

TEACHING STARS

**TRANSFORMING THE
EDUCATION PROFESSION**

**JOHN MORRIS
ROSE PATTERSON**

**THE
NEW ZEALAND
INITIATIVE**

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John Morris and Rose Patterson

THE NEW ZEALAND INITIATIVE

The New Zealand Initiative is an independent public policy think tank supported by chief executives of major New Zealand businesses. We believe in evidence-based policy and are committed to developing policies that work for all New Zealanders.

Our mission is to help build a better, stronger New Zealand. We are taking the initiative to promote a prosperous, free and fair society with a competitive, open and dynamic economy. We develop and contribute bold ideas that will have a profound, positive, long-term impact.

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List of Abbreviations

BoT	Board of Trustees
Educanz	Education Council of Aotearoa New Zealand
ITE	Initial Teacher Education
MoE	Ministry of Education
NZEI	New Zealand Educational Institute
NZTC	New Zealand Teachers Council
PIRLS	Progress in International Reading Literacy Study
PISA	Programme for International Student Assessment
PLD	Professional Learning and Development
PPTA	Post Primary Teachers' Association
TIMMS	Trends in International Mathematics and Science Study

Executive Summary

The policy recommendations for transforming teaching into a professional career are to:

Create a compelling and aspirational career structure

This is an urgent need that, if implemented well, would see some of New Zealand's top graduates select teaching as an aspirational career choice, would encourage the best teachers to share their practice and to lead system improvement, and also keep these "master teachers" in the classroom. Hence, the authors endorse the Prime Minister's recent January 2014 announcement to create four new tiers of teaching positions; 5,000 Lead Teachers, 1,000 Expert Teachers, 250 Executive Principals and 20 Change Principals. We also suggest some modifications to the new government proposal.

Pay on performance, not time served

The current teachers' pay scale should be reformed and extended, and teachers should apply for progression rather than receive it automatically. The performance-related pay system we favour is standards based, linked to certification and potentially open to all ambitious teachers. Such a system will provide a sound basis for evaluating and rewarding good teaching rather than competitive bonus schemes.

The Education Council of Aotearoa New Zealand (Educanz), the new professional body for teachers to be

established in 2014, would be responsible for developing a fair and transparent overall framework for certification and accreditation.

Make entry to teaching selective and post-graduate

High performing education systems attract the best human capital at the outset. Hence, the authors support the government's gradual move towards post-graduate qualifications for teachers. This raises the bar and ensures that teaching is a profession of rigour and status.

Improve teacher training

ITE providers have been criticised for being overly theoretical and having little connection to practice. The recommendations of this report aim to lift the quality of Initial Teacher Education (ITE) overall with a particular emphasis on improving the connection between theory and practice.

The proposed Educanz should take over the role of the New Zealand Teachers Council (NZTC) in accrediting teacher training providers. It is recommended that Educanz work with providers to develop teacher certification and expectations of graduate competencies to guide ITE programme development. There is also potential to develop a consistent tool for teacher selection.

Educanz should also collect data on whether new teacher graduates applying for registration as teachers become employed in schools, and this information

should be provided across ITE providers so that would-be teacher trainees can compare employment prospects.

Educanz should be responsible for lifting the quality of ITE and this would be evaluated after five years. At that stage, if teacher training has not improved, a funding model could be introduced based on the employment outcome data collected. This would provide an incentive for providers to drive up the quality and relevance of courses.

appointed and experienced principals we encourage the creation of a more coherent web of support for strong, learning-focussed leadership in schools. This could take the form of a National College of Teaching and Leadership, as in the UK.



Alternative routes into teaching: train teachers in schools

As a large portion of the teaching workforce retires over the coming decade, it is critically important to open up different pathways to teaching and encourage mid-career changers to consider teaching as a profession.

A clinical teacher training model, similar to the Melbourne MTeach programme, should be piloted and evaluated, in which schools and universities are encouraged to partner together to offer teacher training to ensure academic rigour that is embedded in practice. The introduction of training schools is also recommended.

Identify future leaders early and prepare them better

We must be more deliberate in identifying future leaders who are “transformers”, and once identified, it is essential to develop more effective principal preparation programmes because professional learning and development (PLD) is the critical lever for raising standards. In addition, for both newly

Introduction

New Zealand has one of the largest gaps in the world between high- and low-performing students, and is failing too many Māori and Pasifika students in particular. Primary school students are behind their international counterparts in the core learning areas of mathematics, literacy and science.

This third and final report in The New Zealand Initiative's series on teaching offers bold policy recommendations to lift student performance by raising the quality of teachers – the single biggest influence on student achievement and learning at school.

These recommendations are the outcome of a two-stage process to investigate teacher quality. In the first report, *World Class Education? Why New Zealand must strengthen its teaching profession*, we presented an overview of the deteriorating state of the education system in New Zealand and analysed the main problems that work against attracting, retaining and developing the best and brightest teachers.

Since the release of that report, the 2012 Programme for International Student Assessment (PISA) results were released. New Zealand's 15-year-olds not only slid down the international league tables in their ability in mathematics, science and literacy, but their scores were lower compared to 2009. As OECD General Secretary Angel Gurría warns:

It is no longer good enough for national education policy makers to gauge educational improvement against their own past outcomes. They have to keep an eye on how much other countries are improving as well.¹

Of particular concern is the growing percentage of underperforming students. The percentage of 15-year-olds who could not do basic mathematics has risen from 16 per cent in 2009 to 23 per cent in 2012.

For too long we have been complacent about how well our education sector has been performing, regularly touting ourselves as 'world class'. Recent results in PISA and other international benchmarking tests – such as the Trends in International Mathematics and Science Study (TIMSS) and the Progress in International Reading Literacy Study (PIRLS) – have shown how far off from world class we really are.

The recommendations in this third and final report address the following barriers to a high quality teaching profession, as identified in the first report:

- The quality of ITE is variable. Only 57 per cent of schools are satisfied with the quality of teacher graduates. While most teacher training now occurs in universities, making teaching a more academic pursuit, this comes at the expense of practical classroom training.
- Pathways to teaching are restrictive.
- Teacher morale in secondary schools slipped from 70 per cent in 2009 to 57 per cent in 2012. The last couple of years have been a difficult time in education with the introduction of and resistance to National Standards in primary schools, the controversial introduction of Partnership (charter) schools, major payroll issues, and

¹ Gurría, A. (2009). *Education for the future – Promoting changes in policies and practices: the way forward* [speech]. UNESCO, 10 October 2009.

funding cuts to professional development for teachers.

- New Zealand suffers from a lack of specialist mathematics and science teachers.
- Education reforms have failed to recognise teaching as a true profession. Teaching is not a career of status.
- New Zealand does have excellent teachers, but also too many ineffective teachers.
- Induction and mentoring programmes for beginning teachers are highly regarded internationally, especially in the primary school sector, but the quality is variable across schools, particularly in secondary schools.
- New Zealand's self-managing school system, where schools compete for students, is a barrier to sharing good practice across the system.
- Teacher appraisal is mostly a tick-the-box exercise, rarely linked to student learning. PLD is too often divorced from student learning. The quality of appraisal and PLD systems vary depending on the school.
- Teachers are rewarded for years on the job, not expertise or excellence. They reach the top of the pay scale after eight years. Their only choice for progression after that is promotion out of the classroom into administrative roles or applying for management units (salary top ups) for taking on additional tasks, issued at the discretion of the principal. There is no consistency across the system in allocating these units.

To determine how some of these problems could be solved, we studied overseas education systems on a research trip to Singapore, Germany, Finland, England, Ontario (Canada) and Australia. The report *Around the World: The evolution of teaching as a profession* identified the key mechanisms by which leading overseas jurisdictions are transforming teaching into a professional career. Our research showed that top-performing jurisdictions are:

- Establishing professional teacher associations.
- Rigorously selecting the best people for the profession.
- Raising the bar with higher qualifications grounded in practical classroom training.
- Encouraging mature professionals to switch careers and become teachers.
- Establishing career progression models that retain the best teachers in the system and encourage those teachers to share their practice to enhance overall capability.
- Bringing professional development into schools, led by teachers.
- Remunerating excellence, and moving away from remunerating purely on years on the job.

New Zealand's context

It is not a matter of copying and pasting what works in other countries to the New Zealand context. New Zealand has 2,500 self-managing schools that operate independently, each governed by its own Board of Trustees (BoTs). This autonomy has led to excellence for some schools, but this excellence and the factors that lift student achievement are not easily shared between schools

and across the system. As James O'Shaughnessy of UK think tank Policy Exchange says of New Zealand's system: This highly atomised framework is both the system's greatest strength and weakness. On one hand, the autonomy given to schools and teachers has generated exciting innovations at the local level. On the other hand, system-wide change occurs at a slow pace. And collaborative frameworks have yet to be built into education practices.²

Cathy Wylie, who has followed the impacts of self-managing schools in New Zealand since the Tomorrow's Schools education reforms in 1989, says:

Per-student funding and per-student staffing both position schools more as competitors than as colleagues. Schools did not gravitate to work together long term to share knowledge or resources: the incentives of the Tomorrow's Schools system led them in the opposite direction.³

It is therefore important that policies aimed at lifting teacher quality are implemented at a system level, and infrastructure is available to connect schools and encourage 'lateral capacity building' whereby skills, knowledge and resources can be shared across the system.

The policy recommendations in this report are adapted for New Zealand's specific education system. While there are dangers in transplanting ideas that work overseas into the New Zealand context, we can and should learn much from comparative studies. As a country ambitious to improve its educational attainment, New Zealand should use the success of other countries as a spur without losing the unique character of our education system. The recommendations in this report do reflect some successful overseas policies that can work in New

Zealand, and incorporate policies particular to New Zealand.

Need for transformation and revitalisation

New Zealand entrusts its future to its educators, but the teaching profession remains undervalued even though teaching (and leading) is intellectually demanding, rigorous and complex work. Teachers are far too often unacknowledged as professionals who possess unique skills and qualifications.

This unfortunate situation, along with factors such as the continued existence of a 'factory culture' with inflexible work rules that discourage innovation, has led to teaching not being regarded as an attractive career option by top-tier graduates who have the knowledge, skills and dispositions required to take on the challenge and complexity of teaching in the 21st century.

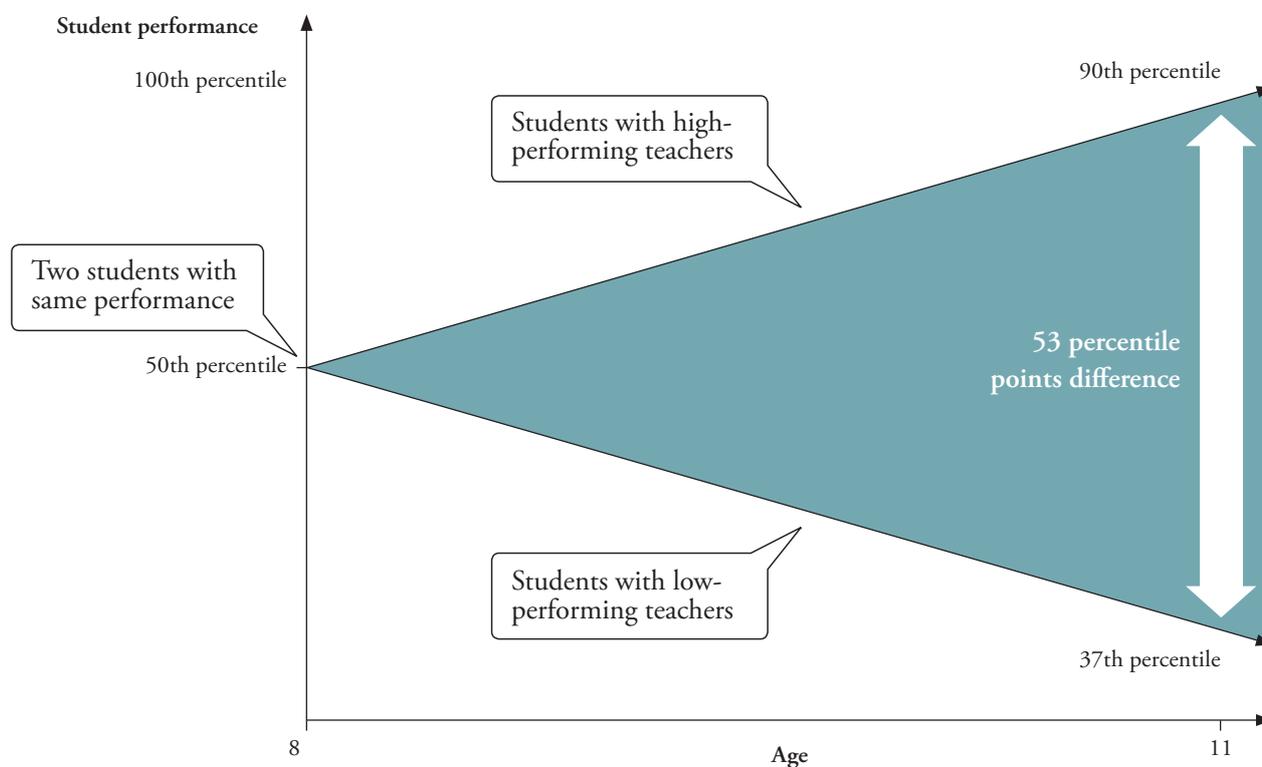
With a high number of teachers set to retire in the 2020s, given the current age structure of the profession, the time is apposite for a sweeping transformation and revitalisation of the profession so that there are accomplished and effective teachers in front of every New Zealand classroom. This will in turn lead to better student achievement, equity and global competitiveness.

Such a transformation will require bold and innovative policies, and importantly, collaboration between all groups within the education sector, something that has been sadly lacking. The mutual responsibility and obligations between government and the organised profession needs to be recognised to ensure that every student has the best possible opportunity to learn.

² O'Shaughnessy, J. (2012). *Competition meets collaboration: helping school chains address England's long tail of educational failure*. Policy Exchange, p. 26.

³ Wylie, C. (2012). *Vital Connections: Why we need more than self-managing schools*. Wellington: NZCER Press.

Figure 1: The cumulative effects of teachers on student achievement



Source: Sanders, W., & Rivers, J. (1996). *Cumulative and residual effects of teachers on future student academic achievement*. University of Tennessee Value-Added Research and Assessment Center.

For this transformation to occur, a constructive social dialogue between government and the organised profession is essential. Currently, teaching comes across as a rather suspicious and vocal profession when responding publicly to most government reform proposals. Nevertheless, overseas experience proves conclusively that teachers' unions need to be part of any discussion to raise the image and status of the profession.

While no single reform can serve as a 'silver bullet' to restore New Zealand education to its world-class status, it is now well accepted that of all the controllable factors in an education system, the most important is the effectiveness of the classroom teacher (see figure 1). It

is no coincidence that the world's best-performing school systems make great teaching their reform focus. They all have systematic approaches to attract, develop, retain and ensure the efficacy of their most talented educators – and they make sure great teachers serve students of all socio-economic backgrounds.

Given the variability in the quality of teaching highlighted in our first report, New Zealand policymakers should likewise focus on strengthening the teaching profession, not only by upgrading the calibre of young people entering the profession, but also by improving the effectiveness of teachers already in the classroom. McKinsey and Co quote a chancellor of schools in New

⁴ Auguste, B., Kihn, P., & Miller, M. (2010). *Closing the talent gap: Attracting and retaining top-third graduates to careers in teaching*. McKinsey & Company, p. 11.

York City: “If your human capital isn’t at the top, that makes all the other hills harder to climb”.⁴

This report’s policy recommendations focus on building human capital including the need to develop a cohort of inspiring and innovative school principals who play a pivotal role in quality teaching. It is the principal who creates a school environment where teachers want to work and where effective teachers can thrive. The link between excellent principals, quality teaching, and improved student achievement is clear:

School leaders influence learning primarily by galvanising effort around ambitious goals and by establishing conditions that support teachers and that help students succeed.⁵

Successful transformation will require political will, energy and wisdom to take the strong and innovative action needed so that teaching is perceived by all as deserving of the equivalent status of professions like law, medicine, engineering and academia, and attracts the brightest and most passionate people as a top career choice.

Vision for the teaching profession in New Zealand

I can’t understand why people are afraid of new ideas. I’m frightened of the old ones.

— John Cage, Composer

The policy recommendations for a 21st century teaching profession are intended to form part of a broader vision that will help transform and elevate the profession so that teaching becomes characterised by a truly professional culture.

One way of elevating teaching to a high status profession is by establishing an independent professional body for teaching that will be the face and voice of the profession.

Following recommendations from the Ministerial Review of the New Zealand Teachers Council (NZTC) in 2012, the government now intends to disestablish the NZTC (for more information, see the first report *World Class Education?*) and replace it with the Education Council of Aotearoa New Zealand (Educanz), an independent statutory body that will work in the public interest. Educanz will set high professional standards, promote the quality of teaching and leadership, create and enforce a rigorous code of conduct and set of values, introduce an effective regulatory framework, provide thought leadership, formulate research and policy, and share international best practice.

The intention is for Educanz to develop into the single prestigious governing body for the profession, and for teachers to gain both status and reputation for professional excellence and integrity by meeting and maintaining the high standards that Educanz will set. The independence of Educanz is vital for its success; equally, the governance of this body must not be dominated by sector

⁵ Leithwood, K., & Riehl, C. (2003). *What we know about successful school leadership*. National College for School Leadership, p. 4.

interests but comprise people with the requisite skills and experience.

To further raise the image and status of the profession it is vital that:

- Teaching is perceived as a job at the cutting edge of society's achievements and challenges – a complex and demanding job that requires teachers to have multiple skills and capabilities. Recruitment advertising should not hide the challenges of teaching - the chance to make a difference in a difficult environment is attractive to many high-flying graduates and career-switchers.
- A high performing and diverse pool of talented people are attracted to the profession and retained. Graduation should not be automatic but competency-based. Exceptional trainees should not have to time-serve for the entire year but be placed in schools to gain more classroom experience. Conversely, underperforming trainees should not be graduated until they achieve the required standard.
- ITE offers high quality and substantive curricula and clinical preparation experiences during school-based practicum that make a difference.
- There are a variety of ways for those with the disposition to teach, especially career changers, to enter the profession.
- Enhanced induction programmes are designed to provide accelerated growth and development for newly appointed teachers; mentoring support for all teachers; effective, continual professional development; and equitable and transparent evaluation systems.
- There is a sharing of best practice across the sector and the development of professional learning communities within schools.
- A professional career continuum is created to keep the best teachers in the classroom, and a compensation structure is introduced commensurate with that of other valued professions and linked to a nationally consistent and credible certification system.
- There is a cohort of inspiring and innovative school leaders who “have a dramatic influence on the overall academic achievement of students”⁶ and who create, and are guardians of, a school culture in which teachers want to work and effective teachers can thrive.

If such a vision is attained, teachers will once again take their rightful role, in the words of U.S. Secretary of Education Arne Duncan “as thinkers, leaders and nation-builders”.⁷

⁶ Marzano, R., Waters T., & McNulty, B. (2005). *School leadership that works: From research to results*. Alexandria: Association for Supervision and Curriculum Development.

⁷ Hu, W. (2012, February 15). \$5 billion in grants offered to revisit teacher policies. *New York Times*.

1.

An aspirational career structure

Background

Until now, there has been a lack of emphasis in New Zealand's education policy on rigorous improvement of teacher quality embedded in the teacher career structure.

Teachers move up the salary scale almost automatically every year. Thus, reward is by time served, not by expertise. There are opportunities for teachers to take on additional responsibilities and receive management units at the discretion of the principal, and there are opportunities for a variety of leadership roles within schools. However, career progression focuses on the easily quantifiable: how many additional responsibilities the teacher takes on, the magnitude of those responsibilities, and how many people are being line-managed. In general, teachers are rewarded for taking on more and more tasks instead of being recognised for their teaching prowess.

A major focus on career progression that would see the best teachers share their practice for improving student learning with other teachers would make a huge difference to the profession. As James Toop, Chief Executive of Teaching Leaders in the UK comments, such a model:

...will help us win the ultimate challenge – to attract the best from other sectors, retain them when they are here, and accelerate their development to have the greatest impact on students.⁸

Policy recommendation 1:
Create a compelling and aspirational career structure

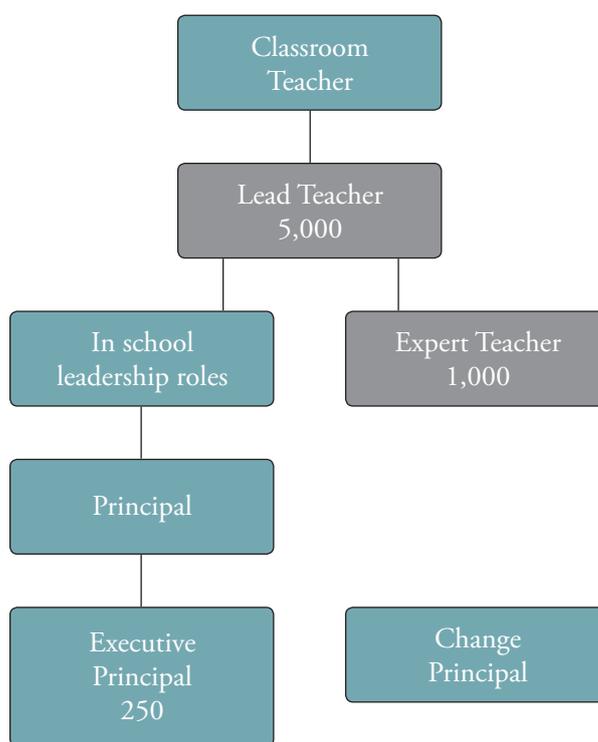
Investing in educational success

Prime Minister Rt Hon John Key's announcement on 23 January 2014 in his State of the Nation address to radically change the teaching career structure has been received warmly by the profession, and with guarded support from the two teaching unions, the New Zealand Post Primary Teachers' Association (PPTA) and the New Zealand Educational Institute (NZEI). This new policy is in fact a "soft rewiring" of the entire education system.

Our first two reports have been influential in the creation of this new policy, "Investing in Educational Success". We presented the key findings of both reports to the Prime Minister's advisers, the Minister of Education, Hekia Parata, and to Labour Education Spokesperson, Chris Hipkins, emphasising the urgency for a new professional career structure for teachers.

⁸ Toop, J. (2013). Career progression and talent management. In *Towards a Royal College of Teaching*. The Royal College of Surgeons of England.

Figure 2: New teaching and leadership career pathways



Source: Parata, H. (2013). *Investing in Educational Success* [speech]. Auckland, 23 January 2014.

To ensure successful implementation, any change to the current teaching career path must involve collaboration with the organised teaching unions and other major stakeholders with an interest in recognising and rewarding quality teaching.

“Investing in Educational Success” will help raise the status and esteem of the profession and be more attractive to the best and brightest graduates who, as well as being attracted by the challenge of teaching, will see an aspirational career progression. This policy will help recognise highly capable teachers and principals with successful track records and encourage the sharing of expertise across schools among teachers and principals.

Four positions will be created: Lead Teacher, Expert Teacher, Executive Principal, and Change Principal. Schools will be provided with funding for release time so other teachers can learn from Lead and Expert Teachers.

Five thousand Lead Teachers, the best teachers in each school, will have open classrooms for other teachers to observe their practice. They will receive an additional \$10m per annum.

One thousand Expert Teachers – identified for their abilities in teaching mathematics, science, technology, and literacy – will be based in their school but will work in other primary and secondary schools in a community of school two days a week under the guidance of Executive Principals. Expert Teachers will receive an additional \$20,000 per annum.

Two hundred and fifty Executive Principals will be based at their school but also work in other schools in their community of schools for two days a week. They will receive an additional \$40,000 per annum. Importantly, Executive Principals will be accountable to the government for the results of the schools they work across. These positions will be appointed by a standing committee of experts in the profession.

The government has also announced 20 positions for Change Principals tasked with turning around low-performing schools. These principals will receive an additional \$50,000 per annum, and will be appointed by the respective schools' BoTs.

This programme will also introduce a teacher-led innovation fund of \$10 million to establish innovative and effective practice in schools.

The proposal to employ Executive Principals and Expert Teachers who work across schools may act as a middle layer to share and build capacity across schools. This model will also allow the best teachers in the system to lead the system. Under this model, professional development is likely to be provided by teachers, for teachers. It opens up opportunities for schools with excellent induction and mentoring programmes to share what works with other schools.

We believe that Executive Principals would be in the best position to identify the top teachers – Expert Teachers – across the community of schools they work with, and should be responsible for working with individual school principals in making the final judgement on who is accredited as an Expert Teacher. Within each school, however, the school principal is in the best position to identify and promote the Lead Teacher.

Pitfalls of the Executive Principal model

We support the government's policy emphasis on leadership so that those with leadership potential and ambition consider teaching as an attractive career.

The positions of Executive Principal and Change Principal make a strong statement that school leadership matters. However, taking an Executive Principal out of his or her own school for two days a week has some flaws. A number of principals have expressed disquiet about this, and it is doubtful whether school trustees would sympathise with this situation.

Instead, the Executive Principal should be a new position with a higher salary and involve leadership of a community of schools that need additional expertise and experience to improve their performance. The Executive Principal would be appointed by an independent expert committee and the position would represent a step up from being principal of a school to that of leading the system, hence providing further opportunities for advancement for school leaders.

The Executive Principal should be a standalone position unlike the government's proposal in which Executive Principals split their time between their school and the community of schools. There are roughly 2,500 schools in New Zealand. With 250 Executive Principal positions, each Executive Principal would be responsible for on average 10 schools each. It would be difficult to attract people to the role if they had to split two days a week over 10 schools while still being accountable to their own BoTs.

The same argument applies to Expert Teachers. Schools may not be happy to lose their best teachers for two days a week, so we would argue this should be a standalone position.

Experience of similar programmes overseas suggests significant benefits from the standalone Executive Principal role: developing leadership capacity, rationalising of resources, disseminating best practice, increasing cooperation, cultivating leadership further into schools and across education systems, and improving school outcomes.⁹

The second new leadership position created, Change Principal, is a significant step forward in both providing a challenging target for existing principals to aspire to, and also in providing an avenue for utilising the “turnaround” expertise and experience of very effective principals across schools in need of specialist support and advice. The key aim of this position is to lift achievement in schools that are really struggling. These schools will be identified by the MoE.

The role of Educanz

The formation of Educanz is an opportunity to develop a nationally consistent and credible accreditation and certification framework for the modified career model announced by the Prime Minister. Educanz would develop the framework for building teacher capacity and determining who would be responsible for promoting people to Lead Teacher, Expert Teacher, Executive Principal, and Change Principal. Demonstrated ability to work with and mentor other teachers to build and lead their professional development should be an absolute must for anyone wishing to progress on this career path.

It is important that capacity for these roles is built carefully and gradually. The current government position is that schools opt in. This is important in that schools have the autonomy, and it puts the appropriate pressure on government

to create a fair and robust system that schools want to opt into. Schools will come on board in a staggered fashion and this will help to ensure that capacity is built slowly. It may even be worthwhile piloting the model with two or three groups of schools before rolling it out on a national level. This will allow Executive Principals to identify the pitfalls and challenges of leading their community of schools, including working with BoTs across many different schools.

Executive Principals should be employed first. They should have proven experience of transforming schools and be well-respected within the profession.

They would be responsible for implementing the framework across their community of 10 or so schools and building capacity for appointing Expert Teachers and Lead Teachers according to Educanz’s policy directives, which must be fair and transparent.

Importantly, and as outlined by the Prime Minister in his speech, Executive Principals should be accountable for overall student achievement so the whole system is geared to improving student achievement.

⁹ OECD (2011). Improving school leadership policy and practice: Pointers for policy development.

Policy recommendation 2: Pay on performance linked to certification, not time served

“Investing in Educational Success” is a promising first step but more can be done to create a system where talented teachers are recognised through promotion and are able, at the same time, to remain in the classroom if they wish.

Currently, excellence goes unrecognised and poor performance goes unaddressed in the profession. A remodelled, modern compensation structure linked to professional certification is essential to transform the profession.

Educanz would be responsible for developing a standards-based national certification and appraisal system for all teachers. Examples of overseas standards-based systems are shown in figures 3 and 4. Educanz should, in consultation with the education sector, develop clear guidelines as to what the profession expects its teachers to get better at with experience. It would provide valued recognition to teachers who reach high standards, and provide employing boards and principals with a valid basis on which to reward great teaching and act on under-performance. The main objective will be improved student achievement.

In the current climate, a performance-related pay system that is standards-based, linked to certification, and open to all ambitious teachers to attain professional excellence is the best fit for New Zealand. This system will require a job description for each category on the pay scale (the nomenclature is not important), and will provide a sounder basis for evaluating and rewarding good teaching rather than competitive bonus pay schemes.

Establishing such a system is a complex enterprise, politically and technically, and will take time because pay scales

will need to be reformed and extended, based on evidence of high performance standards. They need to reflect the fact that it is primarily through accomplished teaching that schools achieve their core purposes and they need to send a clear message that reaching high performance standards will lead to high status and career advancement.

It is equally clear that such a system will stand or fall depending on the rigour of methods used to determine whether teachers have achieved the relevant standards. Attaining each level on the reformed pay scale will result in certification which is a prerequisite for further promotion.

Performance pay is probably the most divisive issue in teaching. The proposal to link increased teacher pay to advancement in a standards-based structure avoids the contentious issue of bonus payments while requiring high quality performance evaluation as a prerequisite for success. It will also be a start towards dealing with underperformance, in that those who underperform will not automatically receive higher salaries as they currently do.

The importance of a transparent and credible evaluation system is especially significant in teaching, “which has two features that are more pronounced than in most other professions: risk aversion, and mistrust of senior managers”.¹⁰

Performance pay is indeed a conundrum. Teachers are right to demand that judgements on their capability should be objective, transparent and fair. Principals are equally clear that their staff are their greatest asset and must be rewarded, developed and encouraged appropriately. Jim Crawley, HR expert interviewed for a UK report on performance-related pay has explained that it:

¹⁰ Robb, M. (2014). *Reversing the widget effect: The introduction of performance-related pay for all teachers in English schools*. Policy Exchange, p. 41.

... is not an easy thing to do. While it may be obvious that most organisations will have limited funds and will want to allocate those funds to the people who have contributed the most, it can be difficult to do fairly and consistently.¹¹

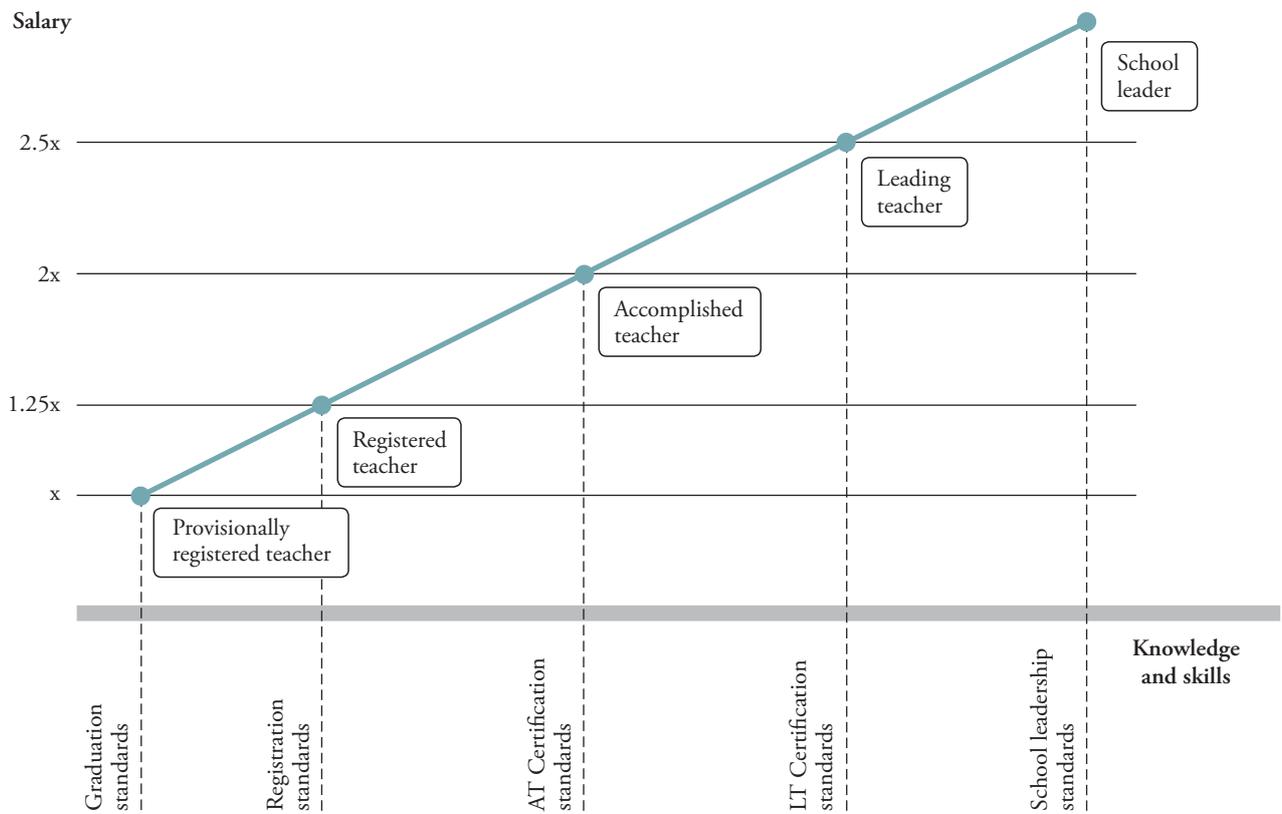
Awarding certification should be a key role of Educanz. In all other high status professions, responsibility for professional standards and certification rests with an independent national professional body. With Educanz in charge of this important role, it would receive the enhanced status in the eyes of the teaching profession and

wider public, as certification represents professional recognition. It would also be a continuation of the council's regulatory role in devising relevant teaching standards and registering beginning teachers.

Certification is key in this recommendation. This is the way most professions drive continual improvement in their members practice, on their own and in the public interest. Certification would also provide teachers with known high performance standards to aim for; a strong market for their knowledge and expertise that employers would be willing to pay for; and esteem among peers.

¹¹ Ibid, p. 44.

Figure 3: A standards based career structure



Source: Dinham, S. (2008). Teaching Talent: The best teachers for Australia's classrooms. *Business Council of Australia*, p. 35.

Currently, teachers undergo yearly appraisal and the vast majority of those not already at the top of the salary scale then make a step up the pay scale. Under the recommended proposal, teachers would have to apply for progression up the scale and would need to demonstrate they were meeting the standards. Teachers would only apply when they felt they were ready for the next stage. There would be an open application procedure but no guarantees of a step up the scale.

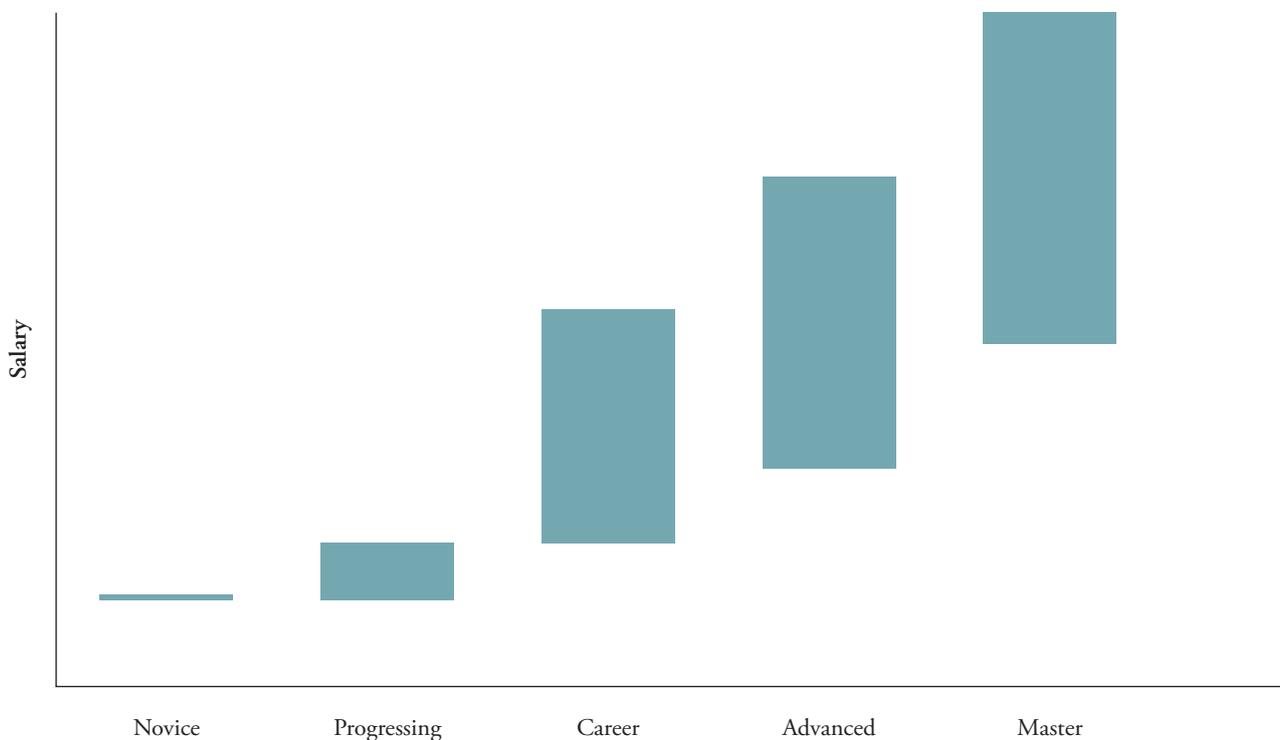
This scheme avoids some of the pitfalls and weaknesses of other performance-related pay schemes. It provides a single career framework for all teachers and powerful salary incentives; establishes a rigorous and independent process for

assessing teachers; drives professional learning and successful teaching; and builds a closer alignment between increasing expertise and career progression. This scheme is non-competitive as it is based on demonstrated attainment of standards rather than comparison with peers. Ultimately, it will build a new professional culture characterised by collective responsibility for teaching practice and student learning.¹²

A similar model, devised in the UK, suggests simplifying the pay scale into five bands related to teaching standards that teachers would be assessed against for career progression (figure 4).

¹² Interview with Lawrence Ingvarson, ACER, Melbourne, May 2013.

Figure 4: Proposed salary levels and ranges in a five-band teaching scale



Source: Robb, M. (2014). *Reversing the widget effect: The introduction of performance-related pay for all teachers in English schools*. Policy Exchange, p. 41.

2.

Attraction, selection and preparation of teachers

Background

Outstanding schools need outstanding teachers. Yet, in New Zealand, the best and brightest high school and university students show little interest in pursuing a career in education. Further, every year, a significant number of quality teachers leave the sector, either to retire or to take up opportunities in other industries. Most alarmingly, many do so when they are just three to five years into their career. In the coming decade, the quality of New Zealand's education system will decline unless there is a significant improvement in the attraction, training and retention of talented teachers.

The highly competitive labour market conditions and the so-called 'war for talent' heighten the need for education policymakers to employ new thinking and strategies to actively recruit and retain quality teachers. This process will involve understanding the shift in employee expectations, adopting a more modern leadership mind-set, building inspiring workplace cultures, and creating a compelling employment brand for teaching.

Today, 'Generation Y' is entering an employment market characterised by increasing demand for talented workers, and a simultaneous drop in the availability of people due to falling birth rates. Consequently, the power is shifting

from the organisation to the individual – talented staff finding themselves in high demand are raising their expectations, and employment conditions that were once considered luxuries are fast becoming price-of-entry necessities.

Teaching requires this valuable top-tier talent because it is the only profession that creates the generations of the future on a massive scale. The profession has to find, invest in, build, and circulate talent deliberately. Talent identification, attraction and development need to become embedded in the profession. Figure 5 shows the impact of greater selectivity on the profession.

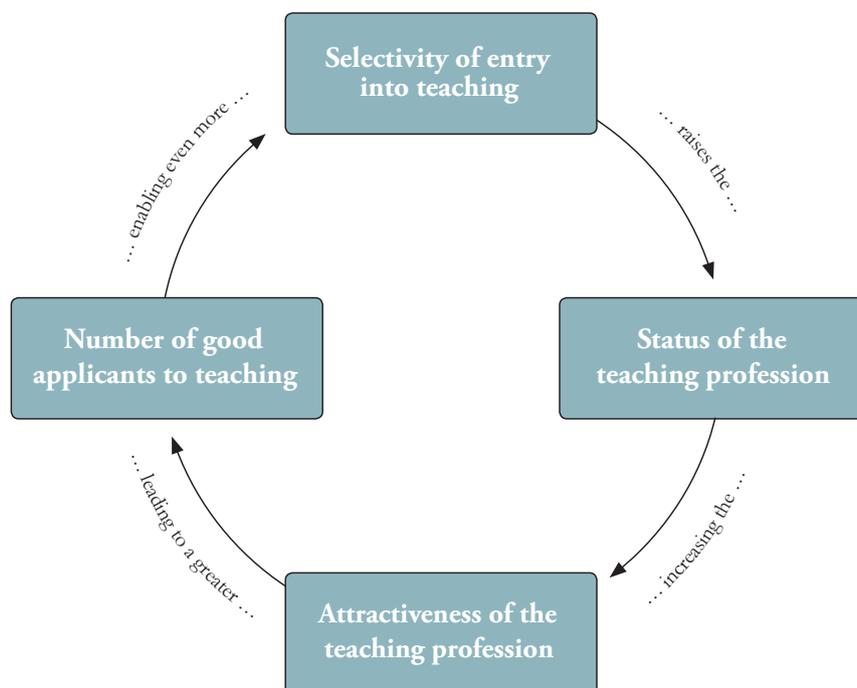
In our first report, we reviewed research that showed several major problems with Initial Teacher Education (ITE).

- A 2006 study by Kane and Mallon found widespread dissatisfaction with ITE.¹³ In 2011–12, a survey found only 57 per cent of school leaders were satisfied with the quality of teacher graduates they had employed.¹⁴
- There is a plethora of secondary and primary teacher providers (16) and courses (127) of variable quality.

¹³ Kane, R., & Mallon, M. (2006). *Perceptions of teachers and teaching*. Wellington: Ministry of Education.

¹⁴ New Zealand Teachers Council (2012). *Annual Report 2011-2012 for the year ended 30 June 2012*. Wellington.

Figure 5: Ensuring that the right people become teachers



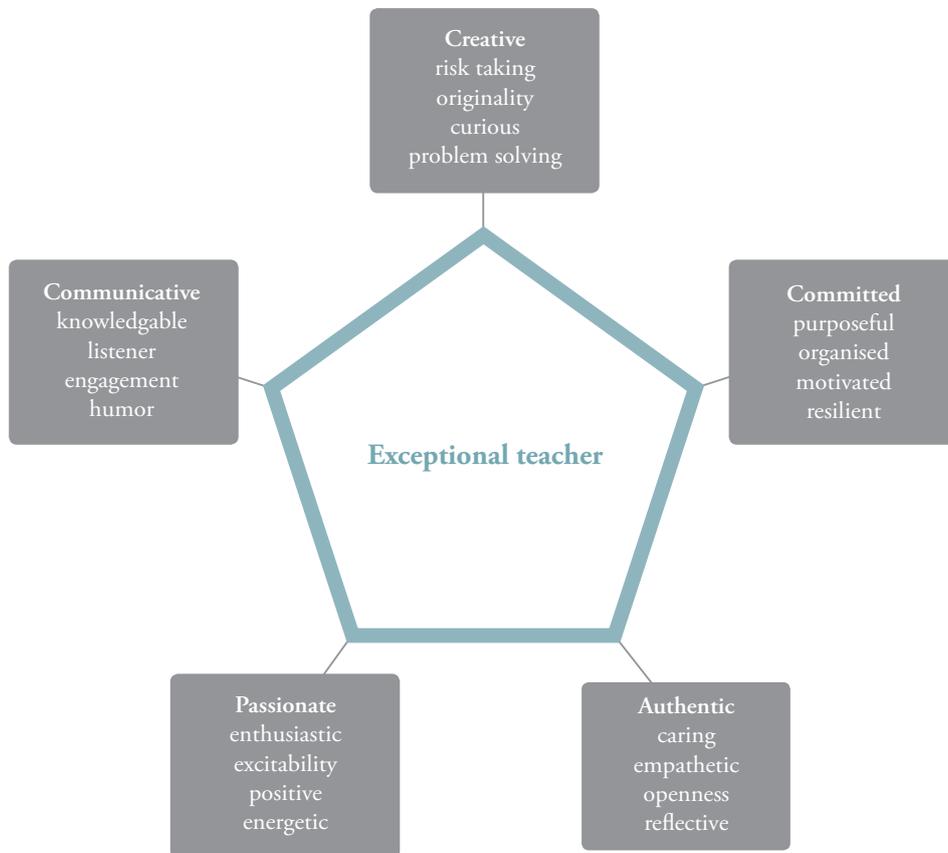
Source: Whelan, F (2009). *Lessons learned: how good policies produce better schools*, p. 61.

- Entry standards to ITE are too low. The NZTC, which regulates the teaching profession and ITE providers, requires minimum literacy and numeracy levels but otherwise entry standards are up to individual providers.
- Selection processes are unregulated and variable.
- ITE providers resist failing non-performing trainee teachers.¹⁵
- Trainee teachers lack professionalism and commitment.¹⁶
- There is insufficient time in school-based practicums in teacher training courses. The minimum requirement is 14 weeks of in-school training, when McKinsey & Co recommend at least 20 weeks based on international research.
- Most teacher training (96 per cent of secondary trainee teacher intake and 90 per cent of primary trainee teacher intake) is now in universities, reflecting an international trend to make teacher training academic. While there are benefits to this, the lack of practical readiness for the classroom should not be ignored. Our second report found that this problem is not unique to New Zealand.

¹⁵ Kane, R., & Mallon, M. (2006). *Perceptions of teachers and teaching*. Wellington: Ministry of Education.

¹⁶ Ibid.

Figure 6: Qualities of highly effective teachers



Source: Faull, A. (2009). Highly effective teachers, *Teach*, p. 34.

Policy recommendation 3:
Make entry to teaching selective and post-graduate

High performing education systems attract the best human capital at the outset. Hence, entry to all teacher training (primary and secondary) should be post-graduate.

Kane and Mallon’s research in New Zealand led them to recommend that ITE focus “less on recruitment of school leavers and more on graduate entry programmes with high academic entry standards and extended practicum experiences ...”¹⁷

There is a wider initiative to pilot and phase in post-graduate teaching qualifications in line with international practice. The first was the *Teach First* programme at the University of Auckland in 2013, which confers a postgraduate diploma in teaching with the bulk of training done in schools, as detailed in the first report.

Since then, two more providers (University of Waikato and the University of Otago) have been selected in a tender process to jointly offer a masters programme in teacher training from 2014, and the University of Auckland has been selected to provide a Master of Teaching in primary education. Victoria

¹⁷ Ibid, p. xvii.

University (Wellington) will start offering a similar programme in 2015.

Learning from the best performing education jurisdictions overseas, we are in support of the gradual move towards higher teaching entry requirements.

Selection processes for teacher training should incorporate assessment of candidates' disposition to teach as well as their intellectual ability. This will mean ITE providers will need to develop greater clarity about the attributes sought in future teachers (see figure 6). The University of Melbourne has introduced an online tool called "TeacherSelector" that applicants for the MTeach degree have to complete to assess their suitability for teaching. We recommend that teacher training providers investigate the University of Melbourne approach and that Educanz could explore the possibility of developing a national model of teacher selection based on this tool.

Further the MoE needs to adopt the recruitment processes followed by many legal and accounting firms by introducing a comprehensive, research-based "wide-net" recruiting policy targeting top performing secondary students, high performing university undergraduates in their final year, and mid-career professionals in other fields to raise awareness of teaching as an aspirational career choice. Universities and schools should also be motivated to recruit top people to teaching (this is detailed later in this chapter).

Teacher supply remains an issue and it is important to achieve a greater clarity as to the body responsible for coordinating regular supply and demand analyses to control the numbers of students undertaking teacher education courses so that supply more or less matches demand.

The MoE conducts a survey of schools at the beginning of each school year to provide a snapshot of staffing, monitors job advertisements and information from school roll returns, and analyses population trends and teacher loss rates. Clearly these actions are insufficient to accurately predict supply and demand and the situation is exacerbated by the fact there are no ITE caps on enrolment for different subjects.

Regardless, any under or over-supply of trained teachers has a negative impact on the status of teaching and also on teacher quality. Whichever organisation is made responsible for this important role, it should be resourced appropriately and held accountable for providing high quality information.

Policy recommendation 4:
Lift the quality of Initial Teacher Education (ITE)

It is clear that some pressure needs to be applied in the system to raise the quality of ITE. Given the complexity of the ITE landscape in New Zealand, and the impending disestablishment of the NZTC (which currently accredits ITE providers) and the creation of a new independent professional body for teachers (Educanz), we outline a series of possible policy solutions.

When Educanz is formed this year in 2014, there is potential for it to implement some practical solutions in the short term to improve the quality of ITE as outlined below. However, the authors are wary of too much regulation and central control, and would only be in support of continuing with such a model if it is proven to successfully lift quality. As such, there should be a sunset clause of five years and the ability of

Educanz to lift quality should be evaluated at that point. If it is deemed as not having lifted quality, consideration should be given to an alternative model of funding ITE providers on outcomes, also detailed below.

Educanz as a body to control quality

Regardless of our concerns with overregulation, teacher training programmes do need to be accredited by an independent agency (Educanz) to assure quality. The accreditation focus should be on both outcomes of programmes as well as inputs. One aspect of this could be that ITE providers would be required to report to Educanz on the employment outcomes of their graduates and what percentage actually become registered teachers. A statistical comparison across providers would make interesting reading, especially for prospective teacher trainees. Such a system would ensure that only teacher training providers with accredited quality programmes and proven track record of employment success would continue to operate.

Providers, in association with the proposed Educanz, should develop a clear and concise statement or profile of teachers' competencies to guide ITE programmes, teacher certification, on-going professional development and career advancement. The profile must be evidence-based and build on active involvement by the profession in identifying teacher competencies and standards of performance.

In 2004, Robyn Baker and Marie Cameron in their research on ITE in New Zealand commented on this aspect of ITE:

There is a lack of consensus about what the specialised body of knowledge and skills for initial teacher education should be, who has the right to say what it is and how it can be recognised and validly assessed.

Ten years after their research, there is still no consensus on what effective ITE should look like in New Zealand. This situation must be addressed.

A clinical teaching programme

To lift the standard of ITE, a thorough review of the curriculum and pedagogy of teacher training programmes needs to be undertaken with a view to bridging the theory-practice nexus. Darling-Hammond and Bransford in the U.S., and Kane and Mallon in New Zealand have found similar weaknesses in current teacher education programmes:

Many teacher education programmes have been criticised for being overly theoretical, having little connection to practice, offering fragmented and incoherent courses, and lacking in a clear, shared conception of teaching among faculty.¹⁸

It is generally accepted today that world class teacher education requires a partnership between universities and schools in which highly qualified professionals draw upon research about effective practices and about how students learn. It is also about teachers having a deep subject and pedagogic knowledge basis that is both academic and practical. Like good medical practice it involves cognitive skills and emotional literacy.

¹⁸ Darling-Hammond, L., & Bransford, J. (2005). Preparing teachers for a changing world: What teachers should learn and be able to do. *San Francisco: John Wiley & Sons*, p. 391.

Given this, we recommend that a pilot graduate “clinical” teacher education programme be introduced in New Zealand. This could be integrated in the one year Master of Teaching degrees (MTeach) currently being introduced in some New Zealand universities.

The “clinical” approach to teacher training is currently being implemented in Australia and involves:

- Setting up a network of partnerships with schools where teacher trainees go on continuous placement at least twice a week. This is followed by a period of sustained professional practice during a two or three week placement block with a graduated progression of teaching requirements and responsibilities.
- Support for teacher trainees is provided by school-based exemplary teachers called ‘Teaching Fellows’ who work in partnership with university-based experts called ‘Clinical Specialists’ and whose main role is to mentor teacher candidates, monitor their experience and deliver the practicum seminar series that run throughout each semester.

The clinical teaching model is an interventionist model in which teachers use evidence to analyse where a student is most ready to learn and focuses on growth and development to ensure every student realises their potential. The National Council on the Accreditation of Teacher Education in Australia strongly supports this approach. Its 2010 report stated that “teacher education programmes must be grounded in clinical practice and responsibility must be shared between schools and teacher education programmes and this must be a national

approach rather than a cottage industry of path breaking initiatives”.¹⁹

In offering such a programme with a reformed curriculum underpinned by a strong body of theoretical knowledge, New Zealand universities would play a significant part in helping raise the status of the profession and challenging previous views of teaching as a craft and of teachers as technicians.

An alternative model – funding on outcomes

As mentioned in the introduction of this policy recommendation, the approach by which Educanz accredits and regulates ITE providers should be reviewed after five years. At this point an alternative model of funding ITE providers on employment outcomes for their graduates could be considered as a simple measure of the quality of training (whether it prepares teachers for employment). Schools know the reputations of different ITE providers and of course are more likely on balance to hire a new teacher who has graduated from a reputable provider. Arguably, schools are in the best place to judge the quality of teachers.

The nationally consistent collection of this data should begin now so that reliable measures of employment are available after five years. Educanz would collect the data – of those graduate teachers who apply for provisional registration, the percentage who gain employment would be reported for each ITE provider.

While this indicator is not perfect, the utility of it is the ability for would-be teachers to compare across ITE providers. It would incentivise ITE providers to select top candidates and provide the quality of training required by schools.

¹⁹ Hattie, J. (2013). *Developing an evidence-based model for the effects of teacher education programmes on teacher candidates* [white paper]. University of Melbourne White paper, p. 5.

Box 1: A school and university partnership

Macleans College in Auckland have just this year introduced a school-based teacher training programme in association with Victoria University. This course is for graduates who aspire to become secondary school teachers and will be based at Macleans for the 2014 school year, apart from a seven-week teaching section in another school. These aspiring teachers will be involved in the full life of the school. They have major subject mentors and the programme will include classroom observation and then teaching; practical, professional development skills; and appropriate teaching pedagogy from observing experienced teachers and putting that into practice themselves.

A major feature of the course is an on-going teaching pedagogy programme that the students access through the Victoria University's online professional development programme, which enables them to complete all aspects of their teaching diploma. The in-school and online theory work complement each other and the aspiring teachers will be able to do much of this work in specially allocated time during the school day.

They will also take part in the extensive teaching and learning programme that the school runs for all teachers and be particularly involved in the specialist planning courses run for Year 1 and 2 teachers.

As members of staff, aspiring teachers will be part of a faculty, and will join one of the eight whānau houses in the school where they will be able to practise the skills of being a form teacher and will be involved with all of the associated pastoral care and administration that is required in this role. They will also be encouraged to involve themselves in the extensive extra-curricular programme that the school offers students.

Policy recommendation 5: Train teachers in schools

In general, people who want to become teachers need to complete teacher training at a university or approved tertiary institution (for example, Wananga). This could either be through a three- or four-year undergraduate programme or through a one-year post-graduate programme. Issues with these two programmes were outlined in our first report. The key impact, though, is that

while these remain as the only options, New Zealand will not be able attract a sufficiently large number of high quality candidates for teaching.

As many older baby boomer teachers and principals retire over the coming years, New Zealand will need to open up additional pathways for people to go into teaching. Overseas experience shows this increases the number and quality of teaching applicants, and also the diversity of the workforce.

School-based alternative routes into teaching along the lines of Teach First, and UK programmes like School Direct and School-Centred Initial Teacher Training that enable graduates to earn while they learn should continue to be encouraged. Further to this, designating and accrediting well-performing schools as ‘Training Schools’ or ‘Teaching Schools’ to offer teacher training in conjunction with a university, would allow well-performing schools to instruct the next generation of teachers.

The concept of schools as ‘Training Schools’ has a number of benefits for new and existing teachers as these schools (or communities of schools) are likely to become centres of excellence for PLD, develop a focus on research and development, identify untapped talent and potential, and find more opportunities for progression within a large and more flexible alliance.

There are two additional benefits to training teachers in schools. First, the school will have more influence on who is admitted, and can design selection processes to really see whether those applying for the training role are appropriate for teaching. Schools have an incentive because otherwise they will have to bear the burden of an incompetent trainee teacher. Schools can select on the personal qualities and subject area. If schools are desperate for mathematics teachers, for example, they can recruit and select those who are proficient in mathematics.

Second, would-be teachers also get to see whether teaching is really for them early on in their training. This acts as a quality control gate, naturally weeding out those for whom teaching is not the right career.

There are undoubted challenges in implementing such an initiative but one school in Auckland has taken up the challenge and is this year offering such a programme, as outlined in Box 1, where a school and a university have partnered together. This model of preparing aspiring secondary school teachers is promising and worthy of further investigation and eventual expansion into a national network of Training Schools. However in the meantime it is noteworthy that this partnership has occurred organically without state intervention or any policy change. This kind of innovative practice should be encouraged and may be picked up by other providers.

Of all the alternative teacher training programmes, Teach First is probably the best known and was recently introduced at the University of Auckland. The original idea behind Teach First was “to make teaching an attractive choice for top graduates by surrounding it with an aura of status and selectivity, streamlining the process of applying for teaching positions, and assuring recent graduates a job and steady income”.²⁰

Independent assessments of such programmes in New Zealand, the UK and the U.S. have been extremely positive, and rated the teachers as “among the best new teachers produced by any teacher training route”.²¹ In fact, inspectors considered half the trainees “outstanding”.²² Key to this success is the rigour of the selection process.

All these alternative routes recognise that as long as the employment-based training is of a high quality, getting the best people to become teachers matters more than ensuring they attend a traditional teacher training programme.

In addition, looking towards the next decade and inevitable constraints on government funding, the expansion of in-school teacher training would allow

²⁰ Whelan, F. (2009). *Lessons learned: How good policies produce better schools*, p. 55.

²¹ *Ibid.*, p. 56.

²² Freedman, S. (2008). *More good teachers*. London: Policy Exchange.

²³ The Sutton Trust (2009). *Improving the status and quality of primary school teaching*, p. 5.

more funds to be diverted to continuous PLD for all teachers thus contributing to an improvement in the quality of existing teachers.

Today's employment market is very different and most young people entering it are likely to change jobs up to six or seven times in their careers.²³ With fewer jobs for life, teacher training routes should also adapt. Increasing school-based training routes would allow people to move in and out of the profession with greater ease, and increase the number and quality of people who might consider teaching for a few years.



²³ The Sutton Trust (2009). Improving the status and quality of primary school teaching, p. 5.

3.

Strong and courageous leaders

Background

Once an issue at the margins of school reform, boosting school leadership has climbed high on the policy to-do list.²⁴

It is the work [principals] do that enables teachers to be effective – as it is not just the traits that teachers bring, but their ability to use what they know in a high-functioning organization, that produces student success. And it is the leader who both recruits and retains high quality staff – indeed, the number one reason for teachers’ decisions about whether to stay in a school is the quality of administrative support – and it is the leader who must develop this organization.²⁵

School leaders influence learning primarily by galvanizing effort around ambitious goals and by establishing conditions that support teachers and help students succeed.²⁶

Given the pivotal role of principals in lifting student achievement and attracting top talent into their schools it is gratifying to see the government acknowledging the significance of principals in the recently introduced policy “Investing in Educational Success”. The emphasis in this policy on rewarding outstanding

principals and extending the career path for them is welcomed by the authors.

School principals are second only to quality teaching among in-school influences on student success, and this impact is most significant in schools with the greatest needs. The impact of principals on quality teaching is profound because they create a school environment where teachers want to work and where effective teachers can thrive. By mobilising teachers around a clear mission, high expectations, shared values, and school improvement goals, effective principals find creative ways to maximise the time and productivity of the school’s most precious resource – its teachers. There is a clear link between excellent principals, quality teaching, and improved student achievement.

The function of school leadership is now increasingly defined by a demanding set of roles that include financial and human resource management and leadership for learning. In addition, the role of principals as conceived for needs of the past is no longer appropriate.

Policy makers at all levels would do well to remember that the crux of the principal’s job today is not, as it was in the recent past, to sit at the apex and attend to administrative tasks, but to work collaboratively and unleash potential.²⁷

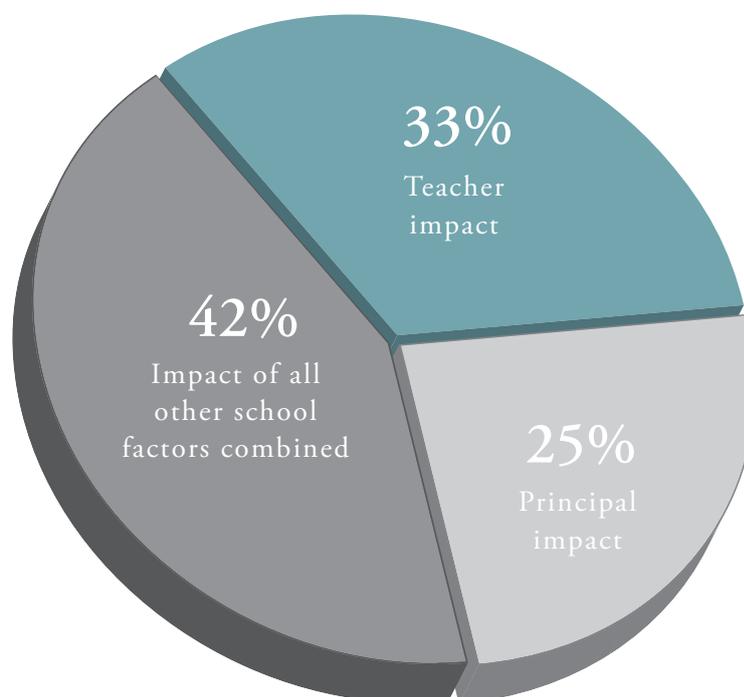
²⁴ Mendels, P. (2012). *The Effective Principal*. The Wallace Foundation, p. 58.

²⁵ Darling-Hammond, L. (2007). *Education leadership: A bridge to school reform*. The Wallace Foundation, p. 17.

²⁶ Leithwood, K., & Riehl, C. (2003). *What we know about successful school leadership*. National College for School Leadership, p. 4.

²⁷ Mendels, P. (2012). *5 pivotal practices that shape instructional leadership*. Future Leadership, p. 58.

Figure 7: The relative impact of teachers and principals on student learning



Source: Waters, T., Marzano, R., & McNulty, B. (2003).

Balanced leadership: What 30 years of research tells us about the effect of leadership on student achievement. McRel.

Contemporary school principals, in fact, play a daunting array of roles. They must be educational visionaries and change agents, instructional leaders, curriculum and assessment experts, budget analysts, facility managers, HR lawyers, contract law specialists, construction project managers, special programme administrators, and community builders. New expectations for schools – successfully teaching a broad range of students with different needs, while steadily improving achievement for all students – mean that schools typically must be redesigned rather than merely administered.

Principals also need a sophisticated understanding of organisations and organisational change. Further,

principals are expected to make sound resource allocations to improve student achievement. Knowing that such leadership matters is one thing, developing it on a wide scale is quite another.

The result is that potential principal candidates often are reluctant to apply because of these overburdened roles, insufficient preparation and training, inadequate support, and insufficient rewards.

It is vital that policymakers make it a priority to enhance the quality of school leadership and make it sustainable because effective school leadership is the catalyst, “the bridge that can bring together all the required elements of school reform into a coherent whole”.²⁸

²⁸ De Vita, M. (2007). Leadership: the bridge to better learning. In *Educational Leadership: A Bridge to School Reform*, Wallace Foundation, p. 4.

Raising the quality of school leadership has been a critical, yet often missing ingredient for improving teaching and learning. Research validating the critical importance of leadership is now sufficiently weighty to persuade policymakers to make it a major focus. There is great urgency because a large number of principals are likely to retire in the next two to five years, compounded by the very few applications even high-profile schools are attracting to principal vacancies.

The OECD (2011) identifies four main ‘policy levers’ that would lead to ‘improved school leadership practice’: redefining leadership responsibilities; cultivating leadership; providing professional development for effective leadership; and increasing the attractiveness of the ‘principals’ through greater professionalism.

The following recommendations incorporate these four levers plus a number of suggestions to strengthen the principal cohort. We acknowledge that work is already being done to raise the standard of principals through MoE programmes, but more needs to be done.

Policy recommendation 6: Identify and prepare future leaders

The system needs to be more deliberate in identifying future leaders who are ‘transformers’ (doers), not ‘copers’ (talkers), by introducing intensive interview procedures, employing experienced principals as advisers, using leadership competence questionnaires, and ‘tapping’ (incumbent principals target those on the teaching staff with the requisite skills and abilities).

Once identified, more effective principal preparation programmes need to be developed, and training provided to prospective principals that prepares them to not only administer and manage but also lead. Such programmes need to cover the five pivotal practices that shape instructional (pedagogical) leadership:

1. **Shaping a vision** – a mental picture of a preferred future that shapes the programme for teaching and learning as well as policies, priorities, plans and procedures pervading the day-to-day life of the school.

2. **Creating a school climate conducive to education** – students feel supported and responded to, and teachers are part of a professional community with a welcoming, solution-oriented, no-blame professional environment.

3. **Cultivating leadership in others** – effective principals make good use of all the skills and knowledge among staff and create leadership opportunities for ambitious and talented teachers.

4. **Improving instruction** – effective leaders focus sharply on the quality of instruction and emphasise research-based strategies to improve teaching and learning.

5. **Managing people, data and processes** – effective principals hire well and know how to retain high performers while giving all teachers the backing they need to thrive. Effective principals make the best use of data and systematically follow six key steps: planning, implementing, supporting, advocating, communicating and monitoring.

Principal preparation programmes recognise that schools are highly specialised organisations that operate most effectively when drawing from the knowledge base and evidence-gathering techniques of both education and business. These programmes should involve expert principals and short-term placements in selected schools to observe and shadow experienced principals, and carry out investigations and projects.

Newly appointed principals need to be given a corps of skilled, trained mentors – real guidance from knowledgeable professionals with adequate training time.

The ‘First Time Principals’ programme at the University of Auckland and the ‘Aspiring Principals’ programme at the University of Waikato have had mixed reviews from participants. In 2014, the University of Victoria (Wellington) has introduced a Masters in Secondary School Leadership degree that offers a good balance of practical and theoretical training. An ‘Experienced Principals’ Development’ programme ran for 15 months but has been discontinued.

High quality principal preparation programmes should also be part of a wider system of continuing professional development for school leaders – a critical lever for raising the standard of existing principals. Effective programmes need to be introduced to help principals with their sense of isolation, keep them up-to-date, up-skill them, and help them respond to new challenges. Such programmes could focus on building collaborative teams to critique, support and provide expertise to one another, and also developing and promoting ‘data-wise’ leadership and an evaluation mind-set to encourage principals to focus on such matters as:

- evaluating the impact of school programmes and curricula on the learning of students
- supporting, evaluating and developing teacher quality
- assessing the learning climate in the school
- analysing student and teacher retention statistics
- tracking the destination of students on leaving school
- developing professional learning communities in their school
- enhancing strategic, financial and human resource management.

Overall, the need is to create a more coherent web of support for strong, learning-focused leadership in schools, for both newly appointed and experienced principals. This could take the form of a national institution of school leadership, along the lines of the National College of Teaching and Leadership in the UK and the Leadership Academy in Australia.

Make the job of principal more attractive

It is vital to attract candidates with the qualities and talents the job requires to apply for principals’ positions, and find creative, effective and inspiring principals who can create an environment supportive of better teaching and learning. Salaries must be comparable with similar grades in the public and private sectors to attract the highest quality applicants.

Encourage even greater autonomy for principals

The culture of an organisation is its personality – a way of generalising and grouping the shared understanding of the way things are done, how its people organise and interact. The principal has a powerful and fundamental role in this cultural development – and is indeed the guardian of the school culture.

Principals, quite rightly, expend great effort in designing the school experience for students but spend a lot less time analysing and shaping the daily experience of their teaching and ancillary staff. The result is a workplace culture that is not necessarily attractive to the best and brightest staff.

However, principals can implement positive changes in the workplace that will create a culture of high performance, innovation, collaboration and opportunity. A focus on the daily reality of teaching is an important role of the principal because the culture of their own, individual school is one of the very few things that principals can directly control.

A critical role of the principal in this modern workplace environment is to nurture talent by creating collaborative cultures of teachers working and learning together, circulating wisdom and expertise, and connecting with the best ideas of research evidence.

To engender such change does require principals who are not afraid to put their heads above the parapet, who are strong and courageous, innovative and inspiring. Only when we have a cohort of such principals will there be a significant change in workplace cultures. While system-wide change is integral, individual schools are the locus of change and principals the change agents. Change enough schools and you can change

the system – such is the importance of educational leadership and getting the right people to become principals.



Conclusions

In New Zealand, relative to other professions, teachers still have to wrestle for status and respect. Teaching is an underestimated and undervalued profession, but it is time to reinvigorate and transform it into a vibrant, exciting and challenging profession that still excites those already in the classroom, provides opportunities for the aspirational and ambitious to grow and develop, and attracts our top graduates.

This report offers a new vision for the profession by suggesting:

- reforming teacher training and making these courses post-graduate and more selective
- allowing more flexible routes into teaching and creating new career ladders for teachers
- making teachers' salaries more competitive with those of other professions, and linked to professional certification and advancement
- identifying future leaders early and developing more effective principal preparation programmes
- providing ongoing professional development for existing principals and creating a new ladder of promotion for principals (Executive Principal and Change Principal)
- making the job of principal more attractive by encouraging innovation, greater autonomy, and increased remuneration

- improving professional development and appraisal systems with continuing professional development linked to improved teacher practice and student learning
- creating professional learning communities and increasing collaboration between consortia of schools to spread best practice.

Recommending policies is one thing; ensuring successful implementation is another. Top-down reform has proven not to work. Teachers must be involved in this change. They are on the frontline every day and they, above everyone else, know the challenges and pitfalls and what is achievable. Government must trust their insight and elevate their voices.

The organised profession, likewise, needs to be part of the solution. Teachers need to show maturity and vision, cast aside their suspicion of government and hidden agendas, and contribute to transforming and revitalising this most crucial profession in our society.

Education policy in the past has tended to focus on learning outcomes and effectiveness indicators in search of what makes an effective school. Teachers have been largely ignored, a strategy that has led to distorted policies and declining morale among teachers.

Policies outlined in this report focus squarely on the teacher and the need to strengthen the profession, and also on developing education leaders who can create, within their own schools, a culture that encourages and inspires teachers to be the best they can be.

Teaching is one of the great altruistic professions – a truly noble profession. People become teachers to help others: to nurture their talents, to overcome the disadvantage of their backgrounds, and to share with them their love of learning.

Teaching, as a profession, “lies at the heart of both the learning of children and young people and their social, cultural and economic development. It is crucial to transmitting and implanting social values, such as democracy, equality, tolerance, cultural understanding, and respect for each person’s fundamental freedoms”.²⁹



²⁹ As cited in MacBeath, J. (2012). *Future of teaching profession*. Education International Research Institute.