactual,
  - ii. Option 2: Issuing a Statement of Government Policy (*non-legislative change*),
  - iii. Option 3: The Secretary for Education takes over responsibility for standard setting and quality assurance of ITE (*legislative change*), and
  - iv. Option 4: Strengthening transparency and accountability in ITE (*legislative change*).

44. 9(2)(f)(iv), 9(2)(g)(i)
- [Redacted text]

Option	Description	Comment
<p><b>Option One: Counterfactual/Status Quo</b></p>	<p>Current settings would remain in place, and the Minister would not have a strong influence on ITE standards setting.</p> <p>ITE programmes would continue to be monitored and approved by the Teaching Council, alongside NZQA and NZVCC through CUAP. There are a few ways the Minister could influence change, as outlined in the options above, but the primary lever would be to issue a SoGP (Option 2).</p>	<p>ITE delivery may continue to not be aligned with Government priorities, which may mean some ITE graduates are underprepared and lack the necessary skills and knowledge in core subject areas to teach effectively once they graduate.</p> <p>The introduction of the Council's 2019 new programme approval requirements may result in a lift of the quality of ITE.<sup>37</sup></p> <p>The Council are also proposing to:</p> <ul style="list-style-type: none"> <li>• amend entry standards,</li> <li>• update programme requirements to make curriculum expectations explicit, and</li> <li>• develop Key Teaching Tasks for assessment.</li> </ul> <p>Other initiatives for in-service teaching will also influence ITE provision, for example curriculum changes.</p>
<p><b>Option Two: Statement of Government Policy (SoGP)</b></p> <p><i>(non-legislative change)</i></p>	<p>The Minister issues a SoGP to set out Government policy on how the Council could align ITE standards, monitoring and approvals processes with Government expectations and overall system priorities. The Minister is required to consult with the Council first before issuing a SoGP.</p>	<p>Provides an opportunity for the Council to receive notification of and, respond to Government education priorities. Could be an initial step before considering legislative changes.</p> <p>The Minister is intending to issue an SoGP to the Council in late 2024 regarding the Council's standard setting,</p>

<sup>37</sup> The Council produced a report last year on the interim monitoring of nine ITE providers in 2021/2022 that were approved under its revised 2019 ITE approval requirements. Overall, the nine providers appear to be meeting the intent and vision of the requirements, however there were some ongoing challenges.

		<p>certification and registration functions. It does not include ITE.</p> <p>While a SoGP is a strong influencing mechanism, which we would expect the Council would give regard to, the Minister does not have the levers to control how the Council gives regard to it.</p>
<p><b>Option Three:</b> <b>Secretary for Education takes over responsibility for standard setting and quality assurance of ITE</b> <i>(legislative change)</i></p>	<p>This option would remove the powers of the Teaching Council for standard setting and approval functions for ITE and extend the power of the Secretary for Education to undertake these functions.</p> <p>The monitoring and approval of ITE programmes would become the responsibility of the Secretary for Education, but we would still need to work alongside NZQA and CUAP for quality assurance of ITE programmes.</p> <p>The Minister would be able to direct the Secretary to review ITE standards, quality assurance and approval processes to ensure they align with other educational policy changes.</p> <p>The specific areas of the Act that would be removed from the Teaching Council’s responsibility and shift to Secretary for Education are:</p> <ul style="list-style-type: none"> <li>a. Section 479(1)(g): Establish and maintain standards for qualifications that lead to teacher registration,</li> <li>b. Section 479(1)(h): To review, at any time, the standards for qualifications, and</li> <li>c. Section 479(1)(i): Conduct, in conjunction with quality assurance agencies, approvals of teacher education programmes.</li> </ul>	<p>If this option were supported, the Government is proposing to make these changes as part of a future Education and Training Act Amendment Bill, with implementation from the beginning of 2026.</p>

	<p>The Council would remain responsible for all other functions in Section 479 of the Act.</p>	
<p><b>Option Four: Strengthening transparency and accountability in ITE</b> <i>(legislative change)</i></p>	<p>This option would involve a package of legislative changes to strengthen transparency and accountability in the delivery of the Teaching Council's functions for ITE.</p> <p>Legislative changes would amend:</p> <ul style="list-style-type: none"> <li>a. Section 479(1)(h) and Section 479(h)(i) to give the Secretary for Education a legislative role in ITE standard setting, review and approval,</li> <li>b. Section 479(1)(j) so that it includes the requirement for the Teaching Council to consult with the Minister of Education before making changes to standards for ongoing practice and criteria for the issuing of practicing certificates, and</li> <li>c. Section 483 so that it requires the Teaching Council to include how the Council has considered any relevant SoGPs issued as part of their annual reporting.</li> </ul> <p>ITE programmes would continue to be monitored and approved by the Council, alongside NZQA and CUAP. The Secretary would also have an advisory role in ITE standard setting, approvals and review. If the Minister wants to influence change for monitoring, there are a few ways she could do this as outlined above, but the primary lever would be to issue a SoGP.</p>	<p>Proposal A: The Secretary will have a role in the decision-making for ITE approval and review panels. This gives greater visibility over the quality of ITE programmes and the extent to which they are adapting to meet government priorities. Note that the Council must have regard to the views of the Secretary, but the advice provided by the Secretary would not be binding.</p> <p>Proposal B: The Act already requires consultation with the Minister of Education on two main areas of the Council's functions:</p> <ul style="list-style-type: none"> <li>a. section 479(1)(f) before making changes to the criteria for teacher registration, and</li> <li>b. section 479(1)(h) before changing the standards for qualifications that lead to teacher registration (ITE standards).</li> </ul> <p>This would align consultation requirements across all three of the main standards and criteria setting functions of the Council and address a current anomaly in the legislation. We note that the Council already consults with the Minister before making changes to the Teaching Standards and criteria for the issuing of practicing certificates, so this would formalise into law what already happens in practice.</p> <p>Proposal C requires reporting on response to an SoGP.</p> <p>If this option were supported, the Government is proposing to make these changes as part of an Education and Training Act Amendment Bill, with implementation from the beginning of 2026.</p>

How do the options compare to the status quo/counterfactual?

Criteria	Option 1: The counterfactual	Option 2: Issue a Statement of Government Policy on ITE	Option 3: Shifting responsibility of ITE standard setting and quality assurance to the Secretary	Option 4: Strengthening transparency and accountability in ITE
Improved consistency, quality and preparedness of ITE graduates	<b>0</b>	<b>+</b>	<b>++</b>	<b>+</b>
	<p>There may be some improvements to ITE with the Teaching Council's proposed amendments to entry standards, updated programme requirements to expect preparation to teach the curriculum explicit and developing core Key Teaching Tasks.</p> <p>However, the quality and consistency of ITE graduates will likely continue to be variable if ITE providers continue to adhere to the current high level ITE standards.</p> <p>Current settings mean there is weak ability for the Government to align ITE standards with educational priorities and targets, as the Council is independent from the government by design.</p> <p>While the Minister could require an audit and/or request for information on performance of functions, there are no implications for the Council if the Minister is not satisfied with the findings.</p>	<p>Issuing a SoGP provides an opportunity for the Government to clearly set out their set out policy views on the importance of consistent, competent, high-quality ITE, and the need for it to align with government education policy direction and targets.</p> <p>The Council will have regard to the SoGP and implement it at their own discretion, but the Government cannot influence what that implementation would look like. It also needs to be worded carefully so as not to encroach on the Council's independence.</p> <p>Issuing a SoGP on its own is a weak lever to align government educational priorities as it is not binding.</p> <p>However, regardless of how the Council gives effect to an SoGP, issuing one sends a clear signal to ITE providers on the Government's expectations of standard settings. Some providers may choose to adapt their programmes based on the SoGP, but we do not know how many ITE providers would initiate this. Therefore, it is likely that we will still see variability of ITE programmes and graduates.</p>	<p>Shifting the responsibility of ITE standard setting and quality assurance to the Secretary for Education would mean government has greater influence to set clear expectations about the skills competencies and knowledge to support ITE graduates in being prepared to teach. This should help influence improved quality and consistency of all ITE graduates, regardless of what programme they undertake. However, any changes to ITE programmes will be at the discretion of tertiary providers, in response to the standards and quality assurance processes.</p> <p>Provides a clear and direct lever for the Government to influence ITE standards so that they are consistent and in alignment with government educational priorities, including specifying what ITE standards should look like and what assurance processes should be undertaken.</p> <p>Note however, if there are frequent changes applied to the standards, this could be disruptive to ITE students and providers.</p>	<p>Giving the Secretary a legislated role in ITE, broadening consultation requirements, and strengthening reporting on SoGPs partially achieves the Government's objectives for aligning educational priorities and targets with ITE standards, but this option is not as direct as option 3.</p> <p>The advisory roles provide the Secretary and Minister greater opportunities to set clear expectations of the skills, competencies and knowledge required to support ITE graduates in being prepared to teach. However, this option does not give the Secretary or Minister any additional powers and they cannot direct change.</p>
Uphold our obligations under Te Tiriti o Waitangi	<b>0</b>	<b>0</b>	<b>-</b>	<b>0</b>
	<p>The Teaching Council has an explicit focus on meeting the needs of ākonga Māori, through a framework specifically designed for Māori medium ITE programme approval and through the Standards for the Teaching Profession where a commitment to tangata whenuatanga and Te Tiriti o Waitangi partnership is required.</p> <p>There is a high level of discretion for the Council in assessment of providers given the high-level nature of requirement specifications. This allows the Council to be responsive to the needs of different types of providers and programmes that meet different needs. However, the Council set the standards for all ITE programmes, working</p>	<p>As per the counterfactual, because the Council has frameworks to ensure they are meeting their Te Tiriti obligations.</p> <p>Note however that if the focus of an SoGP is on building a more consistent approach to teacher training, this could impact on the Council's ability to be responsive to the different types of providers, particularly those that have a kaupapa Māori and te ao Māori focus.</p>	<p>The purpose of shifting the Council's ITE functions to the Secretary would be to improve the quality of ITE delivery and the quality of graduates, which should have positive impacts for all learners, including ākonga Māori, regardless of what setting they are in. To ensure we are delivering equitable outcomes for all learners, we would need to work with hāpu, iwi and Māori communities to ensure ākonga are supported in all learning settings, and support iwi and Māori communities who want to build their own local workforce and develop approaches that support success and equity of outcomes as Māori define them. If the focus is on building a more consistent</p>	<p>The purpose of increasing accountability and transparency of standard setting and approval functions for ITE is to improve the consistency and quality of graduates, which should have positive impacts for all learners, including ākonga Māori, particularly in English medium settings.</p> <p>As per the counterfactual, both the Council and Ministry currently have frameworks to support good governance in relation to Te Tiriti. The Secretary can currently utilise of the Ka Hikitia - Ka Hāpaitia and Tau Mai Te Reo strategy to ensure good governance in relation to Te Tiriti obligations. It also provides an opportunity for the</p>

	<p>alongside NZQA and CUAP for programme approval and quality assurance, which Māori must operate under.</p> <p>While we know that ākonga Māori achieve better wellbeing and learning outcomes in Kaupapa Māori and Māori Medium settings, there are persistent inequities in educational outcomes for ākonga Māori in English medium settings. Inconsistency in preparedness of ITE graduates will therefore likely have a disproportionate impact on ākonga Māori in English medium settings.</p>		<p>approach to teacher training, this could impact on the Council's ability to be responsive to the different types of providers, particularly those that have a kaupapa Māori and te ao Māori focus.</p> <p>Shifting the functions away from the Council also diminishes kaiako ability to influence the ITE standards. Consultation with Māori, including iwi, hapū, Te Rūnanga nui o ngā Kura Kaupapa Māori o Aotearoa, Ngā Kura ā Iwi o Aotearoa and the teaching sector would need to be robust to ensure that if the Secretary makes changes on ITE standards and quality assurance in a way that recognises the needs and aspirations of Māori across English medium, Māori medium and Kaupapa Māori ITE providers and the teaching sector.</p>	<p>Secretary and Council to work together in consistently carrying out Te Tiriti obligations.</p> <p>If the focus of advice from the Minister and Secretary is on building a more consistent approach to teacher training, this could impact on the Council's ability to be responsive to the different types of providers, particularly those that have a kaupapa Māori and te ao Māori focus.</p>
Effective functioning ITE system	<b>0</b>	<b>+</b>	<b>--</b>	<b>+</b>
	<p>The counterfactual gives clear roles to the government and the sector. These are well understood and supported.</p> <p>The current settings create a separation between oversight of ITE and broader education system priorities. This has potentially negative effects as the Minister has minimal ability to influence their education priorities across the whole teacher pathway.</p> <p>The current settings ensure coherence in the overall regulation of the teaching workforce from pre- to in-service teaching, with the Council having oversight of the regulation of the teaching workforce from pre-service to in-service teaching.</p> <p>Some assurance and transparency levers are built into the legislation but there is no single point of oversight for the whole education training system and there is limited ability for government to respond.</p>	<p>As per the counterfactual, this option uses existing system processes and roles and utilises the Council's experience and capacity.</p> <p>However, quality assurance processes would still be dispersed between agencies and somewhat at arm's-length so full transparency and accountability is not achieved.</p> <p>The power to issue SoGP to the Council has not yet been used. Rather than changing roles and responsibilities, this option would be using powers that already exists, and provides the Government an opportunity to set clearly set out their policy intentions. It therefore better aligns existing elements of the system relative to the counterfactual.</p>	<p>Under this option there would be a clear process for the Minister to shape teaching standards, quality assurance for ITE and ITE approval processes.</p> <p>However, ITE standard setting could become politicised with direct government influence and may face strong sector opposition. Providers may feel the need to continually adapt their programmes with a change of government, which may make ITE provision unattractive for providers. Alternatively, they may be less responsiveness to the Teaching Standards if there is less certainty of or respect for the status of the Standards. Small ITE providers, including kaupapa Māori and Māori Medium ITE providers may be disproportionately burdened by continual changes, and could also lead to some providers to stop offering ITE.</p> <p>The full regulatory system from pre- to in-service teaching would be spread across the Secretary and the Council, which could lead to incoherence in the teacher regulatory pathway.</p>	<p>The Council would maintain oversight of the regulation of the teaching workforce from pre-service to in-service teaching.</p> <p>Requiring the Council to consult with the Minister before making changes to the Teaching Standards and criteria for issuing of practicing certificates supports alignment across the teacher pathway, ensuring the Minister has an opportunity to express their expectations for the full teacher pathway.</p> <p>The requirement for the Council to report on how they are responding to any SoGPs issued to them increases transparency and accountability by providing a consistent method of reporting if any are issued to the Council. However, there are no implications if the Minister is not satisfied with how the Council is having regard to any issued SoGPs.</p>

Implementation	0	0	-	0
	<p>NZQA, CUAP and the Council continue in their roles of ITE approval and quality assurance.</p> <p>The Council will continue to undertake cost recovery through charging fees and levies for registration and certification, and will look to charge fees for ITE approval, reviews and monitoring.</p> <p>No added costs with this option.</p>	<p>NZQA, CUAP and the Council continue in their roles of ITE approval and quality assurance.</p> <p>This option would be low cost.</p> <p>It may take time to implement by drafting and issuing an SoGP, but it is much faster than options 3 and 4 because it does not require regulatory change and is currently available to the Minister, making it easy to implement.</p> <p>While the SoGP could set clear Government policy intentions, the successful implementation and delivery of objectives will depend on how the Council gives regard to the SoGP.</p> <p>Effective implementation may depend on how consultative the Minister is with the Council in developing the SoGP.</p>	<p>The Ministry would need to source ongoing funding, either from reprioritisation or Budget. We could consider undertaking some cost recovery as the Council does through fees, but this may be unpopular with the sector given they haven't agreed to pay fees to the Ministry.</p> <p>Legislative change is required for this option, which will take time to implement.</p> <p>The Ministry would need time to design and establish this function within the Ministry and would need to ensure we have the capability to deliver these new functions effectively. The Ministry would also need to manage potential conflicts, as the funder of some ITE programmes (for example employment-based ITE programmes (EBITEs)).</p>	<p>This option would cost less than option 3 but would require a very small resource requirement for the Ministry, which could be met within existing resources.</p> <p>The Ministry would need to manage potential conflicts, as the funder of some ITE programmes (e.g. EBITEs) and a new role in review/approvals.</p> <p>Legislative change is required for this option, which will take time to implement, but does not require as much implementation time as option 3.</p>
Upholds the status of the profession	0	0	-	0
	<p>Under the counterfactual, the voice of the profession is mediated through the Council, who have teacher representatives on their board and are consultative in their approach, ensuring that teachers can contribute to the future of the teaching profession.</p>	<p>As per the counterfactual, ensures that the voice of the profession is heard and can contribute to the future of the teaching profession.</p>	<p>This option erodes the Council's independence, which would likely be negatively received by the sector. This option would limit the profession's ability to contribute to the future of the teaching profession. Conducting consultation with the sector should help to mitigate this.</p>	<p>As per the counterfactual, maintains the independence of the Council and its ability to operate as a professional body and ensures that the voice of the profession is heard and can contribute to the future of the teaching profession.</p>
Overall assessment	0	+	-	+
	<p>This option does not meet the objectives of ensuring consistent, competent, high quality ITE graduates, and does not effectively align ITE settings with government education policy direction and targets.</p>	<p>This option would be low cost and would take less time than options three and four. An SoGP could also set out clear Government policy views on the importance of consistent, competent, high-quality ITE, and the need for it to align with government education policy direction and targets. However, successful translation of the SoGP into action does depend on the actions of the Teaching Council, which is a limitation.</p>	<p>Meets the objectives of ensuring consistent, competent, high-quality graduates, and supports the government to align ITE settings with government education policy direction and targets.</p> <p>However, this option has impacts for the status of the profession, and there are risks with maintaining an effectively functioning ITE system. This option would take the longest time to implement. There would be new, ongoing costs for the Ministry, and we would need to ensure we have the capability to deliver these new functions effectively to achieve the government's objectives.</p>	<p>This option goes some way to meeting the objectives of ensuring consistent, competent, high-quality graduates, and supports the government to align ITE settings with government education policy direction and targets, while also using existing system processes and capacity.</p> <p>Gives government a stronger role in influencing ITE standard setting and approval functions, balanced against maintaining independence of the Council.</p>

**Key for qualitative judgements:**

- ++ much better than doing nothing/the status quo/counterfactual
- + better than doing nothing/the status quo/counterfactual
- 0 about the same as doing nothing/the status quo/counterfactual
- worse than doing nothing/the status quo/counterfactual
- much worse than doing nothing/the status quo/counterfactual

## What option is likely to best address the problem, meet the policy objectives, and deliver the highest net benefits?

45. Our preferred option is option 4 – to strengthen accountability and transparency in ITE because it best meets the objectives of ensuring consistent, competent, high-quality graduates, supports the government to align ITE settings with government education policy direction and targets, while using existing system processes and capacity. It also maintains the Council’s independence.
46. While option 3 is the strongest in meeting the Government’s ultimate objective, this requires significant change and stakeholder feedback was clear that the independence of the Council is valued by the sector, that politicisation would risk instability in regulation and a loss of sector voice in critical decisions.
47. Option 2 is rated the same overall rating as option 4. It did not, however, rate highly in our assessment on its own to achieve the Government’s objectives. It is a strong influencing mechanism that is available to the Minister under existing settings and combining option 2 and option 4 would make for a stronger approach overall. As already signalled, the Minister intends issuing a SoGP to the Council. The current SoGP does not include ITE.
48. For these reasons, we recommend option 4.

## Te Tiriti o Waitangi Analysis

49. As a partner to Te Tiriti o Waitangi, the Crown has a duty to actively promote and protect Tiriti rights and interests. This duty is recognised in Section 4(d) of the Act, which outlines that one of the education system’s purposes is “to establish and regulate an education system that honours Te Tiriti o Waitangi and supports Māori-Crown relationships”.

### *What we have heard before about ITE provision*

50. As we were unable to consult on the preferred option, our Te Tiriti analysis was informed by what we have heard through previous engagements, and what the Waitangi Tribunal has said on similar matters.<sup>38</sup> We have heard from previous engagements that:
  - a. Tangata whenua would like to have more agency in supporting Māori into ITE.
  - b. Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa would like to have input on teacher assessment and conveying Mātauranga Māori, and that they wish for a distinct and bespoke policy framework for Kaupapa Māori education.
  - c. Māori want tino rangatiratanga – agency and authority – over the education of Māori learners, and that Māori would like to have more agency over their taonga including mātauranga Māori, te reo and tikanga in the delivery of ITE.<sup>39</sup>

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<sup>38</sup> Relevant claims heard at the Waitangi Tribunal include; Matua Rautia: The Report on the Kōhanga Reo Claim (Wai 2336), The Report on the Aotearoa Institute claim concerning Te Wānanga o Aotearoa (Wai 1298), and Kei ahotea te aho matua (Wai 1718)

<sup>39</sup> Education Conversation: Kōrero Mātauranga - What you told us (2018)

- d. representation amongst teacher and school leaders is important so learners can see themselves reflected in these roles,<sup>40</sup> and that racism and bias continue to impact Māori learner confidence, achievement, and outcomes.<sup>41</sup>

#### *Summary of Te Tiriti analysis of the preferred option*

51. Overall, the preferred option (option 4) has limited alignment with considerations that are relevant to Te Tiriti o Waitangi. The option is intended to improve transparency and accountability of the Council's functions, which should help to support quality ITE graduates, which in turn should have positive impacts for all learners, including ākonga Māori, regardless of what setting they are in. We know that ākonga Māori have better educational outcomes in Kaupapa Māori and Māori Medium settings, compared to English medium settings.<sup>42</sup> Improving the consistency and quality of ITE graduates will improve their effectiveness for students' learning. This will likely have particularly positive impacts for ākonga Māori in English medium settings, who are often underserved and achieve at lower rates.
52. The preferred option focuses on improving accountability and transparency in ITE, but does not explicitly include how we could implement this in partnership with Māori, and does not enhance tino rangatiratanga. As outlined in the options analysis, both the Ministry and the Council have frameworks to support good governance in meeting Te Tiriti obligations, which supports us to work in partnership with Māori. Both the Secretary and the Minister could also choose to consult with Māori when providing their advice and making decision on ITE and standard setting. We know iwi are focused on ākonga achievement in schools and kura through to ITE, and will have a view on changes to ITE, in alignment with their strategic priorities.
53. While we were not able to consult on this option with Māori due to limited timeframes, there will be opportunity to hear from Māori as part of the Select Committee process if this option were to progress. From the Select Committee process, alongside what we have heard before in previous engagements on the aspirations Māori have for ITE and ākonga Māori, we expect we will hear views about how to actively protect Māori rights and interests. We anticipate Māori may express ambitions and priorities in line with those described above at paragraph 50.

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<sup>40</sup> Mana Mokopuna | Children & Young People's Commission, "Without racism Aotearoa would be better: Mokopuna share their experiences of racism and solutions to end it" (March 2024) [Mana Mokopuna - Without racism Aotearoa would be better Digital.pdf](#);

<sup>41</sup> Education Conversation: Kōrero Mātauranga - What you told us (2018)

<sup>42</sup> Ministry of Education, Ngā Haeata o Aotearoa 2020 (July 2022), [Ngā Haeata o Aotearoa 2020 | Education Counts](#); Education Review Office, Te Kura Huanui: The treasures of successful pathways (July 2021) [Te Kura Huanui: The treasures of successful pathways | Education Review Office](#); New Zealand Qualifications Authority, Aide-Memoire: NCEA in Kaupapa Māori senior secondary settings, 27 May 2024, Reference OC00816, [Information releases :: NZQA](#)

## What are the marginal costs and benefits of the option?

Affected groups (identify)	Comment <i>nature of cost or benefit (eg, ongoing, one-off), evidence and assumption (eg, compliance rates), risks.</i>	Impact <i>\$m present value where appropriate, for monetised impacts; high, medium or low for non-monetised impacts.</i>	Evidence Certainty <i>High, medium, or low, and explain reasoning in comment column.</i>
<b>Additional costs of the preferred option compared to taking no action</b>			
Teaching Council	<p>Teaching Council will continue to be responsible for the standard setting and approval function of ITE. Will need to ensure that the Secretary for Education's views are regarded as part of ITE standard setting, review and approval.</p> <p>Will need to ensure the Council consults with the Minister before making changes to the Teaching Standards and criteria for issuing practicing certificates.</p> <p>Will need to ensure that the Council includes in their annual report how they have accounted for any relevant SoGPs issued.</p>	<p><b>Low monetised impact</b> Carrying out these new requirements will be relatively low cost and build on collaborative processes that already occur.</p> <p><b>Low non-monetised impact</b> The stronger role for the Secretary for Education and the Minister in the Council's legislated functions could have a reputational impact on the Council, if the sector perceive that this undermines the Council's independence.</p>	Medium
ITE providers	<p>ITE providers will continue to hold relationships with the Council.</p> <p>No new monetised costs for ITE providers.</p>	Low	Medium
ITE students	No changes in costs for ITE students.	N/A	High
Regulator: New Zealand Qualifications	NZQA and CUAP continue to hold an ongoing role in the quality	N/A	High

Authority (NZQA) and Committee of University Academic Programmes (CUAP) for New Zealand Vice-Chancellor's Committee (NZVCC)	assurance of ITE providers and qualifications, which will be the same as the counterfactual.		
Schools and kura, ECE settings, teachers and communities	Sector's relationship with the Council may be adversely affected if they perceive the Council as having lessened independence.	Low non-monetised	Medium
Iwi, hapū and Māori	Community relationship with the Council may be adversely affected if they perceive the Council as having lessened independence.	Low non-monetised	Medium
<b>Total monetised costs</b>		<b>Low</b>	
<b>Non-monetised costs</b>		<b>Low</b>	Medium

**Additional benefits of the preferred option compared to taking no action**

Affected groups	Comment	Impact	Evidence Certainty
ITE providers	Providers will have greater confidence they are meeting Government expectations with regard to the skills and knowledge they are providing to ITE students, and that their programmes will set students up well for a successful teaching career.	<b>Medium</b> Increased government input in standard setting and quality assurance functions for ITE provides increased assurance that approved programmes reflect government expectations.	<b>Medium</b>
ITE students	Students will have greater confidence that their ITE learning aligns with government expectations about the skills and knowledge required to be a successful beginning teacher, and so be more confident in their practice.	<b>Medium</b> Increased government input in standard setting and quality assurance functions for ITE provides increased assurance that standards reflect government expectations.	<b>Medium</b>
Principals, teachers and other staff	Schools, kura and ECEs benefit from greater transparency and accountability, creating assurance that ITE graduates have the knowledge and skills that the Government considers are required to succeed as beginning teachers with appropriate support.	<b>Medium</b> Increased government input into standard setting and quality assurance provide opportunity for establishing clear minimum standards. Principals and teachers voices should be given high importance in engagement on the design of standards and quality assurance processes.	<b>Medium</b>
Regulators:	Provides more opportunities for	<b>Medium</b> Increased	<b>Medium</b> Benefits will be long

Ministry of Education NZQA CUAP for NZVCC	government to be clear about their expectations for ITE. Clearer accountability and transparency helps regulators to have clear understanding of what they are expected to monitor	government input supports regulators to have certainty about what they are expected to monitor	term and will take time to flow through the system.
Learners, parents, whānau and communities	Schools, kura and ECE communities benefit from greater transparency and accountability, creating greater assurance that ITE graduates have the necessary skills and knowledge to be effective beginning teachers	<b>Medium</b>	<b>Medium</b>
Iwi, hapū and Māori	Iwi, hapū and Māori benefit from greater transparency and accountability, creating assurance that ITE graduates have the necessary skills and knowledge to be effective beginning teachers.	<b>Medium</b> Māori should be engaged with early and often to ensure that standards and quality assurance processes appropriately acknowledge the skills and knowledge that are necessary to support ākonga Māori	<b>Medium</b>
<b>Total monetised benefits</b>			
<b>Non-monetised benefits</b>		<b>Medium</b>	<b>Medium</b>

## Section 3: Delivering an option

### How will the new arrangements be implemented?

54. As noted, the proposals require legislative change to sections 479(1)(h-j) and 483 of the Education and Training Act 2020. The Government proposes to make these changes in the upcoming Education and Training Act Amendment Bill (No. 2), with proposed implementation from the beginning of 2026.
55. We are only at the proposal stage of this work, and further work will support the implementation of the Secretary's advisory role in ITE standard setting, review and approval processes. We will need to formalise working processes between the Secretary, Council, NZQA and CUAP, noting that we already work with these partners in many areas.
56. The Council's processes for consulting the Minister before making changes to standards for ongoing practice and criteria for the issuing of practicing certificates will need no change. The Council will need to update its annual reporting to include reporting on any SoGP that is issued.
57. To support the ongoing implementation of standard setting and ITE approval functions for ITE, the Council and the Ministry of Education will each carry out their standard business processes required to deliver this function, including:
  - a. Ministerial reporting (for example reports to ministers, Official Information Act queries, Parliamentary Questions),
  - b. Policy development, and
  - c. Budget processes.
58. The Council will continue to do cost recovery for monitoring and review of ITE programmes through teachers' practicing certificate and registration fees, as well as some cost recovery.
59. We also acknowledge that the impacts of changes to ITE standard setting and approval functions will take a long time to be realised. Annual cohorts of graduating teachers entering the profession make up only a small percentage of the overall workforce.
60. Changes to Standard setting and approval functions of ITE would need to demonstrate how they incorporate the Tapasā framework to ensure teachers are culturally aware, confident and competent when engaging with Pacific learners, parents, families and communities.<sup>43</sup>

### Implementation risks

61. There are some risks with implementing this option. The main risk is that giving the Secretary and Minister new advisory roles in the functions of the Council introduces some complexity as to who must be involved in an advisory capacity of the Council's functions.

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<sup>43</sup> [Tapasā framework](#)

The Council will need to balance advice provided by the Minister and the Secretary alongside other stakeholders.

62. The table below outlines identified risks with strengthening accountability and transparency of the Teaching Council’s ITE functions, along with the potential impact and likelihood of the risk, and potential ways we could mitigate these risks.

Risk	Risk assessment [High, medium, low]	Potential mitigation
<b>Implementation risk</b>		
<ul style="list-style-type: none"> <li>The Ministry of Education will need to ensure we support the Secretary with the necessary expertise in advice on ITE standard setting, approvals and monitoring.</li> <li>The Council and the Secretary will need to develop new ways of working as part of ITE standard setting, monitoring and approvals.</li> </ul>	Impact: Low Likelihood: Low	<ul style="list-style-type: none"> <li>The Secretary could also consult with the sector and experts to help support their advisory role.</li> <li>The Council and the Secretary define and agree to roles and responsibilities, and clarify expectations of how they will work together.</li> </ul>
<b>Stakeholder support impacts effectiveness</b>		
<ul style="list-style-type: none"> <li>Lack of Teaching Council support diminishes impact and achievement of outcomes. Evidence shows change is most successful when parties buy-in to the change process.<sup>44</sup></li> </ul>	Impact: Medium Likelihood: Low	<ul style="list-style-type: none"> <li>Involve the sector as part of consultation when the Secretary is preparing to advise on ITE standard setting, approvals and monitoring.</li> </ul>

### How will the new arrangements be monitored, evaluated, and reviewed?

63. The monitoring and approval of ITE programmes would continue to be the responsibility of the Council, working alongside NZQA and CUAP for quality assurance of ITE programmes, with the additional advisory role for the Secretary. The monitoring and

<sup>44</sup> An implementation framework for effective change in schools (OECD) 2020

evaluation arrangements for assessing the ITE standard setting could be assessed against the policy objectives, which include:

- a. Is the new implementation ensuring consistently high quality ITE graduates who are well prepared to teach in the learning environment?
  - b. How effectively are ITE settings aligned with government educational priorities?
64. We will assess the effects of the changes in consideration of wider ITE reform proposals in 2025.

Proactively Released

## Annex 1: The Teaching Council of Aotearoa New Zealand's purpose and funding

The Teaching Council of Aotearoa New Zealand (the Council) is an independent professional and regulatory body for teachers in New Zealand. The Council's purpose as a professional body 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, settings that teach in te reo Māori and other language settings. It is governed by a Council made up of 13 Councillors, seven of which are elected by the profession and six are appointed by the Minister of Education. This structure is intended to give teachers voice and ownership of the Council.<sup>45</sup> The Teaching Council of Aotearoa came into effect in 2017, but it has not always been an independent professional body. A history of the Council is outlined in **Annex 2**.

### *Core functions of the Teaching Council*

The Council is given broad legislative functions set out in the Section 479 of the Education and Training Act 2020 (the Act), including to raise the status of the profession and to identify and disseminate best practices in teaching. Their functions as set out in the Act can be grouped into four main areas:

- a. Setting standards for and approving initial teacher education programmes (ITE),
- b. Setting criteria for, and carrying out, teacher registration and practicing certificate functions,
- c. Setting and upholding the Standards for the Teaching Profession | Ngā Paerewa (the Standards) for the teaching profession, and
- d. Performing disciplinary and competence functions.

### *The Teaching Council is primarily funded through fees and levies*

The Council is largely funded through a user-pays set up, where they set fees and the levy to be paid by registered teachers to fund the delivery of these mandatory statutory functions. By law, the Council is only allowed to recover the actual and reasonable costs of delivering those functions from teachers. This means the Council can only use its funding for functions that they are required to perform as outlined in legislation. The Council has outlined that the cost for their mandatory functions is \$18.122M annually.<sup>46</sup> The Council has recently proposed to recover costs for staff time involved in the monitoring, reviews and audits of ITE programmes. The current proposed fees range from \$360 to \$12,384 each time a programme is monitored or reviewed.<sup>47</sup>

The Council also receives funding from the Ministry to conduct its optional leadership functions, and to provide system support of their online system Hapori Matatū, a professional space for

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<sup>45</sup> [Meet the Governing Council :: Teaching Council of Aotearoa New Zealand](#)

<sup>46</sup> [What we do:: Teaching Council of Aotearoa New Zealand](#)

<sup>47</sup> Teaching Council of Aotearoa New Zealand, Consultation on proposed new Teaching Council fees for programme monitoring, review, audit and special review services to Initial Teacher Education providers (August 2024)

teachers and professional leaders to access online services, network and to apply for or renew their recertification.<sup>48</sup>

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<sup>48</sup> The Council receives an existing annual grant of \$178,000 in Vote Education that can be used to support its optional functions. In May 2022, the Minister agreed to reprioritise an additional \$322,000 to provide a total of \$500,000 per annum ongoing until further notice to support the Council's leadership activities [METIS 1279029]. Also see: [Home \(teachingcouncil.nz\)](https://www.teachingcouncil.nz/)

## Annex 2: History of teacher regulation in Aotearoa New Zealand

### *Timeline of teacher regulation in New Zealand*



#### *Establishment of the Teacher Registration Board*

In response to on-going concerns about the quality of teaching and the profession's capture by bureaucracy and teacher unions, the **Teacher Registration Board** was established in 1989 as part of the Tomorrow's Schools reforms. Its key function was teacher registration, aiming to reflect the General Teaching Council for Scotland, as well as other professional bodies in New Zealand.<sup>49</sup>

#### *The New Zealand Teachers Council*

In 2002, the Teacher Registration Board was disestablished, and the **New Zealand Teachers Council** was established with a broader set of powers, but as a Crown Entity, which limited its ability to speak on the behalf of the profession.<sup>50</sup>

#### *Education Council of Aotearoa New Zealand*

In 2015 the New Zealand Teachers Council was replaced by the **Education Council of Aotearoa New Zealand**, which was to be independent from Government. However, members of the Board were to be appointed by the Minister which led to opposition by teacher organisations.<sup>51</sup>

#### *Teaching Council of Aotearoa New Zealand (the Council)*

In 2017 new legislation was introduced so the Minister could only partially elect members of the Board, and the Council's name was changed to the **Teaching Council of Aotearoa New Zealand** to reflect this.<sup>52</sup>

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<sup>49</sup> Noeline Alcorn, *Between the profession and the state – a postscript - A history of the Education Council of Aotearoa New Zealand*, Teaching Council of Aotearoa New Zealand (June 2019)

<sup>50</sup> Noeline Alcorn, *Between the profession and the state – a postscript - A history of the Education Council of Aotearoa New Zealand*, Teaching Council of Aotearoa New Zealand (June 2019)

<sup>51</sup> Noeline Alcorn, *Between the profession and the state – a postscript - A history of the Education Council of Aotearoa New Zealand*, Teaching Council of Aotearoa New Zealand (June 2019)

<sup>52</sup> Noeline Alcorn, *Between the profession and the state – a postscript - A history of the Education Council of Aotearoa New Zealand*, Teaching Council of Aotearoa New Zealand (June 2019)

### Annex 3: Comparing other jurisdiction’s ITE standard setting and quality assurance

Note: this table draws from online research.

Jurisdiction	Independent professional body?	Responsibility for ITE standard setting and quality assurance
Singapore	<p><b>No</b></p> <p>No defined independent professional body. The Academy of Singapore Teachers is a voluntary professional body, with primary function being professional leadership.<sup>53</sup></p>	<p><b>Government</b></p> <p>Ministry of Education vets ITE, but only one institution - The National Institute of Education (NIE)—is authorised by the Ministry of Education to prepare teachers for teaching.<sup>54</sup> It offers both a master’s degree and a bachelor’s degree route into teaching.</p>
England	<p><b>No</b></p> <p>The professional body for teaching in England, the General Teaching Council for England, was abolished in 2012, with some of its responsibilities transferring to the Teaching Regulation Agency (TRA), which is an executive agency of the Department for Education.<sup>55</sup></p>	<p><b>Government</b></p> <p>The standard setting and accreditation functions for ITE in England are carried out by the Department for Education (DfE). Organisations delivering ITE that lead to Qualified Teacher Status in England must be accredited by the DfE, and courses must continually meet the requirements set out in DfE’s ITT criteria.<sup>56</sup></p> <p>Ofsted (a quasi-equivalent to ERO) also undertake reviews of ITE in a similar way that they undertake reviews within schools, where they inspect providers in accordance with the Ofsted ITE framework.<sup>57</sup> Ofsted then provides information to the Secretary of State for Education about the work of the providers and the extent to which an acceptable standard of training is being provided. Information from</p>

<sup>53</sup> [Our Organisation \(moe.edu.sg\)](http://moe.edu.sg)

<sup>54</sup> [Singapore - NCEE](#)

<sup>55</sup> [About us - General Teaching Council for England - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

<sup>56</sup> [Initial teacher training \(ITT\): criteria and supporting advice - GOV.UK \(www.gov.uk\)](#)

<sup>57</sup> [About us - Ofsted - GOV.UK \(www.gov.uk\)](#); and [Initial teacher education \(ITE\) inspection framework and handbook - GOV.UK \(www.gov.uk\)](#)

		these reviews can inform whether the Department retains, manages, or removes accreditation status for an ITE programme.
<b>Ireland</b>	<b>Yes</b>  In Ireland, An Chomhairle Mhúinteoireachta   The Teaching Council is an independent self-funding statutory body established in 2006 under the Teaching Council Act 2001. <sup>58</sup>	<b>Independent regulator</b>  The Teaching Council is responsible for reviewing and accrediting programmes for ITE. <sup>59</sup>
<b>Scotland</b>	<b>Yes</b>  The General Teaching Council for Scotland (GTC Scotland) is the independent regulator for teachers in Scotland. <sup>60</sup>	<b>Independent regulator</b>  The GTC Scotland is responsible for accrediting programmes of ITE and setting minimum entry requirements for these programmes. <sup>61</sup>
<b>Ontario, Canada</b>	<b>Yes</b>  The Ontario College of Teachers licenses, governs and regulates Ontario's teaching profession in the public interest. <sup>62</sup> It is an independent, self-regulating professional body. <sup>63</sup>	<b>Independent regulator</b>  The Ontario College of Teachers accredits teacher education programs in Ontario. <sup>65</sup> It also reviews and approves hundreds of Additional Qualification courses. These help teachers stay up-to-date with their practice, expand their skills and meet the challenges of today's classrooms. <sup>66</sup>

<sup>58</sup> Department of Education, Periodic Critical Review of the Teaching Council (21 March 2024).

<sup>59</sup> An Chomhairle Mhúinteoireachta The Teaching Council, Annual Report 2022/2023 (p. 17), <https://www.teachingcouncil.ie/assets/uploads/2023/08/Teaching-Council-Annual-Report-2022-to-23-Final.pdf>

<sup>60</sup> [About GTC Scotland](#)

<sup>61</sup> [About GTC Scotland](#)

<sup>62</sup> [About the College | Ontario College of Teachers \(oct.ca\)](#)

<sup>63</sup> [Ontario College of Teachers, 2023 Annual Report 2023 Annual Report \(oct.ca\)](#)

<sup>65</sup> [What We Do | Ontario College of Teachers \(oct.ca\)](#)

<sup>66</sup> [What We Do | Ontario College of Teachers \(oct.ca\)](#)

<p>All publicly funded schoolteachers and administrators in Ontario must be certified by and be members of the College. The College is governed by a Council comprised of 12 members, half of whom are Ontario Certified Teachers and half who are members of the public appointed by the Government of Ontario.<sup>64</sup></p>	
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<sup>64</sup> Ontario College of Teachers, 2023 Annual Report [2023 Annual Report \(oct.ca\)](https://www.oct.ca/2023-Annual-Report)



# Cabinet Business Committee

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### Initial Teacher Education: Providing Clear Direction to the Teaching Council

**Portfolio**                      **Education**

On 25 November 2024, the Cabinet Business Committee:

- 1            9(2)(f)(iv) [Redacted]
- 2            9(2)(f)(iv) [Redacted]
- 3            9(2)(f)(iv) [Redacted]
- 4            **noted** that the Minister has decided to progress a transparency and accountability package for the Council in the short-term;
- 5            **agreed** to amend the Education and Training Act 2020 to create:
  - 5.1        a legislated advisory role for the Secretary for Education to require the Council to have regard to the Secretary’s advice when it:
    - 5.1.1      reviews and proposes any changes to standards for qualifications that lead to teacher registration;
    - 5.1.2      conducts, in conjunction with quality assurance agencies, approvals of teacher education programmes;
  - 5.2        a requirement for the Council to consult with the Minister of Education before the Council makes changes to the standards for ongoing practice and criteria for the issuing of practicing certificates;
  - 5.3        a requirement for the Council’s annual report to include information on how it had regard to any relevant Statements of Government Policy;

- 6 **noted** that the decisions under CBC-24-MIN-0120 will be given effect through the Education and Training Amendment Bill No.2 (the Bill), which holds a category 6 priority on the 2024 Legislation Programme (drafting instructions to be issued by the end of 2024);
- 7 **invited** the Minister to issue drafting instructions to Parliamentary Counsel Office give effect to the decisions under CBC-24-MIN-0120;
- 8 **authorised** the Minister to make further decisions on any issues that may arise during the drafting process without further reference to Cabinet, subject to the decisions being consistent with the decisions under CBC-24-MIN-0120;
- 9 **noted** that how the Bill is drafted is subject to Parliamentary Counsel's discretion as to how best to express these policy decisions in legislation;
- 10 **agreed** that the Minister issue a Statement of Government Policy to the Council, as outlined in Annex 1 to the paper under CBC-24-SUB-0120, subject to any minor drafting amendments;
- 11 **noted** that the Minister intends to Gazette the Statement of Government Policy by the end of 2024 and to make public announcements regarding the Bill's proposals at an appropriate time.

Jenny Vickers  
Committee Secretary

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**Present:**

Rt Hon Christopher Luxon (Chair)  
Hon David Seymour  
Hon Nicola Willis  
Hon Brooke van Velden  
Hon Shane Jones  
Hon Dr Shane Reti  
Hon Simeon Brown  
Hon Erica Stanford  
Hon Judith Collins KC  
Hon Matt Doocey

**Officials present from:**

Office of the Prime Minister  
Department of the Prime Minister and Cabinet



# Cabinet

## Minute of Decision

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### Report of the Cabinet Business Committee: Period Ended 29 November 2024

On 2 December 2024, Cabinet made the following decisions on the work of the Cabinet Business Committee for the period ended 29 November 2024:

Out of scope	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]

CBC-24-MIN-0120

**Initial Teacher Education: Providing Clear  
Direction to the Teaching Council**  
Portfolio: Education

CONFIRMED

Out of scope



Rachel Hayward  
Secretary of the Cabinet

Proactively Released