

About this document

The Government has asked the Productivity Commission to carry out an inquiry into “new models of tertiary education”

The Commission has published an **issues paper** on its website to assist individuals and organisations to participate in the inquiry. The issues paper outlines the background to the inquiry, the Commission’s intended approach, and the matters about which the Commission is seeking comment and information. It also contains 78 specific questions to which responses are invited.

This document sets out **just the 78 questions from the issues paper**. Submitters are welcome to use this document as the basis of their submissions. Submissions are also welcome in many other forms, as outlined in the issues paper.

Making a submission via this document

All submissions should include the submitter’s name and contact details, and the details of any organisation represented. This information can be entered below.

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Submissions may be lodged at www.productivity.govt.nz or emailed to info@productivity.govt.nz. Word or searchable PDF format is preferred. Submissions may also be posted. Please email an electronic copy as well, if possible.

The Commission will not accept submissions that, in its opinion, contain inappropriate or defamatory content.

What the Commission will do with submissions

The Commission seeks to have as much information as possible on the public record. Submissions will become publicly available documents on the Commission’s website shortly after receipt unless accompanied by a request to delay release for a short period.

The Commission is subject to the Official Information Act 1982, and can accept material in confidence only under special circumstances. Please contact the Commission before submitting such material.

Key inquiry dates

Receipt of terms of reference:	3 November 2015
Due date for initial submissions:	4 May 2016
Release of draft report:	September 2016
Draft report submissions due:	November 2016
Final report to Government:	28 February 2017

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Questions

Below are the 78 questions contained in the issues paper. These questions are not intended to limit comment. The Commission welcomes information and comment on all issues that participants consider relevant to the inquiry's terms of reference.

Submitters should choose which (if any) questions are relevant to them, and leave or delete those they do not wish to answer. Many questions will not make sense without the accompanying discussion provided in the issues paper; submitters should refer to the issues paper to clarify the meaning of the question.

Question number	Question text	Where the question appears
Q1	What are the advantages and disadvantages of administering multiple types of post-compulsory education as a single system?	Page 3

I write this submission from the perspective of having been a student in tertiary education, and having taught at tertiary level for two ITEs.

While the single system may apply to the Education Act 1989 and bodies set up under its legislation, together with bulk funding, the systems that work to deliver qualifications are diverse. The disadvantage is that under the Education Act education is constructed as a 'personal good' rather than a 'social good' which benefits the wider society.

Education since 1989 has worked under narrow technical definitions of learning, education and vocational skill training.

A range of local and international academics have written savage critiques of the effects of such managerialism (e.g Stephen J Ball, Nesta Devine, Michael Peters, John Codd, Peter Roberts, Mark Olssen). They argue that education has become focused on skill learning when the requirements of the 21st Century are likely to require critical thinkers, able to perceive both macro and micro discourses and their effect on social conditions.

'The market may be facilitating an assertion of 'technical rationality' in school management over and against 'substantive rationality' Gewirtz &. Ball.(2000) . From 'Welfarism' to 'New Managerialism': shifting discourses of school headship in the education marketplace.

Discourse: studies in the cultural politics of education, Vol. 21, No. 3,

Q2	Do prospective students have good enough information to enable them to make informed choices about providers and courses? What additional information should be provided? Who should provide it?	Page 8
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Choice can be too great, leaving potential students confused. Students have learned the discourse well : Nesta Devine (2014) suggest 'reinstating trust rather than distrust as the

fundamental supposition of relationships between persons and between citizens and the state. That in itself, if we follow the work of Nicolas Rose would make a profound difference to the way in which people understand themselves, and would consequently affect their actions (Rose, 1989). We have spent 30 years teaching people that they are inherently selfinterested and consequently without responsibility for others, and we should not be surprised if they have learnt this lesson rather well'

Public Choice ideology allowed a proliferation of training establishments all acting as firms competing for clients in the education market.

In a small country the number of training establishments is very great, so students become paralysed by the act of having to choose. Information on its own is insufficient. There have been examples of PTEs failing to deliver and exiting the market (Eg the case of Chrysalis Consultancy). Students who failed to graduate, and those who did and failed to gain teacher registration have been the victims. Other PTE offering Initial Teacher Education run the risk of being able to deliver because of funding constraints.

Q3

Is the business model of universities published by Universities New Zealand a good characterisation? Are there aspects of the business model of universities that it does not explain?

Page 11

The business model, as above, which constructs the university as a firm, the Vice Chancellor and academic boards as CEOs is problematic.

Somehow universities have fostered conservative thought, but also, presently 'the daily life of faculty members and the content of the curriculum are being steadily transformed by 'audit cultures'. The demand to constantly 'produce evidence' that one is acting correctly – in essence to act in an entrepreneurial manner – has spread within higher education, Michael Apple argues 'universities have never consistently performed as society's 'market-place of ideas'. Indeed, the history of higher education is also the story of struggles by multiple groups over access, cultural recognition and authority .Because of both who was or was not allowed to attend universities and what kinds of knowledge and ways of knowing were part of the 'selective tradition' the sphere of higher education has been a site for the development of counter-hegemonic movements pursuing a politics of recognition'

Michael W. Apple (2013) Audit cultures, labour, and conservative movements in the global university, *Journal of Educational Administration and History*, 45:4, 385-394, DOI: 10.1080/00220620.2013.822349

Universities need to foster critically thinking and philosophising about the purposes of education in the future .

Q4

What is the business model of ITPs? Do the business models of ITPs vary significantly? In what ways?

Page 12

Q5**What are the business models of the three wānanga?****Page 12****Q6****Do the business models of PTEs have common characteristics?****Page 12****Q7****What are the implications of economies of scale in teaching (and the government funding of student numbers) for the delivery of tertiary education in different types of providers and for different types of courses and subjects?****Page 12**

This is problematic. EFT funding is based on the model of continual growth. When the student body atrophies and shrinks within our country, we rely on internationalism to fill the gap. This, too, its is becoming evident is slowing.

ITP and PTEs especially have responsibilities to take each student applicant to graduation stage. The narrow interpretation of record of prior learning means that students have a window in which to complete and graduate. Many second chance learners find combining work, training and family difficult. When student numbers shrink it puts both the institution and the student at risk.

Q8**How does competition for student enrolments influence provider behaviour? Over what attributes do providers compete? Do New Zealand providers compete with one another more or less than in other countries?****Page 12**

As above, as long as there is a gap in teacher supply and the need for graduates of ITE, the focus on competition for students can be successful. When the 'market' shrinks various institution will be forced to diversify or close. ITP and PTE are unable to compete for PBRF funding, as this pool of money is largely captured by universities.

Collaboration has almost disappeared in the past few decades. ITP have attempted to take on a mentoring role with conduits between foundation qualifications offered by PTE. This has not always been successful.

Q9

What are the implications of fixed capital costs for the business of tertiary education? Do differences in the capital structure of different tertiary institutions have important implications for the delivery of tertiary education?

Page 13

PTE do not have capital outlay as most rent or lease facilities. The building and footprint of universities and ITPs tend to focus their governance boards on managing property rather than managing learning.

Q10

What are the implications of the multiple activities of tertiary education for its delivery? What outputs are best produced together? What outputs are best produced separately?

Page 13**Q11**

What are the benefits and disadvantages, in terms of students' learning outcomes, of bundling together research and teaching at universities in New Zealand?

Page 14

Most tertiary teachers are not trained teachers. Moreover, the static nature of tertiary teaching rooms and physical facilities work against interactive learning. Students become passive recipients of knowledge, banking as Paolo Freire maintained.

Q12

What value is attached to excellence in teaching compared to excellence in research when universities recruit or promote staff?

Page 14

Teaching is a complex skill, where teachers need to know how/ what/when to teach. This involves deep subject knowledge, strategies to engage and motivate students in deep level rather than surface knowledge of core subjects. But the most important consideration for lecturers teaching ITE is regard and care for the children/ students who will be the recipients of the teachers' knowledge. Ethical, reflective adults knowledgeable about metacognition should be the aim of ITEs.

Part of being a good ITE teacher may involve encouraging poor students not to complete, for the above reasons. They need to be satisfactory or better teachers.

Q13

Do New Zealand TEIs cross-subsidise research with teaching income?

Page 14

Q14

What other evidence is there about what makes for effective teaching in a tertiary environment? Is it different for different types of learning or student? How can teaching effectiveness be best measured and improved?

Page 17

The emphasis on ICT platforms such as Moodle means that there is sloppy reliance on mass teaching, with emphasis on the knowledge, rather than its transmission. Few lecturers have time, inclination and knowledge to develop innovative ways of learning. Academies such as the Khan Academy may make the STEM subjects available as video templates. But overuse of such clips are rarely memorable, or tailored to this country.

Teaching cannot be measured. Often lecturers may deliver the same content to different student streams, and find that the student interaction differs significantly. Cooperative mentoring and interaction should be the prime consideration.

A number of articles find that such platforms in their various iterations do not deliver optimal learning for students. e.g Baskaran, G., Applanaidu, B., Ng, P. K., & Ramakrishnan, K. (2015). Moodle good learning environment? Survey to Support Lecturers in Identifying VARK Learning Styles and Students Learning Experiences. *Proceedings Of The Multidisciplinary Academic Conference*, 1-6.

Q15

How do tertiary providers assess, recognise and reward teaching quality in recruitment and career progression? To what extent do tertiary providers support the professional learning of teachers?

Page 19

In Prof Dev and performance appraisals for progression to higher positions

Some require certificates of teaching and learning as prerequisites for this.

Q16

How do New Zealand tertiary providers use student evaluations? How does this influence provider behaviour?

Page 19

Varies. Often students evaluate shortly after the course conclusion. There are few mid-career or post qualification of ITE quality delivery.

Q17

In what ways and to what extent do employers interact with tertiary providers in New Zealand? Are there practical ways to encourage employers to have greater or more productive involvement in the tertiary education system?

Page 21

Too much influence on ITE. As 'CEOs of firms' the employer body is interested in their self-interest in gaining minimum standards. Few consider the quality of teaching on their young chargers.

This is the 21st Century of 'provider capture'

Q18

What are the similarities and differences among ITOs, or between ITOs and other tertiary subsectors, in how they operate? Page 21

Q19

What makes for a successful ITO in terms of meeting the needs of firms for skilled staff? Page 21

Q20

How effective is the ITO model in meeting the needs of learners and firms? Page 21

Q21

What arrangements for arranging workplace training and apprenticeships in other countries could New Zealand usefully learn from? Page 21

Not applicable to NZ. Some ITE have supported one international practicum in English Speaking countries .

Q22

Is the current architecture a good fit for a tertiary education system? What are its advantages and disadvantages? Are there good alternatives? Page 24

Q23

How effective is the TES instrument at giving government education agencies direction about prioritising resources and making trade-offs in carrying out their roles? What are the benefits and risks, in terms of fostering an innovative system, of a more or less directive TES?

Page 24

Property footprint and maintenance becomes a priority

Q24

How do other instruments (eg, funding mechanisms, letters of expectation, budget initiatives) influence government agencies' behaviour? How do these align with the TES instrument?

Page 24**Q25**

When do the TEC's independent funding role and its Crown monitoring role align, and when are they in tension?

Page 25**Q26**

What are the pros and cons of different quality assurance arrangements for universities to those for ITPs, wānanga, and PTEs?

Page 26**Q27**

How do New Zealand's government institutional arrangements for tertiary education compare to those in other jurisdictions?

Page 27

Q28

In what ways does a focus on educating international students complement or undermine the other goals of tertiary education providers?

Page 31

IELT is a screening mechanism. Many international students accepted to ITE fail to complete the base qualification.

Q29

What factors best explain the discrepancy between growing levels of tertiary education attainment without a significant productivity dividend?

Page 34

Q30

What are the best measures to determine whether the tertiary education system is working well?

Page 36

That the wider society appreciates the role of education, learning and critical thinking.
That we have a well educated body politic.

That the emphasis moves from technical vocational training, to philosophizing , deep knowledge of history and moving from entrepreneurial skills, to contemplative thought.

Q31

What other evidence is there about the influence of tertiary education system performance on graduate income premia in New Zealand?

Page 38

Q32

To what extent are graduates meeting employers' expectations with respect to hard or technical skills? What about soft skills and capabilities?

Page 47

Q33

What are the significant trends in employer demand for tertiary-educated employees, and in student demand for tertiary education? How is the system responding?

Page 50**Q34**

What is being done to develop, assess and certify non-cognitive skills in tertiary education in New Zealand? Do approaches vary across provider types, or between higher, vocational, and foundation education?

Page 51**Q35**

What are the implications of new technologies that are predicted to make many currently valuable skills obsolete? Will this change the role of the tertiary education system?

Page 53**Q36**

What challenges and opportunities do demographic changes present for the tertiary education system?

Page 55**Q37**

What evidence is there on the effect of tuition fees on student access to, or the demand for, tertiary education in New Zealand?

Page 60

Q38

What are the likely impacts of domestic student fees increasing faster than inflation?

Page 60

Q39

What impact has the pattern of government spending on tertiary education had on the tertiary education provided?

Page 61

Q40

How have providers' input costs and revenue changed over time? What are the implications of these changes?

Page 62

Q41

How might Baumol's cost disease or Bowen's law (discussion of which tends to focus on providers like universities) apply in other parts of the tertiary education system?

Page 64

Q42

What specific technologies should the inquiry investigate? Why?

Page 67

Q43

What parts of the tertiary education system are challenged by ongoing technological change? What parts can exploit the opportunities created?

Page 67

Q44

How has internationalisation affected New Zealand's tertiary education system? What are the ongoing challenges and opportunities from internationalisation of the tertiary education system?

Page 71**Q45**

Is the "New Zealand" brand an important part of international competition for students, staff, and education products and services? What should providers and government do to manage or enhance this brand?

Page 71**Q46**

What other trends provide challenges and opportunities for the tertiary education system?

Page 71**Q47**

What trends are likely to be most influential for the tertiary education system over the next 20 years?

Page 71**Q48**

Are there other important types of new model that should be included within the scope of this inquiry?

Page 74

Q49

What new models of tertiary education are being implemented in universities, ITPs, PTEs and wānanga? How successful have they been?

Page 74**Q50**

Are current quality assurance and accountability arrangements robust enough to support a wide range of new models?

Page 75**Q51**

How might new models of tertiary education affect the New Zealand brand in the international market for tertiary educations, students, education products and services?

Q52

What can be learnt from the tertiary education systems of other countries? Are there models that could be usefully applied here?

Page 77

Michael Apple's critique: suggests the need for vocational knowledge to be rationalized on its own terms. He points to the perils inherent in seeking status through academic affectation. This raises the danger, Apple cautions, of high-status academic culture "colonizing" vocational knowledge to the point where the latter becomes unrecognizable Theodore Lewis (1998) Official Knowledge and Vocationalism: A Reply to Michael Apple, Curriculum Inquiry, 28:3, 361-368, DOI: 10.1111/0362-6784.00095

Q53

What measures have been successful in improving access, participation, achievement and outcomes for Māori? What measures have been less successful? Why?

Page 78

See publications such as Te Tari Puna Ora o Aotearoa NZ Childcare Association, including: [Te Heru: A framework for Māori success within an initial teacher education programme](#)

The purposes of this research study were to:

- Explore and illuminate the factors that contribute to Māori students' high retention and completion rates in the Diploma of Teaching (ECE); and
- Identify critical factors for the continued successful completion rates of Māori students enrolled in the new Bachelor of Teaching (ECE) degree programme.

Early Childhood Teachers' Work in Education and Care Centres: Profiles, Patterns and Purposes

It explores the work of teachers in different contexts and asks whether teachers' qualifications make a difference to children's experiences.

This study tells us what we already suspected - that qualified teachers matter. Qualified teachers draw on their pedagogical knowledge to interact in meaningful ways which bring about positive gains for children. This study identified different patterns of teaching and learning in the '100% qualified' services and was able to link these patterns to children's cognitive development.

Te Whakapakari Kaiārahi Āhuratanga Ako Kōhungahunga: Developing Pedagogical Leadership in Early Childhood Education

Pedagogical leadership is an emerging discourse in early childhood. It refers to the way in which the central task of improving teaching and learning takes place in educational settings. This report investigates the implementation of a research and development project designed to enhance pedagogical leadership practice in early childhood centres. By learning to understand the centre as social (activity) system, leaders who participated in the study learned to 'play the system' rather than the person as they engaged in change conversations within their workplace settings.

Q54

What measures have been successful in improving access, participation, achievement and outcomes for Pasifika? What measures have been less successful? Why?

Page 79

As above

Q55

What measures have been successful in improving access, participation, achievement and outcomes for at-risk youth? What measures have been less successful? Why?

Page 79

Not applicable, unless individuals meet the Satisfactory Teacher Standards

Q56

What measures have been successful in improving access, participation, achievement and outcomes for those with limited access to traditional campus-based provision? What measures have been less successful? Why?

Page 79

Q57

What measures have been successful in improving access, participation, achievement and outcomes for people with disabilities? What measures have been less successful? Why?

Page 79

Q58

What measures have been successful in improving access, participation, achievement and outcomes for adults with low levels of literacy or numeracy? What measures have been less successful? Why?

Page 79

Q59

How innovative do you consider the New Zealand tertiary education system is? Do you agree that there is “considerable inertia” in the system compared to other countries? If so, in what way and why?

Page 81

No

Q60

What are the factors associated with successful innovation in the tertiary education system?

Page 81

Moving from outcome/ qualification emphases, to an interest in learning and true knowledge

Q61

What are the benefits to innovators in the tertiary education system? What challenges do they face in capturing these benefits?

Page 81

Q62

What are the barriers to innovation in the tertiary education system? What might happen if those barriers are lowered?

Page 81**Q63**

How well do innovations spread in the tertiary education system? What helps or hinders their diffusion?

Page 81**Q64**

How successful was the Encouraging and Supporting Innovation fund in promoting innovation in the tertiary sector? What evidence supports your view?

Page 83**Q65**

Are there examples where the New Zealand Government has directly purchased innovation or innovative capacity in tertiary education? If so, was it successful?

Page 83**Q66**

How easy or hard is it for a new provider or ITO to access TEC funding?

Page 84**Q67**

Does the programme or qualification approval process via NZQA or CUAP enable or hinder innovation? Why?

Page 85

Q68 **What impact has Performance-Linked Funding had on providers' incentives to innovate?** **Page 86**

Q69 **How much does funding shift between PTEs based on assessments of performance? Whose assessments are they, and what are they based on?** **Page 88**

Q70 **How much does funding shift inside a TEI (eg, between courses, academics, or faculties) based on assessments of performance? Whose assessments are they, and what are they based on?** **Page 89**

Q71 **What influences tertiary providers towards offering a broad or narrow range of course offerings? What are the advantages and disadvantages (for providers, students, and the sector as a whole) of a relatively homogenous system?** **Page 89**

Survival in a competitive environment. Often spreads institutional staffing too thinly,

Q72 **Do New Zealand's tertiary policy and regulatory frameworks enable or hinder innovation? What might happen if existing constraints are loosened?** **Page 90**

Perhaps the Education Council could incorporate tertiary teachers into their satisfactory teacher standards as well as ECE, primary and secondary sectors.

Q73

How do intellectual property protections in tertiary education foster or hinder innovation? Are the effects different in different parts of the system or for different kinds of provider?

Page 91**Q74**

How does the Crown's approach to its ownership role affect TEI behaviour? Is it conducive to innovation?

Page 92**Q75**

Do regulatory or funding settings encourage or discourage providers from engaging in joint ventures? If so, how?

Page 93**Q76**

How do regulatory or funding settings encourage or discourage providers from seeking external investment?

Page 93**Q77**

How do tertiary providers create incentives for internal participants to innovate? What kinds of choices by providers have the biggest "downstream effects" on their level of innovation?

Page 93

Q78

What incentives do government education agencies have to innovate in the way they carry out their functions, both within and across agencies? What constraints do they face?

Page 94