

## CHAPTER 5

# TEACHER INDUCTION IN AN ERA OF EDUCATIONAL REFORM: THE CASE OF NEW ZEALAND

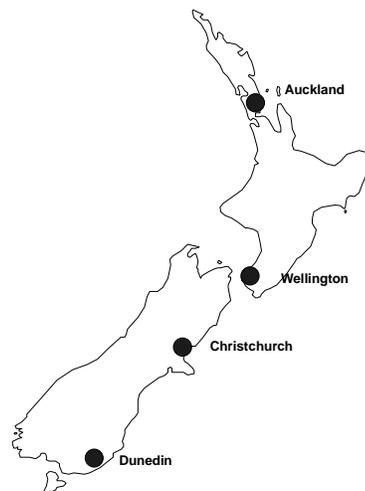
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In 1989, New Zealand embarked on a series of comprehensive, far-reaching educational reforms. These reforms replaced the Department of Education with a Ministry of Education largely restricted to the roles of policymaking and resource allocation and established a series of new educational agencies. Under “Tomorrow’s Schools” (the school component of the reforms), decision making for most educational activities was devolved to individual schools, although the Ministry has a role in setting member-level requirements. For new teachers, Tomorrow’s Schools meant that initial teaching appointments were no longer guaranteed through a member-level system; that inspectors no longer certified teachers’ competence to teach; and that schools became responsible for recommending the registration of teachers and for providing an Advice and Guidance Program (AGP). An outcome of the education reforms was to shift responsibility for teacher induction from bureaucrats, who are less familiar with individual needs and local contexts, to local professionals—school administrators and tutor teachers. As a result, a wide range of teacher induction activities are now provided by the schools, within the context of a member-level framework for teacher registration and new teacher support.

### The Setting

Until a little more than one thousand years ago, New Zealand was an unpopulated land mass of active volcanos, snow-capped mountains, and mighty rivers. At that time the Maori migrated to this most southern group of Polynesian Islands. Less than two hundred years ago,



Europeans (Pakeha) began migrating to New Zealand, primarily from Great Britain.

New Zealand is a small country of 3½ million people located in the South Pacific about 1,200 miles to the east of Australia and 1,100 miles southwest of Tonga. The island country includes the North Island which, with two-thirds of the population, is the administrative and business center of the country, and the more sparsely populated South Island, which is world famous for its sheep raising.



Today, about 70 percent of the population is Pakeha, 14 percent Maori, and 14 percent Pacific Islanders (e.g., Samoan, Tongan, Cook Islanders, Niueans, Fijian, and Tokelauan). Recently, New Zealand has seen an increase of immigrants from Asia (especially Malaysia, Hong Kong, Singapore, Thailand, and Indonesia).



New Zealand is a bicultural country with a multicultural population. *The Treaty of Waitangi*, signed in 1840, gave equal status to Pakeha and Maori cultures, and English and Maori languages. After a long period of British dominance, a renaissance of interest in and practice of Maori culture and language is occurring.

The Maori and Pacific Islands populations are younger than the Pakeha. The student population is 22 percent Maori in primary school and 17 percent in secondary school; the student population is 7 percent Pacific Islanders in primary school and 7 percent in secondary school.

Throughout most of the past 20 years, the student population remained stable. However, in the last several years, student enrollments have grown significantly. Student enrollments are projected to continue growing rapidly for the next several years. At the same time, the number of new teachers has quickly moved from an oversupply to an undersupply.

### WHAT WAS/IS THE FIRST-YEAR TEACHING EXPERIENCE LIKE?

"I was nervous whether I wanted to be a teacher. I worked my butt off and now love teaching."

"In my first year, I worried that I wasn't meeting the needs of each child. I had high expectations of myself to meet the goals I'd set for each child. My tutor teacher gave me a lot of support and reassurance when I felt frustrated at not reaching those goals. I also got a lot of support from the rest of the staff—which has continued beyond my first year here."

"I expected a lot of work so that wasn't a surprise because I relieved for six months. Everything takes longer the first time. I've enjoyed it [even though it is a lot of pressure]."

"You want everything to be perfect."

"A lot of hours at first. You need to have balance. College and student teaching didn't prepare me for this year. But I don't think anything could."

"This has been a year of learning how to manage—a class, expectations, myself. Next year I'll be ready to teach."

"Some of my friends (who are beginning teachers in other schools) gripe about the lack of support they receive. But [this school] is great—we do our planning in syndicates and everyone is very supportive. Some schools don't respect their first-year teachers as professionals, but we are made to feel like a trusted professional [here]."

New Zealand's students attend about 3,823 early-childhood institutions, 2,312 primary schools (of which 319 are Maori-medium), and 336 secondary schools (of which 77 are Maori-medium). In addition, 94 schools (of which 14 are Maori-medium) serve both primary and secondary age students.

### PROFILES OF NEW TEACHERS

(Excerpts from *Windows on Teacher Education — Student Progress Through Colleges of Education and the First Year in the Classroom*)

Tui feels she has developed so much as a teacher — she has learnt more in 10 months in the classroom than she learnt in three years at college — that it is difficult to single out the ways she has developed most. She has certainly learnt much about catering for all the needs of all children, particularly the aspects of their life outside school which impinge on the classroom. The .2 allocation which Tui gets is helpful. She uses it in a range of ways, including visiting other classes, taking the Polynesian club, checkpointing kids for mathematics which takes so much time in class, taking someone else's class at a different level of the school, and coaching miniball.

## Educational Reform in New Zealand

The reforms based on “Tomorrow's Schools” recreated New Zealand's vision of public education. Before 1989, New Zealand's education was guided and administered primarily by the Department of Education. An educational inspectorate assessed teachers and carried out school inspections; teachers colleges coordinated the placing of new teachers in government-guaranteed, limited-tenure positions; and primary schools cooperated without much local political control. The reforms redraw New Zealand's educational landscape. Three independent Crown Entities and locally elected, individual school governing bodies (boards of trustees) were created—each playing a different role in teacher induction.

The Ministry of Education, which replaced the Department of Education in 1989, provides policy advice, broadly oversees the implementation of approved policies, and ensures the optimum use of resources allocated to education. In implementing teacher induction, the Ministry continues to fund school-based and regionally based teacher support programs. Government policies affect the supply and demand for new teachers via a national salary schedule and funding of teacher training colleges and universities. The government also is responsible for establishing the national curriculum objectives.

When the new Ministry came into being, several other independent entities were also established with different educational roles in New Zealand. The New Zealand Qualifications Authority (NZQA) is responsible for developing and implementing a framework for member-level qualification in secondary schools and in post-school education and training, and to oversee the setting of standards for qualifications. The qualifications framework being established by the NZQA will, over time, have an impact on the content of teacher training courses, graduation and diploma requirements, and requirements for and accreditation of institutions that train teachers. (Until the reforms, only five teachers training colleges, one university, and a polytechnic were authorized to provide teacher training.)

The NZQA is the key player in developing assessment requirements for qualification. There are more than 200 advisory groups (including industry training organizations) working with the NZQA to develop the unit standards (what students need to know, do, and understand at a certain level), to package these standards into qualifications—national certificates, national diplomas, or degrees—and to develop moderation plans to ensure consistent assessment. Only accredited organizations can award credit for unit standards. New teachers have to demonstrate knowledge of the

new school curriculum developed through the Ministry of Education in order to become fully registered.

The Teacher Registration Board (TRB) is responsible for maintaining a register of qualified teachers and establishes the policies schools are to follow in recommending teachers for registration. The TRB also may deregister teachers. The TRB establishes minimum standards for registration and, based on school recommendations, registers new teachers, teachers with foreign teaching credentials, and teachers returning to the profession.

The TRB, as of 1995, had the following responsibilities:

- Maintain a register of teachers;
- Determine the policies under which teachers can be registered;
- Approve registrations and issue practicing certificates;
- Decide if a teacher's name should be removed from the register and the policy for doing this; and
- Provide school board of trustees with the names of teachers with cancelled registrations.

The Education Review Office is responsible for auditing schools against member-level legislation, school charters, and other, policy requirements. Before “Tomorrow's Schools” was implemented, an inspectorate was charged with assessing new teachers and certifying their competence. Today, new teachers are no longer certified, but registered. This is not merely a word change, for both processes and status also change. Registration is important for hiring, but lacks the status that certification bestowed.

The reforms also created locally elected school Boards of Trustees (BoT) to govern each state primary and secondary school. Each school operates under a school-developed, and Ministry-approved, charter. Each BoT has a high degree of autonomy. They are responsible for hiring and employing all school staff. Except for teacher salaries, they have full budgetary responsibility for school operations, including administrative staff salaries. Under recent resourcing changes, some schools now have responsibility for teachers' salary payments. Certain salaries remain set at the member level, although competition appears to be emerging for highly qualified professionals.

Before “Tomorrow's Schools,” students graduating with teaching credentials were not overly concerned about gaining an initial job placement. All students receiving a teaching diploma were guaranteed an initial placement by the government. The teachers colleges (now referred to as colleges of education) coordinated job placement. With “Tomorrow's Schools,” market forces replaced government guarantees. With the exception of a short transition period, in which all graduates continued to find employment, the market for graduating teachers has been very poor. Between 1990 and 1995, as discussed more fully later, only a small percentage of new graduates secured permanent full-time positions. In some cases, a BoT had as many as 100 candidates for a single position. Then, suddenly, an undersupply of New Zealand teachers has emerged due to an improving economy, fewer students enrolling in teacher training programs, fewer college of education graduates choosing to go into teaching, and policy initiatives to reduce class sizes. This undersupply is exacerbated by students remaining longer in the schooling system.

## **Teachers in New Zealand: Situation and Challenges**

### **Supply and Demand**

Teacher salaries in New Zealand are low compared to those of others in the member economy with similar training. Until recently, low salaries did not adversely impact the supply of teachers. During the late 1980s and early 1990s, New Zealand restructured its economy by embracing free-market economic strategies. During the restructuring, the economy suffered a long and deep recession where jobs were scarce in all sectors. At the same time, student enrollments continued, over a 20-year period, without growth. As a result, few new graduates obtained permanent teaching positions during this period. Many taught as contract (yearly or term) teachers or worked as relieving teachers.

"In 1991, when our 317 graduating students opened the October 1 *Gazette* to look for their first job, there were 13 beginning teacher positions in our region to choose from. In 1989, there had been 158. The next advertisement brought the total up to 45...Principals reported that an average of 43 women graduates from our college applied for each job, and 5 men." [This trend continued through 1994.] (Marie Cameron and Lexie Grundnoff, *From College to...? Asking New Zealand Principals, Two Years on, About the New System of Hiring Beginning Teachers*, SET Research Information for Teachers, item 15, number two, 1992 p. 2).

Rapidly growing student enrollments and a turnaround in the economy has produced the first significant demand for new teachers in 20 years at the same time as the

smallest available applicant pool, a trend which will last for several years. Colleges of education are receiving fewer qualified applicants. In one case, the size of the first-year class has been reduced; in another, less qualified applicants are being accepted. Most of the new teachers interviewed indicated that they did not expect to be teaching in five years. The suddenness of the shortage appears to have caught policymakers and educators off guard. "Last year," one principal said, "I had 100 applications for 1 position; this year I had 3. And this is considered a good school to get a job at. I can't imagine what the other 'less attractive' and 'difficult' schools are going to do." In response to the shortfall now projected over the next several years (particularly in secondary school teachers), the Minister has proposed programs to provide one year's training to holders of non-education degrees to qualify them as teachers. Teachers also are being recruited from Australia, which is experiencing a temporary oversupply, and Great Britain. However, by 1997, demand will increase in Australia, and with significantly higher teacher salaries, many of these teachers are expected to return to Australia.

## **Status and Mobility**

Most new teachers and administrators believe that a decline in teacher status contributes to the reduced supply of teachers, the declining length of teacher service, and problems new teachers confront. "Most of my friends think I'm crazy to be working 60 hours a week for low pay and no future. This is what my friends say ... it makes it hard to keep doing your best."

Although most shared this sentiment, a few divergent opinions were heard. "I think that teachers' status is on the rebound. With devolvement and increased accountability, the community is taking us seriously again. I think recent [steps taken by teachers to gain better pay and conditions] also has helped." "I'm a Pacific Islander, and in my community teachers are highly respected. Although I don't think Pakeha and Maori feel the same way."

New Zealand teachers (and other school staff) also have a long tradition of mobility among schools. At one time, in order to move up the career ladder and become a senior teacher and assistant principal, a teacher was required to do a "country service" in a rural school. Although teaching in a country school is no longer a requirement, teachers often move to other schools after a few years. In conducting this case study, it was rare to interview a senior teacher, assistant or deputy principal, or principal with more than three years' service at the school.

## Gender

Teaching has long been viewed in New Zealand as predominantly a woman's profession. Except in secondary schools, where the percentage of women and men are about equal, women make up almost all early-childhood teachers and three-quarters of all primary school teachers. However, women are less likely to move up from teaching positions to hold school-level teacher-administrative positions, and, according to some of those interviewed, the number of women principals has declined since the enactment of "Tomorrow's Schools". "Consequently, the salary levels for women are on average below those of men."

## New Teacher Responsibilities

The greatest challenges new teachers face in New Zealand are developing classroom-management skills, preparing resources to teach the new national curriculum and teaching an increasingly diverse, multicultural student population.

**Classroom Management.** During preservice training, students of primary-level teaching spend about 23 weeks in schools. Their experiences range from observation to being responsible, for a period of up to six weeks, for a class. New teachers in this study, however, generally found their practicum an artificial experience that did not provide realistic training in gaining and maintaining control in the classroom. They operated within the context in which classroom management was established by the monitoring teacher who would regain control of the class when the student teacher completed his or her practicum. When new teachers assume responsibility for their classrooms, control has not already been established by someone else. It is their responsibility to develop rapport with the students and establish an environment in which learning takes place. While many schools try to provide new teachers with classes where they expect fewer discipline and learning problems and where parental support is more likely, establishing control and feeling secure in their ability to manage a classroom is a significant challenge during the first term. New teachers also have to take responsibility for all aspects of planning for their classes and for meeting with parents, which they feel inadequately prepared for.

**Resource Development.** New teachers, by tradition and training, are expected to develop and use their own instructional materials, called "resources." Many hours are needed to prepare these resources. For example, during their practica, student teachers developed resources in one curriculum area that they could use over a brief period. However, during student teaching they developed resources usually for only one curriculum area for a particular age group. While they may be able to use these

materials or the ideas from which they evolved, new teachers enter a trial-and-error period until they learn what works for them and their students.

In contrast to more experienced teachers in previous years (prior to 1989 reforms) who could often use resources for many years, both new and experienced teachers will find themselves developing new and revising existing resources for years to come as the new curriculum is introduced.

#### **A WEEK IN THE LIFE OF A FIRST-YEAR SECONDARY TEACHER**

I was thrilled to get a job—so many of my friends were in relieving positions or were looking. I've always worked hard, but the insecure job market caused me to intensify my efforts. The deputy principal is always on me to cut back on the amount of time I put in.

During my first year, school was my life. From the time I got up until I went to sleep, I either did school-related work or worried about taking time off from doing work. I would arrive at school between 7 and 7:30 AM. Until classes started, I met with my department head or prepared materials for the day's classes. I had 22 contact and 3 non-contact hours a week. My schedule required that I prepare for six different classes in Maori and history. I also had to work on my Maori as, unfortunately, my Maori is not as good as I would like. During the school day I taught, attended meetings, met with students, and during my lunch break 'collapsed.' I stayed at school until about 5 PM, marking papers or attending meetings.

On week nights and Saturday I often worked until 11:00 PM preparing lesson plans and resources. On Sundays I felt guilty for not working on my lesson plans. I always had a long "to do" list staring me in the face. I couldn't keep up that pace. I lost a boy friend and other friends stopped calling me to go out. I don't blame them. My parents also worried about how tired I was.

As part of my advice and guidance program I spent a lot of time with my tutor learning to set bounds and take shortcuts. I'm getting better. I can do lesson plans in half the time it used to take me. I've also cut back, sort of. I work Monday through Wednesday, sometimes Thursday as well. I now take Friday and Saturday nights off as well as Sunday, and am beginning to even take an occasional weekend off. While not there yet, balance is returning to my life.

**The NZ Curriculum and the National Qualification Framework.** As noted above, New Zealand is implementing a new curriculum structure for qualification. The Ministry is developing member-level curriculum statements which list key achievement objectives in a progressive series of eight levels across seven essential learning areas and reconceptualizing its curriculum and qualification structures. NZQA is developing unit standards for conventional school subjects from the achievement objectives, and students having gained sufficient credits during senior secondary school will gain a qualification, (a National Certificate). The new curriculum is being phased in over several years. In some cases, as part of their college of education training, new

teachers are becoming more knowledgeable about the new curriculum. This can result in their being looked to by more experienced teachers for their "expertise."

Although providing new teachers with a strong sense of professionalism and an ability to contribute quickly to their school, the new curriculum represents an additional responsibility at a time when many teachers claim that they are working 60 to 70 hours a week. Over the next decade, new teachers will be expected to implement an entirely new curriculum.

#### PROFILES OF NEW TEACHERS

(Excerpts from *Windows on Teacher Education—Student Progress Through Colleges of Education and the First Year in the Classroom*, Renwick and Vise, 1993)

Tim does not really think he was ready for the responsibility of his own class at the beginning of the year. For one thing, he did not know how to handle some of the problems with parents that he has had to face, including letting a child go off with her parent in the middle of a custody battle.... He also thinks he did not have enough units of work planned when he left college so that he "ran dry pretty quickly...." Tim feels responsible for his own teacher development. He sets high standards for himself and is critical of his own performance.... He is much more confident than he was at the beginning of the year and has learnt how to "use his brain" and adapt activities from books rather than rely on ready-made resources. Tim appreciates the support he has had from his tutor teacher and from the principal. The beginning-teacher meetings have also been good—it is great to know there are others in the same boat. You learnt a lot from their experiences.... Tim has not yet measured up to his expectations....

**Biculturalism-Multiculturalism.** New Zealand is officially a bicultural country with English and Maori language and culture incorporated into the curriculum. New primary school teachers may teach Maori culture and language (to a limited extent), although their own knowledge of Maori is generally limited or non-existent. New teachers also need to ensure that their programs meet the needs of often significant numbers of diverse Pacific Islands and Asian children in their classrooms. These children have a range of learning styles and often require different pedagogical techniques, discipline practices, and levels of parental involvement. Many new teachers find themselves teaching children from ethnic groups and cultures different from their own. Approximately 85 percent of new teachers are Pakeha; 10 percent are Maori; and only 3.5 percent Pacific Islanders.

### Teacher Induction Program

The New Zealand teacher induction program is designed to maintain a high-quality teaching force. According to the Teacher Registration Board, a quality teacher has demonstrated an ability to reach students, to teach students, and to work collegially with other teachers and administrators. The teacher induction program provides

activities that support the new teacher to gain these abilities. The program also supports new teachers' transition to the culture of teaching and to the culture of the school. The primary component of the teacher induction program is the Advice and Guidance Program (AGP). Other components include the courses or programs delivered by advisors from teacher support services and school-level school and individual in-services. With the exception of those run by teacher support services, the programs are designed and implemented by each school within a framework developed and established at the member level.

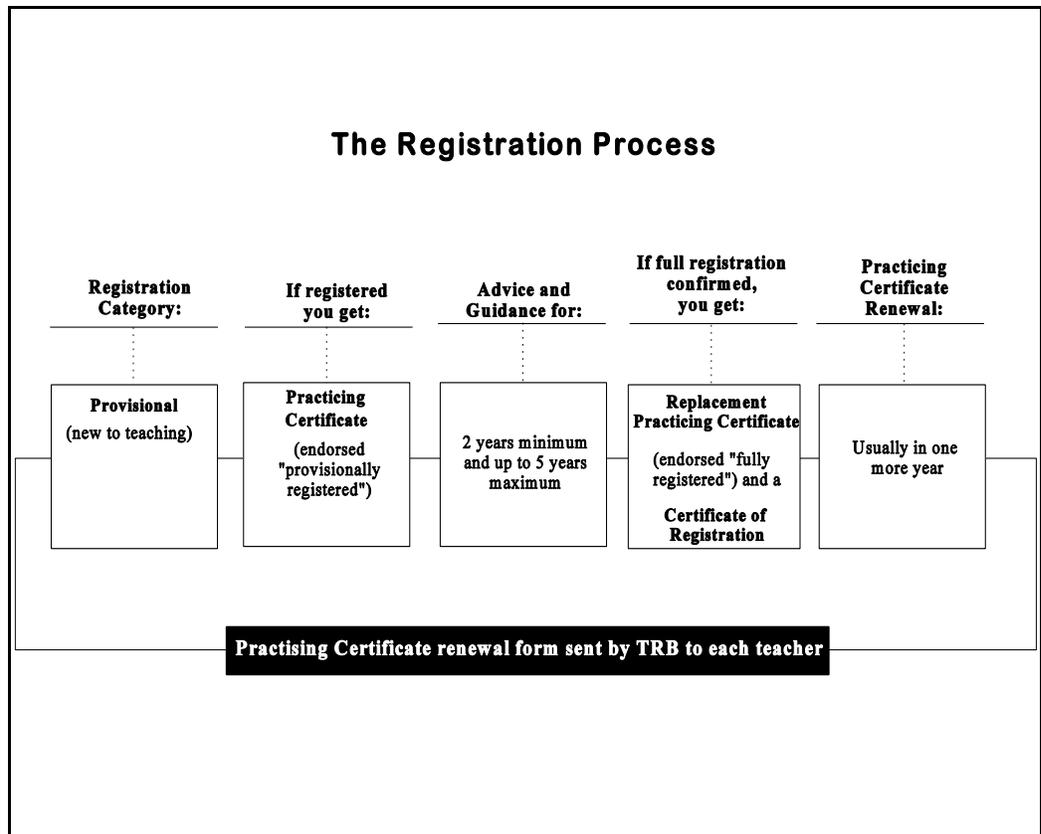
The teacher induction program operates to support the registration of new teachers. From 1932, when the registration of teachers began, through 1989, the Department of Education was responsible for teacher registration. Beginning in 1989 the TRB, an independent body, has become responsible for teacher registration. Under TRB guidelines, the supervision of AGPs and recommendation for registration of new teachers has “been given totally to the profession.” “This is a considerable break with the past, and although it raises questions on maintaining national standards, it is recognition of the move towards a self-regulating teaching profession.”

Teacher registration is a system for ensuring that there is a minimum quality standard applied to all teachers entering the general education system in New Zealand, and that those who fall below the standard will either not become a "registered teacher" or will have their registration cancelled. Maintenance of a register assists boards of trustees in making appointments, and reassures parents and the public that a national minimum standard for the teaching profession is available (Teacher Registration Board handbook, May 1994).

New teachers apply for provisional registration. They have five years to achieve full registration. This requires new teachers to demonstrate that they are of “good character” and “fit to be teachers,” have satisfactorily completed training by an approved institution, and are, or are likely to be, satisfactory teachers.

Schools emphasize a new teacher's potential for being a satisfactory teacher in their AGP criteria. The TRB requires schools to document that a new teacher enables and encourages learning; has competence in the New Zealand curriculum and its assessment; has appropriate teaching techniques and pupil-management skills; plans, prepares, and evaluates programs as part of their work; contributes toward the work of the school or center as a whole; and promotes health and physical and cultural safety. Schools comply by offering an advice and guidance program and preparing required written documentation.





## Advice and Guidance Program

Through the **Advice and Guidance Program**, schools provide new teachers with the experiences and guidance to ensure that they meet TRB registration requirements. The components of a good AGP, according to the TRB, are:

- Resource and personal support from colleagues working in the same curriculum or school or center area;
- Receiving class visits and written lesson appraisals on progress towards meeting the criteria for registration;
- Visiting and observing other teachers;
- Meeting with senior staff and other teachers to clarify the wider aspects of a teacher's work and responsibilities, including professional development; and

- A written record of the program, containing the advice and guidance received, the teacher's participation in planning, and the corporate life of the school or center.

For each new teacher, a school receives funding that is 1.2 times the base salary of a new teacher. The 20 percent funding (known as the ".2") is to provide AGP support activities that will help a new teacher meet registration requirements. Most schools use these funds to pay for a substitute to cover the new teachers' or tutor teachers' classrooms while they are involved in AGP activities. No accounting is required on the use of .2 funds by the schools, nor is the school legally obligated to use the .2 funds for advice and guidance.

The AGP program is two years long, although it is most intense in the first year and the additional .2 funding is only for one year.

Each school is charged with adapting TRB-promulgated principles (Exhibit 1) to the needs of the school and individual teacher. In most schools visited, responsibility for the AGP was delegated to the deputy principal. In primary schools, the deputy principal often serves as the tutor (supervisory) teacher; in secondary schools, the deputy principal plays a supervisory role.

The TRB provides many examples of the purposes for which the .2 should be used. For example, the .2 should provide release time for new teachers to consult with their tutors, to observe other classes and schools, and to attend courses at regional teacher-support centers. In practice, however, the .2 also is often used by new teachers for additional time to plan for classes, perform marking, and, as one new teacher remarked: "to put my feet up on my desk and relax for a half hour." School-level personnel generally believe that these activities also are important.

Principals are very concerned that new teachers find a balance between their school and personal lives, and that the new teacher be sufficiently rested to "perform well in the classroom."

**Role of the Tutor Teacher.** Tutor teachers are the key staff members responsible for implementing the AGP. They set the tone and organize the program. Tutors or supervisory teachers (who may have part- or full-time administrative responsibilities) are chosen by the principal or deputy principal. In many cases, the principal discusses the assignment with other senior school staff. The assignment often is made before the new school year, and tutors "host" the new teacher during the new teacher's initial visits (which occur before they take up their appointment) to the school. Tutors plan the AGP and, with input from new teachers, plan the use of the .2 for first-year teachers. They schedule meetings, make formal and informal visits to the new

teacher's classroom, record the advice and guidance given, and provide monthly reports to the principal or deputy principal that identify the strengths and needs of the new teacher.

At the start of the school year, tutors typically have scheduled meetings with the new teacher at least once a week. These meetings usually take place after school. In addition, tutors and new teachers often teach in the same syndicate (a group of students and teachers clustered together as a school within a school), team-teach, or work in adjacent classrooms. A great deal of time is spent providing informal observations, support, and advice.

During the first term, most tutors prepare written monthly reports. In some cases, new teachers draft the monthly report as an exercise in reflection and self-appraisal. As the year progresses, tutors and new teachers tend to increase the level of informal interactions and reduce the formal meetings, although great variation exists both between and within schools. Tutors have, with input from new teachers, developed their own *modus operandi*. These informal meetings take place during tea breaks, lunch, classes, after school, in the evening, and occasionally on weekends.

Tutors spend about five hours a week on induction-related activities. Typically, tutors provide hints and suggestions about approaches and resources that have or have not worked for them, explain how to plan more efficiently, listen to and comment on ideas that the new teacher is thinking about trying, provide support with classroom and individual student-management issues, and generally are there with “a shoulder to cry on.” Although the new teachers do not have a choice of tutors, most new teachers we spoke to were very happy about their relationship with their tutors. In cases where personal rapport was not particularly good, new teachers still found that tutors provided sound professional advice.

About half of the tutors interviewed had participated in tutor-training sessions offered by colleges of education and teacher support services. Participation in these courses is voluntary.

**Role of the New Teacher in the Teacher Induction Program.** All provisionally registered teachers seeking to become fully registered participate in an AGP. New teachers are responsible for organizing, with their tutors, the operation of the AGP and the effective use of the .2 release time. New teachers are expected to be open, to be willing to seek feedback and act on sound advice, to initiate requests for support, and to work with their tutor to become a quality teacher. New teachers participate in preparing monthly reports describing their accomplishments,

## EXHIBIT 1

### General Principles Considered Important to AGP

1. Support should be personal. Once the expectations of the school have been established, each teacher will have different needs.
2. Support must be practical. Many young teachers feel their college experiences have been largely theoretical, and although they appreciate being directed towards professional reading, this should be of the kind that gives practical ideas and suggestions — "how and what to do".
3. Most teachers need help in time management and in setting realistic goals for themselves and for their pupils.
4. Nothing can be taken for granted. Schools cannot assume that a teacher has, for example, used a particular resource before; knows about religious studies in schools; is confident about playground duties; or understands teaching "jargon" commonly used in staffing meetings.
5. Relationships are vital. A supervising teacher needs to be able to quickly establish a collegial approach to working and to give support in a non-threatening way.
6. The demands of supervision and the keeping of essential records can be overwhelming to the new teacher and should be introduced gradually.
7. The location of a new teacher's classroom is important — ideally, next door to the supervisor or a "buddy" teacher. Working in the same class level and planning syndicate also helps.
8. Advice and guidance must extend into the second year. Some provisionally registered teachers are more at risk in their second year than in their first.
9. School management needs to be particularly watchful of the stress periods in a school year, for example, just before Easter, when reporting to parents, or during extended bad weather.
10. The use of the .2 allowance must be planned, and it is better to use it flexibly than simply as a release day.
11. Written reports should be positive and specific if they are to be useful.
12. Advice and guidance programs should be seen as part of the ongoing professional development of a teacher.
13. Provisionally registered teachers should be treated as valued members of the

progress, and professional development needs. This monthly report forms the basis for documentation supplied to the TRB by the school recommending the new teacher for full registration.

### **NINE MAIN TYPES OF TEACHER INDUCTION ACTIVITIES**

**(Based on Interviews Conducted by  
Margery Renwick and June Vize)**

1. Observations of other teachers, both in their own school and at other schools. At least half the beginning teachers had used some of their time in this way.
2. Being observed by the tutor teacher, principal, or deputy principal (where these latter were not also the tutor teacher), followed by informal discussion or more formal reports.
3. Working in the classroom alongside the tutor teacher.
4. Attending meetings for beginning teachers.
5. Attending courses.
6. Classroom planning.
7. Working with small groups or individual children, including those with language and reading difficulties, and children with special needs; doing checkpoints for mathematics and running records for reading. (These activities could be done by either the beginning teacher or the tutor teacher.)
8. Organizing, taking, or preparing resources for school-based activities for which they had volunteered or been allocated a particular responsibility. (These activities were not always considered appropriate use of the .2 time by the beginning teachers themselves.)
9. General classroom administration and resource making—including report writing, marking, making telephone calls, photocopying, or general "catch-up" time.

New teachers in New Zealand usually have a reduced teaching load the first year. In most primary schools, this provides new teachers an average of half a day per week out of their classroom. In some weeks, they will attend full-day courses (discussed below); in other weeks, they may spend a few hours visiting other classrooms or schools or use their release time to meet with their tutors or other school staff. In a few cases, the primary teacher is in his or her classroom only four days a week.

Most principals interviewed want to assign new teachers to classes that they do

not expect to be problematic. Whenever possible, in their first year, new teachers will not be assigned to classes with students with a history of disruptive behavior or whose parents are particularly demanding or “difficult.” In the second year, although allowances may still be made if possible, it is also likely that they will be assigned to any class. However, this is not always the case in practice: principals' intentions often break down over the school year, and scheduling conflicts at the secondary level sometimes preclude the deliberate matching of teachers to classes.

## Variations in Advice and Guidance Programs

Great variation exists in the operation of the AGP across schools. Three schools providing effective but different approaches for delivering an AGP are discussed below.

**Blackstone College.** Blackstone College is a secondary school with 1,150 students; 30 percent are either Maori or Pacific Islands, and an increasing number of students are recent immigrants from central Europe and Southeast Asia. The school ranks (according to a New Zealand school classification system) in the second lowest socioeconomic (SES) decile, and, for its decile ranking, its students achieve high scores on national tests. The deputy principal runs a formal one-year course with all new teachers. This program, the syllabus for which is shown in Exhibit 2, exemplifies a very structured AGP. Each week all new teachers in the school meet with the deputy principal (and other teachers and specialists, as appropriate) to discuss a specific topic. The syllabus starts with general issues of classroom, student, and school management. Over the school year, as new teachers have more experiences to bring to the course, more detailed information about these topics, as well as special-interest topics, are provided. The school hires "relievers" to cover classes when other teachers and specialists are involved. New teachers' schedules provide release time for the time required to participate in the induction course. The deputy principal also has regular meetings with each new teacher to discuss personal problems and individual needs.

New teachers also have one or more tutor teachers (one for each subject area taught). The tutors conduct classroom observations and provide curriculum-based support.

A common practice followed at Blackstone College is to provide newly hired teachers with reading material, before the school year begins, describing the school's goals, policies, and procedures. Teachers also are invited to spend time at the school at the end of the term prior to their arrival. Blackstone College provides more release time for its new teachers than the funded .2 time. The principal and senior management,

supported by the board of trustees, believe that the school should use additional resources to provide a better AGP. The school's philosophy is to invest in preventive training, rather than face the potential costly consequences of inadequately prepared teachers.

## EXHIBIT 2

### Program Outline for School-based In-service Training for Year 1 Teachers at a Large, Urban Secondary School

#### Aims

- To inform about specific routines and procedures used in the school;
- To discuss control, teaching and testing techniques;
- To offer group counselling and support;
- To provide a written record of school procedures and policies; and
- To provide school-based professional training.

#### Week

- 1 Orientation: Year 1 Teachers and Teachers New at the School
- 2 General Introduction and Administration
- 3 Discipline
- 4 Management
- 5 The Role and Duties of the Secondary Teachers and Deans
- 6 Setting Aims and Objectives
- 7 Review
- 8 School Assessment and Reports
- 9 Social Services and Transition
- 10 Reading and English as a Second Language
- 11 Teaching in a Coed Environment
- 12 Special Education
- 13 The School Office and Administration Staff
- 14 Meeting Parents
- 15 Review
- 16 Student Organization
- 17 Examination Marks
- 18 Cultural Differences
- 19 Activity Center for Schools in the Local Area
- 20 Teacher Organizations
- 21 Review
- 22 Guidance and Careers
- 23 Methods of Handling Problems
- 24 Library
- 25 School Organization and Timetable
- 26 Review
- 27 End of School Year
- 28 Teaching Mixed-Ability Classes
- 29 Case Studies in Student Behavior
- 30 School Finance
- 31 Outdoor Education
- 32 Review
- 33 Rewards and Punishment

Recommendation for registration is based on input from the tutor (who is usually the head of a department), the deputy principal, the principal, and, in contrast to most schools, a principal from another school. The input from the other principal provides an outsider's perspective—one not biased by personal interactions. The board of trustees is advised regarding the administration's actions but plays no active role.

#### PROFILES OF NEW TEACHERS

(Excerpts from *Windows on Teacher Education—Student Progress Through Colleges of Education and the First Year in the Classroom*, Renwick and Vise, 1993)

Jack's main reaction to his first year was that it was very busy but also very successful.... One of the reasons Jack is pleased with his class progress is that he has what he calls "a pretty flash class," handpicked for a beginning teacher, which means he has been able to use peer tutoring for any children needing help.... He thinks he has developed "heaps" as a teacher and sometimes has to "pinch" himself when he thinks of what a huge hurdle his final sole charge section was at college, and now he has had nearly a year in charge of a class and he has learnt so much, particularly control strategies, management and refining plans, and evaluation techniques. "It's been a growing year, and so will the next two."

**Milltown.** In contrast, Milltown School and Downey School provide two less formal examples of an AGP. At Milltown, an intermediate school with 500 students—of whom 18 percent are Maori—the AGP program is built around a school-wide program of continual assessment and evaluation. New teachers are quickly integrated into all school activities through the use of staff diaries; open communications; and student, parent, and teacher surveys that measure teaching quality, academic rigor, student reporting, general environment, customer responsiveness, and general satisfaction at the school. Last year Milltown had four new teachers. Each new teacher was assigned to a different syndicate (a staff grouping) so as not to compete for staff support time. In addition, the new teachers regularly met together, and individually, with the principal to discuss building relationships with the students—which the principal believes are key to creating a classroom where learning takes place. Each new teacher has a tutor, who determines the kind and level of support to be provided to the new teacher. For one teacher, formal observations every two weeks were the focus of her AGP. The other three new teachers rarely had formal observations; instead, they met informally with tutors as needed.

Monthly reports are prepared on all new teachers. Interpreting the recommendations of the TRB, the monthly reports describe a teacher's development of strengths

according to seven criteria: personal-professional qualities; relationships with pupils; planning preparation and records; curriculum provision; teaching technique and classroom management; contribution towards work of the school; and other factors.

Milltown School provides each new teacher a handbook that describes its AGP. The handbook describes the roles and responsibilities of the principal, deputy principal, tutor teacher, and new teacher; the use of the additional .2 staffing component; observation as a part of the AGP; a calendar of AGP activities (beginning orientation, first term, remainder of first year, and second year); record keeping; and strategies for dealing with "at risk" new teachers. The handbook does not describe or provide examples of new teacher coping strategies. In contrast to Blackstone College, Milltown School's teacher induction is driven by process and outcome indicators; few specifics (except in the case of at-risk new teachers) are provided as to how the tutor and new teacher interact and what activities they undertake.

**Downey School.** Downey is a primary school with 256 children—55 percent Maori, 30 percent Pacific Islanders, and 15 percent “from the rest of the world.” Student mobility is 40 percent from year to year, and many children live in “at-risk” homes. The entire staff, all but one of which is female, strives to provide a nurturing environment for students and staff alike. The school's philosophy is to focus on producing healthy, happy children who enjoy learning. Its instructional philosophy involves the extensive use of computers by teachers and students, an approach that challenges new teachers because they have had limited exposure to computer applications.

New teachers are supported by all other staff members at Downey School. New teachers are expected to lead a committee (like any other teacher), to provide expertise in some part of new curricula, and to participate in school and individual professional development. Few formal observations and written reports are prepared regarding the new teacher's performance. Similar to Blackstone College, Downey School is fully responsible for its own advice and guidance program. However, in contrast to Blackstone College, the AGP is much more informal. Tutor teachers spend about five hours a week working with new teachers. A strong mentoring relationship is forged, built around ad hoc support and availability. This time declines in the second year. The AGP is run by the deputy principal. The principal meets formally with each teacher, new and experienced, once a year, to discuss the teacher's performance and prepare a development plan for the next year. In contrast to the principals at most schools visited, the principal at Downey has been there 8 years and the deputy principal 10 years (having advanced from a beginning teacher).

In her first year, one new teacher opted to take each Wednesday off to use for AGP, and personal and professional development activities. Although the new teacher, now in her second year, is performing well and was just recommended for full registration, the principal would prefer that the .2 allocation be used differently. The principal would prefer that the .2 allocation (which she is strongly in favor of and would “fight to keep”) be used differently or more flexibly than is currently the case in most schools, including her own—she suggested, for example, that a new teacher could take a week at a time out of the classroom to undertake a course, etc., rather than taking one day every week out of the classroom which she feels is “very disruptive for new teachers when they are trying to develop classroom management and organisation skills.” The new (second year) teacher also agreed, saying that although she found her day out of the classroom very valuable (for observing in other schools, attending short courses, carrying out student assessments, planning, marking student assignments, and generally having a break from working directly with students), her students were always harder to settle and manage the day after her absence. Both principal and new teacher agreed that it would be good for schools to have the option of spreading the .2 allocation over two years—allowing second year teachers the opportunity to benefit from having some time out of the classroom for other things, now that they were more skilled and confident about their class handling skills (which is clearly the biggest hurdle for most first-year teachers).

At Blackstone, Milltown, and Downey, none of the new teachers interviewed viewed the AGP as an ‘assessment program’ per se. Although aware of the importance of becoming fully registered, these new teachers were not concerned about the process required to become registered. They viewed observations and formal written reports as supporting their transition and helping get their careers off on a sound footing. As one new teacher noted: "This process is continuous for two years, with immediate feedback. I never have felt that I was being tested or evaluated. I felt I could ask my tutor anything, and I did."

The AGP reflects the culture of each school, just as the self-management of schools in New Zealand is meant to be responsive to the culture of each school’s particular community. The tone for the AGP is typically established by the principal or deputy principal. However, the success or failure of the AGP depends on the relationship developed between the tutor and new teacher.

**Changes Over Time.** The national advice and guidance framework and its implementation by primary and secondary schools began in 1989. However, the .2 time and many elements of the AGP predate these reforms. In 1972 secondary schools began providing AGP programs, when primary schools were already

### USES OF NEW TEACHERS' RELEASE TIME

"I wasn't allowed to use my .2 the first six weeks. The school wants new teachers to develop a strong relationship with the kids and believes that absences work against developing this relationship. After six weeks, I used the time to visit a few classrooms and another school. Over time, I just used it to do planning so I got to sleep earlier."

"I went to the courses run by teacher support services and visited other classes. I don't think it works out to .2, but I feel I've received all the support I need."

involved in AGP. Secondary schools also had a school board prior to the 1989 reforms. From the beginning, the AGP was intended as a dialogue—a consensus process in which "assessment was an organic process, without the pitfalls of one-off observations (a scheduled observation that occurs once a term or year by the principal in which the new teacher typically delivers a highly structured and tested lesson plan) and tick-the-boxes evaluations."



Formerly, an inspectorate provided the formal evaluation process for certification as a trained teacher. This shifted to the schools, as part of the administrative reforms, and altered the responsibilities of school personnel. Many administrators who were interviewed reported that in the early years, many teachers did not receive release time, although .2 funding was provided by the Department of Education. Today, most respondents believed that most teachers appear to receive most of, if not more than, the .2 release time to participate in induction support activities. The high level at which new teachers receive release time nowadays represents the cumulative efforts of the TRB, teachers' unions, and teacher training colleges to inform new teachers of the existence of these resources and their intended purposes.

Since 1989, the TRB has introduced several changes in the registration policy. The criteria requiring teachers to "promote health and personal safety of children" was added in 1993, in response to an early childhood initiative. The TRB also has clarified what is meant by "fitness to be a teacher." In the initial registration materials, the TRB specifications were extremely vague. Although still general, the new guidelines provide a much better sense of what schools should consider in recommending new teachers for registration and maintaining registration for experienced teachers. The TRB also modified its procedures for teachers returning to

teaching after a long hiatus. The TRB is now adopting procedures for non-registered relief teachers, so they can achieve full registration.

## Teacher Support Services

A second component of New Zealand's teacher induction program is the support offered by the teacher support services. The Ministry has entered into contracts with each college of education to assist schools in improving their self-management. One contractual activity in this area (see Exhibit 3) is that the teacher support services associated with each college will provide activities for new teachers to a specified number of schools in their regions. In most cases, these services consist of bringing new teachers together to network with other new teachers and to develop professional friendships with peers. Many schools (until this year) had only one or two new teachers.



Staff of the teacher support services also visit schools and, informally, seek to ensure that the new teacher is provided the .2 time and a strong AGP. Most of the resources provided by the Ministry are used to provide a series of monthly or bimonthly workshops. In some regions, schools pay a nominal fee to send their new teachers to these courses.

Teacher support services in each of the two centers visited aim the majority of their courses and networking activities toward primary schools, with special attention to rural schools. The centers direct their activities to schools with new teachers who have more limited access to successful role models within their schools. Secondary schools are de-emphasized because their large size provides the potential of more role models. Also, teacher support services assume that department heads at secondary schools will provide extensive support. Exhibit 4 provides an example outline of the types of courses offered to new teachers by teacher support services.

### EXHIBIT 3

#### Professional and School Development Services Contract Responsibilities of Teacher Support Services

<u>Objective</u>	<u>Performance Measure</u>	<u>Performance Target</u>
Support schools in their program of advice and guidance for the induction of provisionally registered teachers	<u>Quality</u> a) teachers and/or boards satisfied with appropriateness, effectiveness, and efficiency of support provided  <u>Quantity</u> b) number of primary schools c) number of secondary schools d) number of hours	Ninety percent of teachers and/or boards responding to surveys indicate satisfaction  Primary schools Secondary schools Hours

Some centers also provide brief courses (e.g., four three-hour sessions) for tutor teachers. Topics at the tutor-training courses include communicating with new teachers, providing feedback, and handling problems.

## School Professional Development

Schools focus considerable resources and attention on professional development. In schools visited, 4 to 7 percent of a school's discretionary budget (excluding professional salaries) was spent on school-wide and individual in-service activities. Several of the BoTs have adopted policies requiring that a specified portion (around 5 percent) of the budget be spent on professional development activities. In schools visited, new teachers, along with other staff, participate fully in the school's professional development.

In many schools, teachers participate in selecting an area for school-wide professional development. It could be training in the English national curriculum statement one year, or learning about child-behavior strategies in another year. In another school, it might be ESL strategies or the culture of the school's student population. Over the course of a year, about five days are devoted to these school-wide professional development activities, which most often occur on teacher-only days and after school. In one school visited, teachers voluntarily attend a four-day retreat scheduled for during their school vacation.

#### EXHIBIT 4

##### EXAMPLE OF TEACHER SUPPORT SERVICES COURSE OFFERINGS

<b>SESSION 1:</b> Introductions, use of .2 time, with tutor teacher group	<b>SESSION 5:</b> English curriculum
<b>SESSION 2:</b> Behavior management (class)	<b>SESSION 6:</b> Mathematics curriculum
<b>SESSION 3:</b> Planning, goal setting, recordkeeping	<b>SESSION 7:</b> Assessment
<b>SESSION 4:</b> Behavior management (individual children)	<b>SESSION 8:</b> Curriculum options
	<b>SESSION 9:</b> Curriculum options

New teachers may also have an opportunity to attend one professional development course, based on the individual professional development plan that they developed with the principal or deputy principal. To assist schools to identify materials, courses, demonstration projects, and other educational information that will help them provide professional development, the New Zealand Council for Educational Research—in collaboration with the National Library of New Zealand, Ministry of Education, Wellington College of Education, and the NZQA—is investigating the development and implementation of the Education Information New Zealand (EDINZ). EDINZ is a proposed index-database to bring together in one easily accessible form the fragmented information about education in New Zealand.

## Participation

Some confusion appears to exist about participation in teacher registration and AGP. Between 1989 and 1991, new teachers were required to be provisionally registered in order to teach, the school was required to provide the new teacher with an AGP, and the school, after two years, was expected to recommend a new teacher to become fully registered. BoTs implemented the requirement that all their teachers be registered. In 1991, the legislature amended the law and made registration voluntary<sup>1</sup>, although no BoT has reversed its policy and teachers still assume that registration is not only

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<sup>1</sup>An announcement on May 10, 1996 that a bill making registration compulsory would be passed, reversed the 1991 legislation that was in effect during the time in which the site visit was conducted (December 1995).

desirable but mandatory. However, in the next few years when teacher shortages are anticipated, BoTs can rescind their registration requirement in order to meet staffing needs.

As the TRB states, "although registration was made voluntary in 1991, there has been no lessening of the demand from teachers to become registered, nor the resolve of employers to employ only teachers who are registered ...." The Registration Board has been concerned that the high international regard for New Zealand teachers could be weakened by the 1991 decision to make registration voluntary. The Board also feels that voluntary registration does not offer children, parents, and trustees the security that a compulsory system provides. In 1995, the Education and Science Select Committee proposed, and the TRB supports, reverting to mandatory registration.

At the same time, the government is considering alternative forms of teacher training (in response to teacher shortages) and a freer market for the supply of teacher training. A system of voluntary registration shifts the burden for a quality teacher corps from the central government to local BoTs. Several educators suggest that inequities among schools may widen—as attractive schools (with more resources) are able to continue to hire and retain high-quality registered teachers and less attractive schools can hire only nonregistered, less qualified teachers. Attractive schools will increasingly be high-SES, predominantly Pakeha schools. Others disagree, arguing that sufficient safeguards exist, because the government controls the right to provide teacher training, funds the training, and funds professional development.

## **Program Effectiveness**

During 1995, 91 percent of the teachers who applied to be registered were approved by the TRB. Ten teachers (out of 15 requests) were deregistered, and two requests for deregistration are pending. Today, over 41,000 New Zealand-registered teachers work full-time in primary and secondary schools. Since 1989, the government has not evaluated the registration process or school AGPs. However, over the past 10 years, several researchers have examined the teacher induction process in New Zealand.

David Battersby reported that, in 1986, about half of the new teachers received three to five hours per week of support during the first term. Release time declined by 40 percent in the third term. Twenty percent of new teachers received less than one hour a week. Release time was generally used for the purposes currently promoted by the TRB. Since Battersby recommended that clear guidelines for the .2 be developed and distributed, significant progress appears to have been made. Although no comparable study has been conducted, principals, senior management staff, and new teachers consistently report that most AGPs use the .2 funding for teacher induction activities.

In particular, primary school teachers in suburban and wealthy city schools report receiving release time. They indicate that friends from college who are teaching in less favorable situations do not receive as much support as they do. Secondary school teachers also tend to have less chance of receiving the full allocation of release time.

Among Battersby's other recommendations that remain relevant was to provide funding for year-two release time and to provide training and compensation to tutor teachers. A few schools that receive direct resourcing (referred to as bulk funding<sup>2</sup>, by many to school personnel) are experimenting with providing .1 release time for two years.

Battersby's work was completed prior to Tomorrow's Schools. Since then, a major research activity was completed in 1993 by Margery Renwick and June Vize of the New Zealand Council for Educational Research. Renwick and Vize followed a cohort of students from their first year at a college of education through their first year of teaching. Viewing the first year in the classroom as a continuation of pre-service training and the first stage of professional development, Renwick and Vize's work describes first-year teachers as responsible for their own development and confident about their ability to teach. "They did not expect to be spoon-fed. If they wanted to get ahead, particularly in a tight job market, they needed to set their own goals and do something about what they knew to be weaknesses.... Those beginning teachers who placed limits on their responsibility for their own teacher development spoke of a joint responsibility between themselves and the school. If schools want better teachers, they have to accept some responsibility for teacher development."

Renwick and Vize identified several overarching themes that emerged in response to questioning about how the new teachers felt they had developed over their first year:

- The difficulty of singling out any specific area of development, because they had increased their skills across the complete range of classroom competencies, and a sense of being overwhelmed by how much they have learnt—they had gone "from strength to strength," developed in "leaps and bounds."

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<sup>2</sup>Historically, New Zealand teachers were paid directly by the central government. Recently, a group of schools piloted "direct resourcing" and this process is now an option for all schools. Under direct resourcing, schools receive a member-determined amount per teacher times the number of teachers in the school. Schools where the average teacher's salary is less than the member-determined salary level receive funding in excess of actual teacher salaries. This excess can be used by the school for any educational purpose. Schools with average teacher salaries above the member level could "lose" under direct resourcing. In schools without direct resourcing, salaries continue to be paid centrally.

- Increased experience as the year progressed had led to increased confidence in most aspects of classroom practice. This in turn led to increased enthusiasm for teaching—they "loved going to school."
- The importance of good role models from other experienced teachers. (Ibid. p. 198)

While Renwick and Vize did not conduct a detailed study of the AGP, they did find (as we did) that most new teachers benefited from the .2 release time, although "there was considerable variation in the amount of time within the .2 teaching entitlement which was allocated to what might be properly defined as the professional development of beginning teachers." Both Renwick and Vize and this case study found that beginning teachers in secondary schools were less likely to receive release time for teacher induction activities. The effectiveness of the .2 release time depends on the relationship forged between the new teacher and tutor teacher. The most effective tutor teachers were proactive in their support.

School-level personnel concur that the local design and implementation of the AGP permits schools, tutors, and new teachers to deliver and receive support activities that better recognize individual needs and school culture. Although many of the activities delivered predate administrative reforms, the emphasis placed on the AGP has increased, particularly in primary schools, because of the school's new responsibilities in relation to registration.

School-level delivery systems build on the collaborative, but individualized, nature of New Zealand's schools. Each school visited stressed the openness, frankness, and willingness of staff to work together to identify and solve problems, including the development of new teachers. However, operationally, schools use widely varying practices to achieve their collaborations. In some schools, collaborations and decision making follow a hierarchical structure. In others, decision making is by consensus, and significant decentralization of responsibilities occurs within the school buildings.

### TEACHERS SUPPORT RELEASE TIME

"Those who got the full entitlement describe the support it provided in such ways as 'a blessing,' 'lovely,' 'it's wonderful,' and 'I'm spoiled.' At the other end of the spectrum were a few beginning teachers, bitter and disappointed that they had not received the professional support to which they were entitled through the staffing allocation. Those who said they were getting most or all of the '.2 time' were: 66 percent of Auckland teachers; 79 percent of Wellington teachers; and 82 percent of Christchurch teachers."

*Windows on Teacher Education*, Renwick and Vise (1993)

The regional focus provided by the teacher support services activities allows the different service centers to tailor their programs to urban and rural teachers. In the latter case, more time is spent on networking and personal support. In urban areas, more time is devoted to instructional strategies and classroom management. On the other hand, although interviewees consistently praised the teacher induction activities and the quality of new teachers, some, particularly those staff with long service, believe that the elimination of the inspectorate diminishes the status of newly registered teachers in the mind of teachers who were certified by the inspectorate and in the mind of the general public.

### Reasons for Program Effectiveness

Much of the success of the teacher induction program in New Zealand can be attributed to exogenous factors. Within the educational community, particularly among teachers at a specific school, there is a high degree of *camaraderie and collegiality*. With few exceptions, the new teachers spoke of their colleagues, and colleagues spoke of the new teachers, as compatriots expected to help one another achieve both individual and common objectives. A corollary of this culture of collegiality is the teachers' *attitudes toward the professional development of new teachers*. Experienced teachers consider it their duty to pass on to the next generation of teachers their knowledge, skills, and experiences. Although they may have five or so years' teaching experience themselves, tutor teachers take their role of transferring the teaching craft to new teachers extremely seriously.

As noted earlier, this positive attitude toward professional development is shared by principals and senior management staff in schools and supported by their commitment to increasing the capacity of school personnel to perform effectively and by a commitment of resources from the BoTs that ensures that schools manage the funds to

translate good intentions into workshops, retreats, release time, and so on. Professional development receives an important share of school discretionary funds. These funds support activities that reinforce both attitudes towards professional development and the content of teacher induction activities.

The expectation that one will act as a tutor and do a good job tutoring as an implicit criterion for teacher *promotion* to a higher grade provides an incentive for tutors to perform effectively. In addition to the great personal satisfaction that tutors get from tutoring, the potential to receive a promotion and a higher salary indirectly compensates tutors who do not have senior teacher status for their additional teacher duties. Once they have been promoted to senior teacher or higher, serving as a tutor is a part of their normal duties.

The success of the teacher induction program since the 1989 reforms is inextricably linked to the *oversupply of teachers and quality of new teachers hired*. Those new teachers fortunate enough to obtain jobs have already overcome several hurdles. First, they were accepted by a college of education when these institutions exercised considerable selectivity in admissions, because the number of applicants considerably exceeded the number of student placements. Next, they progressed successfully through college training. Finally, some obtained a permanent position, or a long-term contract position. The quality of new teachers processed through school AGPs has been described as unusually high the past six years. Few new teachers failed to meet school expectations for registration or retention.

## Remaining and Emerging Issues

The teacher induction programs operating in most schools are perceived as ensuring that only qualified teachers are registered, and that new teachers are provided sufficient support to ease their transition to teaching and to efficiently learn about the school's culture and operations. However, the program is not universally viewed as successful and will face new challenges as the supply of new teachers fails to satisfy demand.

- According to the TRB, in some schools, new teachers and senior management staff did not always have a clear sense of the registration process and documentation required by the TRB. This lack of understanding results in insufficient and inappropriate information being supplied by schools to the TRB. The TRB has then to seek clarification before fully registering the new teacher.

- The shift from an oversupply of teachers to a shortage raises issues for new teachers and New Zealand schools. First, in several years the quality of applicants for new teacher positions may be more mixed. Staff from two colleges of education acknowledge that the quality of their applicant pool declined this past year and that they anticipate this trend will accelerate in the years ahead because of the continued strengthening of the New Zealand economy and low teacher salaries. In one case, the college is attempting to maintain student quality and has reduced the number of students (and faculty). Whether they will continue this policy is open to question.
- Second, just as competitive college admissions and an oversupply of graduating new teachers led to high-quality new teachers, principals and BoTs now fear that the potential for lower-quality graduates and an increased demand for teachers could reduce the quality of teachers registered in New Zealand. In some cases, schools may not be able to find either registered teachers who already meet minimum standards or new teachers who should be recommended for registration without dropping standards.
- Third, to increase the supply of new teachers, the previous Minister of Education proposed that alternative training programs be enacted to deal with the shortfall. Initial reaction from unions and education faculty has been negative.
- In purely economic terms, low teacher salaries relative to salaries in other sectors requiring not only comparable, but in many cases less, training impacts the long-term effectiveness of the teacher induction programs. Tutors, who often have about five years' experience, are less likely to remain in teaching than in previous years. Most of the new teachers interviewed for this case study did not expect to be teaching in five years. Teaching is increasingly viewed as a stepping stone to higher-paying jobs in other areas of education or in areas with high levels of personal interaction such as customer service management.
- With increased demand for teachers, as well as traditionally high levels of job mobility in New Zealand and the growing problem of attracting teachers to rural schools and "difficult" urban schools, the potential exists that a two-tiered system of teacher induction will develop. Wealthy and attractive suburban schools will continue to attract high-quality new teachers and continue to provide effective AGPs and other professional development activities (supplementing funds

provided by the national government with school-raised resources). Less affluent and desirable schools will see the quality of their teacher forces and AGPs decline over time. One consequence of the devolution promulgated by *Tomorrow's Schools* is a widening of inequities among New Zealand schools. Will principals and BoTs, who currently maintain the quality of the teaching force, compromise their standards to ensure that their schools have teachers in the classroom?

- Since the reforms, the proportion of teachers receiving the .2 release time appears to have increased. However, the inability of teachers to obtain release time in rural and "difficult" urban schools remains an issue. The current legislation does not guarantee the new teacher either the .2 release time or the availability of an AGP. The school receives the .2 funding and can use the funds in any way. By tradition and encouragement, most schools use these funds to support new teacher induction. But some, often because they cannot arrange for substitutes, do not. Also, since registration is voluntary<sup>3</sup>, if a new teacher chose not to be registered (unlikely today but possible in the future, for some) the school would not offer an AGP.
- A related issue is the use of the .2 release time. The TRB recommends that new teachers take a lead role in developing their AGP, that the full .2 be available to all new teachers, and that the time be used for supplemental activities. In practice, new teachers do not always have input in the assignment of their tutor teachers, new teachers do not all receive their .2 time, and some new teachers are not able to take as great a role in developing their AGP as recommended because they are required to follow programs already prescribed by their AGPs. Also, some principals would like the ability to offer .1 release time for years one *and* two. Schools receiving "direct resourcing" have flexibility to experiment in this way; schools not participating in "direct resourcing" do not.
- Current support activities offered by the teacher support services do not reach all new teachers. According to two center directors, they do not receive sufficient funds to service most intermediate and secondary schools and some primary schools.

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<sup>3</sup>As noted in footnote 1, recent legislation in New Zealand is to mean a return to mandatory registration for all teachers.

- Few linkages exist between the faculties of New Zealand's colleges of education and their former students or schools. Renwick and Vize found that half of the new teachers they surveyed had limited contact with their former colleges. This contact typically consisted of one or two occasions and one or two lectures. As much as anything else, the lack of geographical access to the college accounted for the absence of contact. Both colleges visited are increasing their involvement with schools and are trying to hire new faculty (often on a contract basis) with recent, firsthand experience working in schools. Even with this change in hiring practice, maintaining contact with former students is not viewed as a responsibility of college staff, nor is it rewarded.
  
- Lastly, the way in which new teachers are trained is being reevaluated in New Zealand. Until recently, all preservice training was provided by colleges of education. Now other educational entities are providing training and the possibility exists that others, including primary and secondary schools (through a teacher-pupil apprenticeship program), could offer training in the future. According to the TRB, some of these new providers are seeking approval to recommend their students for provisional registration.

## Sustainability

The framework of the current teacher induction program has existed since 1989, but many program elements predate the reform. This suggests that the program has both strong support and resiliency. Although the program will face new challenges in the years ahead as it copes with emerging issues, it has an exceptionally loyal following.

In facing emerging issues, the schools have numerous resources. The devolution to schools of the responsibility for implementing a teacher induction program—combined with an increased focus on professional development in schools, and the individual commitment of teachers and managers to the professional development of the next generation of teachers—has produced a cadre of professionals committed to the teacher induction program. For the foreseeable future, assuming that the .2 funding is available, one anticipates that schools will continue to offer AGPs.

However, the current program is expensive. For the past several years, several members of Parliament have discussed eliminating .2 funding as a means of reducing educational expenditures. To date, the .2 has not been seriously challenged. Although the current New Zealand economy is robust and growing, this does not mean that the funding for AGPs will continue. The government is trying to control

the costs of education. At the same time, schools are faced with rapidly growing enrollment and teachers seeking salary increases.

For some schools, the ability to provide AGPs is either totally or substantially dependent on .2 funding. Some schools, through “direct resourcing” from the central government, generate discretionary dollars that can be used to support an AGP, if the government's funding for a teacher induction program is reduced. Yet, few schools can generate a comparable level of resources without access to substantial funds derived from schools' fundraising activities. However, money is not the only critical factor.

“Successful” AGPs also are highly dependent on the input (often in one’s own time) and commitment of the tutor teachers who take on the role of supervisor/mentor.

The current teacher induction program in New Zealand appears to meet its objectives—of quality, acculturation, and support. Nonetheless, due to problems in attracting students into the colleges of education, the ability to maintain the quality of teachers is increasingly questioned by senior management staff and teachers. This past year, the applicant pool for each new teaching position shrank precipitously. Principals and senior management staff are concerned that the effectiveness of the current system may not be sustainable without introducing greater accountability and safeguards. The most common suggestion, by principals, senior management staff, and experienced teachers, to sustain the effectiveness of the current teacher induction program is to replace the registration process by returning to teacher certification by an independent body.

## **Adaptability**

The New Zealand approach to teacher induction is characterized by decentralization and extensive teacher involvement. This approach thrives in schools with a strong culture of support. The schools visited are nurturing, encouraging cooperation among teachers and between teachers and administrators.

The success of the New Zealand program requires a personal commitment on the part of principals, senior management staff, tutors, and new teachers. Its success is not dependent on a formal structured program or well-articulated syllabus (see the Japan case study for an example of such an approach) but rather on a set of broadly defined criteria and a strong sense of professionalism. To adapt the New Zealand approach to another environment, all participants need to be willing to buy-in to the activities and be willing to invest themselves. This willingness to learn from each other and to

develop a strong relationship among staff that transcends the typical conception for fulfilling job responsibilities is critically important. “Our AGP requires openness, leadership not bossing, and the initiative of teachers.”

Each AGP depends on a specific individual for its focus, usually a principal or deputy principal. In creative, successful programs, this key individual establishes a vision. The vision is compatible with and grows out of each school's vision and culture. Schools that lack visionary leadership and a commitment to professional growth may have difficulty implementing a school-designed, individual teacher-focused support program. As one principal said, "It always comes down to the people involved. A culture of support is essential.”

Equally important is the willingness to encourage and tolerate diversity in program design and implementation. The Ministry, NZQA, and TRB provide broad frameworks and some advice and guidance procedures, but considerable flexibility in program design is allowed. The most successful school programs are creative and focus on each new teacher's individual needs.

To adapt the New Zealand program requires a commitment of financial resources. New Zealand matches its rhetoric by supporting professional development with substantial funding. The .2 funding equates to approximately US\$3,000 for each new teacher. In addition, schools provide money for the professional development of new teachers from school-level discretionary funds. Finally, the central government funds teacher support services and member-level priority professional development programs.

New Zealand's current program is successful, but it has not been tested by the demands of large numbers of new teachers that are expected to flood the educational system over the next five years. Institutionalizing individual-based support becomes logistically and managerially more complicated where tutor teachers must support more than two new teachers. In locales with large enrollment growth and high teacher turnover, school resources could become stretched. No safeguards exist in the New Zealand framework to monitor program quality and respond to declines in advice and guidance supports, should they emerge.

## **Conclusion**

New teachers in New Zealand are provided a school-designed and implemented Advice and Guidance Program. The design and implementation of the program is guided by a framework developed by the Teacher Registration Board. A key element

of New Zealand's approach to teacher induction is the provision of .2 time to new and tutor teachers to participate in support activities.

Common elements of the teacher induction program include use of a tutor teacher, observations by beginning teachers of other classrooms and schools, attendance at teacher support services courses, and observations by tutors of beginning teacher performance. Although they are a central feature of the TRB framework, assessment and completion of administrative paperwork to fulfill registration requirements are not predominant foci of teacher induction programs.

New Zealand's educational reforms are still being implemented. New roles and responsibilities have been established, curricula redefined, and new assessment policies are being put into place. Although the importance of teacher induction programs is well entrenched in New Zealand, the evolution of "Tomorrow's Schools" policies will have an impact on teacher induction.

**HOW DID YOUR EXPECTATIONS FOR TEACHING CHANGE OVER THE FIRST YEAR?**

"I became less of a perfectionist, although I still put in very long hours."

"Children are not going to learn to my expectations. It takes some longer than others at this age and you can't expect the same results. I used to feel that I failed and was inadequate when children didn't achieve what I expected. I'm more realistic now; more relaxed. My tutor was my rock to lean on."

"It's been wonderful. The staff at this school are so user-friendly. They listened to me from day one. It made the hours I worked worth it."

"I got faster and found out how I want to teach."

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