



Education Report: Confirming priorities for Initial Teacher Education and the Teaching Profession

To:	Hon Erica Stanford, Minister of Education		
Date:	21 August 2024	Priority:	High
Security Level:	In-Confidence	METIS No:	1334506
Drafter:	9(2)(a)	DDI:	9(2)(a)
Deadline Date:	26 August 2024		
Key Contact and Hautū Deputy Secretary:	Joshua Thurston Andy Jackson	DDI:	9(2)(a) 9(2)(a)

Purpose of Report

This report seeks confirmation of your direction for Initial Teacher Education and Teaching Profession priorities.

Alignment with Government priorities

This paper aligns with Priority Four of your Education Priorities, Improved teacher training: Developing the workforce of the future, including leadership development pathways.

Summary

1. The quality of teaching is the most important in-school factor influencing educational outcomes, yet our training system does not set teachers up to succeed through nationally consistent, quality, accessible education from the point of initial teacher training (ITE) through to teachers' ongoing professional development and advancement into educational leadership roles.
2. Under the current settings, the Teaching Council sets the ITE standards and approves programmes and is responsible for setting the Teaching Standards for the profession. The purpose of this report is to confirm your approach to developing a workforce for the future through:
 - a. a 'lift and shift' of the Teaching Council's roles and functions relating to ITE to the Ministry of Education,
 - b. 9(2)(f)(iv)
 - c. sending a letter to the Teaching Council with feedback on the draft Standards for the Teaching Profession 9(2)(f)(iv)



Recommended Actions

The Ministry of Education recommends you:

- a. **agree** to make legislative changes to the Education and Training Act 2020 that shifts the Teaching Council's roles and functions regarding initial teacher education standard setting and approvals to the Secretary for Education, subject to Cabinet approval

Agree / Disagree

- b. **agree** that the legislative changes outlined in recommendation (a) will form part of the Education and Training Amendment Bill 2, subject to Cabinet approval

Agree / Disagree

- c. **agree** that the Ministry conducts targeted consultation on the proposed legislative change with those who have a direct link to initial teacher education

Agree / Disagree

- d. 9(2)(f)(iv)

- e. 9(2)(f)(iv)

- f. 9(2)(f)(iv)

- g. 9(2)(f)(iv)

- h. **agree** to send a letter to the Teaching Council to provide feedback on the draft Standards for the Teaching Profession, 9(2)(f)(iv)

Agree / Disagree

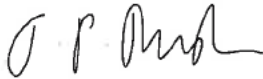
- i. **note** the Ministry recommends forwarding this briefing to the Minister for Tertiary Education and Skills given proposals may be raised by ITE stakeholders.

Agree / Disagree

Proactive Release:

- j. **agree** that the Ministry of Education release this paper **with any necessary redactions** once final decisions have been made

Agree / Disagree



Joshua Thurston
Acting Senior Policy Manager
Te Pou Kaupapahere | Policy


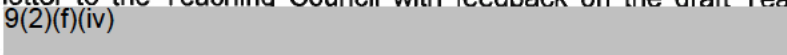
21/08/2024



Hon Erica Stanford
Minister of Education

29/8/24

Background

1. The quality of teaching is the most important in-school factor influencing educational outcomes.¹ Yet, our training system does not set teachers up to succeed through nationally consistent, quality, accessible education from the point of initial teacher training (ITE) through to teachers' ongoing professional development and advancement into educational leadership roles.
2. Under the current settings, the Teaching Council sets the ITE standards and approves programmes.² The current ITE standards are not specific about core content knowledge and key pedagogy that all ITE programmes should contain. However, the Teaching Council is in the process of consulting on proposed amendments to the Standards that would strengthen links to the curriculum and enable core key teaching tasks to be developed, beginning with a focus on structured literacy.
3. The Teaching Council is also responsible for setting the Standards for the Teaching Profession. The Standards underpin teacher registration and certification, and the ITE standards. They are currently high-level and principles based.³ The Teaching Council is in the process of reviewing the Standards.
4. Other functions the Teaching Council undertakes include:
 - Providing direction for teachers, enhancing the status of the profession and disseminating best practice information.
 - Maintaining a register of teachers and issuing practising certificates.
 - Discipline, compliance and competence functions.
 - Leadership functions (at the discretion of the Minister and funded by Government).
5. The purpose of this report is to confirm your approach to developing a workforce for the future through:
 - a. a 'lift and shift' of the Teaching Council's roles and functions relating to ITE to the Secretary of Education,
 - b. 9(2)(f)(iv) 
 - c. sending a letter to the Teaching Council with feedback on the draft Teaching Standards, 9(2)(f)(iv) 
6. As outlined in the improved teacher training Cabinet paper [SOU-24-MIN-0071], the focus of your improving the workforce of the future priority is on the schooling sector. However, changes to ITE and Standards for the Teaching profession will also impact on the early learning sector.

¹ Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration (2003).

² [ITE-Programme-Approval-Monitoring-and-Review-Requirements.pdf \(teachingcouncil.nz\)](#)

³ [Standards-for-the-Teaching-Profession-English-two-pages.pdf](#) - can be found here: [Our Code, Our Standards](#)
:: Teaching Council of Aotearoa New Zealand

Confirming your direction for reform to ITE

A lift and shift of ITE-related functions from the Teaching Council to the Ministry

7. Initial teacher education is a key driver of quality in the beginning teacher workforce, yet the way teachers are trained and developed during ITE is inconsistent. Standard setting and quality assurance is arms-length from government which means you have limited levers to influence the quality, content and consistency of ITE.
8. You have identified that the Teaching Council is not the right body to tackle the challenges facing ITE as it lacks the mandate and powers to take a stronger regulatory role. This shift will enable government to more directly influence the skills, knowledge, and capabilities of this important workforce. This model operates in other countries, including England.
9. You have signalled your intention to shift ITE functions from the Teaching Council closer to Government. This change will ensure alignment with the Government's priorities for curriculum and assessment reform, and PLD provision for in-service workers. It will set clear and strong expectations for ITE providers and trainee teachers.
10. The legislated ITE-related functions that the Ministry of Education would undertake, under responsibility of the Secretary for Education, would be to:
 - a. set ITE programme standards, and,
 - b. undertake approval of ITE programmes based on adherence to the ITE standards.
 - i. Note that the ongoing monitoring of ITE programmes sits under 'approvals' and is not a specifically identified legislated function. We will provide advice on how we can best implement an operational monitoring and quality assurance function based on 'approvals' shifting to the Ministry. This will include considering the feasibility of an operational role for the Education Review Office in quality assurance of ITE.
11. Making these changes to the Teaching Council's role and functions of standard setting and approvals of ITE requires legislative change of the Education and Training Act 2020 (the Act). You have advised Cabinet [SOU-24-MIN-0071], that you plan to undertake changes as part of the Education and Training Amendment Bill 2 (ETAB2), which is due to be introduced early next year.
12. Your original proposal to Cabinet was to consider shifting a broader suite of functions, including all standard setting and leadership functions. However, following engagement with the Teaching Council about their proposed work programme, and discussions with Ministry officials, you indicated your intention to narrow the focus to ITE related functions.
13. The changes to the Act would affect functions set out in:
 - a. **Section 479(1)(g):** to establish and maintain standards for qualifications that lead to teacher registration
 - b. **Section 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. **Section 479(1)(i)**: to conduct, in conjunction with quality assurance agencies, approvals of teacher education programmes.⁴

Implications and risks to work through

14. The impact of the change is smaller than originally proposed, however there are significant implications to consider that we will work through further during consultation. Key considerations include:
- Teacher fees may slightly reduce but this is dependent on overall Teaching Council sustainability.
 - 9(2)(f)(iv)
 - Loss of capability and capacity and potential transition arrangements, including loss of momentum with critical ITE work underway now.
 - Credibility with the sector to perform these functions, including with the tertiary sector.

Timelines for ETAB2

15. To meet the timelines to get Cabinet approval for including this legislative change into ETAB2, we are seeking a decision from you this week in order to commence a short period of targeted consultation (detailed below).
16. Timelines are outlined at Annex One. We are aiming for final policy approval at the Social Outcomes Committee (SOU) on 13 November, and for Cabinet on 18 November, which will rely on completing consultation in a relatively short period, followed by final policy advice to you before preparing a paper for Cabinet.
17. If needed, this paper may sit outside the ETAB2 package paper and come back together during drafting. ETAB 2 has Category 6 on the 2024 legislative programme which means that drafting instructions are to be issued before the end of 2024 to enable enactment by the end of 2025.

Consulting on shifting ITE related functions to the Ministry

18. Cabinet has agreed that you will undertake targeted consultation with key sector groups prior to providing the next round of advice [SOU-24-MIN-0071]. Due to these changes being conducted within a short timeframe, and the narrowed scope, we recommend that we consult with those who have a direct link to ITE. This will help us to consult those who will be impacted the most by your outlined change in direction. We recommend that we consult with:
- a. The Teaching Council
 - b. Committee on University Academic Programmes (CUAP) as the representatives of the Vice Chancellors Committee
 - c. New Zealand Qualifications Authority (NZQA)
 - d. Tertiary Education Commission (TEC)
 - e. Te Taihū o Ngā Wānanga

⁴ [Education and Training Act 2020 No 38 \(as at 30 June 2024\), Public Act 479 Functions and powers of Teaching Council – New Zealand Legislation](#)

- f. Teacher Education Forum of Aotearoa New Zealand (TEFANZ)
 - g. New Zealand Council of Deans of Education
 - h. Normal and Model Schools Association (NAMSA)
 - i. Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa
 - j. Ngā Kura ā Iwi o Aotearoa
 - k. New Zealand School Boards Association (NZSBA)
19. We recommend that we consult with these sector groups, as they are all directly related to ITE approvals, quality assurance and the tertiary sector. We have included NAMSA and NZSBA given their role in supporting practical experience placement delivery, and TEFANZ to ensure we consult with all ITE providers. We will also contact teacher and principal unions to provide them an opportunity to provide feedback on these proposals.
20. We recommend consulting with Te Taihū o Ngā Wānanga, which is a collective national association comprised of representatives from the three statutorily recognised wānanga: Te Wānanga o Raukawa, Te Wānanga o Aotearoa and Te Wānanga o Awanuiārangi. This association will be important for consulting on impacts for aspiring Māori teachers, ākonga, and Kaupapa Māori and Māori Medium education settings. We will also offer to engage with Te Rūnanga nui o ngā Kura Kaupapa Māori o Aotearoa and Ngā Kura ā Iwi o Aotearoa.
21. We also propose to consult Government agencies; the Treasury, Department of Prime Minister and Cabinet, the Public Service Commission, and the Education Review Office.

Wider regulatory system and ITE implications

22. Shifting the ITE standard-setting and approval functions closer to government starts to open up wider questions about the regulatory system for the education workforce and the best and most up to date models of provision for ITE and early-in-career training. It also intersects with questions about training models and occupational regulation in other sectors, for example in health, and may be perceived as a precedent or an intended future path for regulating professional education in those areas.

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

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

25. 9(2)(f)(iv) [Redacted]

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

26. 9(2)(f)(iv) [Redacted]

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

b. 9(2)(f)(iv)

c. 9(2)(f)(iv)

27. 9(2)(f)(iv)

28.

Sending a letter to the Teaching Council on the Teaching Standards

29. On 8 August 2024, the Teaching Council wrote to you to provide an early draft of the proposed new Standards for the Teaching Profession and sought your feedback.

30. 9(2)(f)(iv)

A draft letter is attached at Annex Three for your consideration.

Risks

31. Making changes to the functions of the Teaching Council may receive strong push back from some within the sector, including ITE providers, and may set a precedent for how professional education is regulated across other sectors.

32. Given the short timeframes and the scope being narrowly focused on ITE, the stakeholders we have identified above should be the focus on consultation. As noted above, we will be contacting the unions to provide them an opportunity to offer feedback on shifting ITE related functions to the Ministry. However, if you have identified other groups that you consider should be consulted, we will prioritise them.

33. 9(2)(f)(iv)

34. Shifting functions between the Teaching Council and the Ministry will take time, and once implemented the Ministry will need to review settings, engage with the sector, and prepare any changes required. This will not address short-term concerns around the quality of ITE. The Teaching Council has work underway, including a proposal to consult on lifting entry standards, and to refresh Teaching Standards. It will be important to maintain the momentum of the Council's work, even as legislative changes are progressing. There is a risk that capability and capacity, including credibility with the sector is lost. We will continue to work with the Council, and consider how to engage with the sector to help them understand changes, roles, responsibilities, and ongoing work.

35. Depending on Cabinet decisions, the ITE programmes delivered by Te Pūkenga/ the former ITPs will be experiencing significant change while this shift is implemented. This

may include exit from some programmes, changes to how some ITE programmes are offered, and the establishment of new providers. This could affect the ability of some providers to engage with the Ministry as functions are shifted.

Te Tiriti implications

36. Under the current settings, The Teaching Council has responsibility to ensure that ITE providers are meeting Te Tiriti o Waitangi obligations. The Teaching Council currently has an explicit focus on meeting the needs of Māori learners, for example 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. If we shift ITE approval and standard setting to the Ministry, the Crown will have a more specific role in ensuring that Te Tiriti obligations are complied with.
37. The Teaching Council is a teacher-led professional body, and the Council consults with the profession when they look to review their functions. Moving the proposed functions of the Council to the Ministry could diminish kaiako ability to influence and be a part of making decisions related to ITE.
38. The purpose of lifting the Teaching Council ITE functions to the Ministry is intended to improve the quality of ITE delivery and the quality of teaching. With changes to the approval and standard setting for ITE, we expect that this would support achieving equitable outcomes for all learners, including ākonga. As outlined above, the Council has an explicit focus on Māori and we don't anticipate this to change once the functions are brought into the Ministry.
39. However, we know that the Ministry is currently not delivering equitable outcomes for all learners in our education system. We have heard in previous engagements that Māori want tino rangatiratanga – agency and authority – over the education of Māori learners. This means there needs to be a genuine partnership approach across the education system, with leaders who believe in Māori and understand te ao Māori.⁵ We have also heard that racism and bias continue to impact Māori learner confidence, achievement, and outcomes.⁶ We would need to do further thinking around how we can ensure that ITE delivery ensure equitable outcomes for all learners if these were to become Ministry functions. This will be a focus of our upcoming engagements.

Next Steps

40. Once you have confirmed your direction for shifting the Teaching Council's ITE functions we will consult targeted stakeholders, and report back to you to seek final decisions. We will then provide you with a Cabinet paper to seek policy approvals to include them as legislative changes to meet the ETAB2 deadlines.
41. 9(2)(f)(iv) [REDACTED]
42. A draft letter has been prepared for your office to send to the Council 9(2)(f)(iv) [REDACTED]
43. Note that you will also receive advice, once final policy decisions have been taken, on how we can make changes to improve quality assurance and ongoing monitoring of ITE,

⁵ [Kōrero about the future of Māori education – Conversation space](#)

⁶ [Kōrero about the future of Māori education – Conversation space](#)

on the basis that the legislated ITE approval function moves under the Secretary of Education.

Annexes

The following are annexed to this paper:

- Annex 1:** Timeline for ITE reform work
- Annex 2:** Draft Statement of Government Policy to the Teaching Council
- Annex 3:** Draft letter to the Teaching Council

Proactively Released

Proactively Released

Proactively Released

Proactively Released

Proactively Released

Proactively Released