

The World Organisation for Early Childhood Education (OMEP), is an international, interdisciplinary, nongovernmental organisation (NGO) founded in 1948 in Prague, to benefit children under the age of 8 years throughout the world. World OMEP provides a meeting ground for representatives from a range of professions and nationalities, all concerned with the wellbeing, education and rights of young children and their families. OMEP is represented in more than 70 countries. It is affiliated to the United Nations (UN), working collaboratively with UNICEF, UNESCO and the Council of Europe.

The aims of OMEP Aotearoa New Zealand (OMEP Aotearoa) include fostering wellbeing and the optimum development of every child; promotion of quality early childhood education in all its forms; promotion of a bicultural approach to the provision of ECE; furthering the development of multicultural values and practices in ECE; support for research; and fostering of international communication and cooperation. OMEP Aotearoa is making submissions to the Productivity Commission's Review of Tertiary Education.

*Background: Initial Teacher Education*

Our specific focus is on early childhood *initial teacher education* (ITE), delivered historically at levels 5, 6 and 7, via a 3 year Diploma to the mid 1990's and, progressively, from the mid 1990's, via a 3 year Degree: either a specified Bachelor of Education or Bachelor of Teaching (Early Childhood Education) by a range of tertiary education providers:

- Universities and Colleges of Education
- Polytechnics
- Private Tertiary Establishments
- Wānanga

Graduates achieving a degree in early childhood education are qualified to teach in NZ ECE Services and junior primary classrooms (at the discretion of the school board).

OMEP Aotearoa's concern is primarily how the graduates who have completed degrees in early childhood education deliver quality curriculum to children. We consider this is a right which falls under New Zealand's responsibility to international instruments such as the UN Human Rights Declaration, the UN Convention of the Rights of the Child (UNCRC) and the UN Declaration of Indigenous Peoples. (UNCRC 2005).

Presently, degrees in early childhood *teacher* education are delivered by institutions which are approved jointly by the New Zealand Qualifications Authority (NZQA) and the Education Council of Aotearoa New Zealand (EC) and overseen by the Tertiary Education Action Committee (TEAC).

The teacher education degrees cover courses on student practice (practicum or field practice), reflective practice, and a range of approved courses ensuring graduates can support, plan for, assess, and evaluate children's learning as defined by current best practice models. Such models draw on Ministry of Education curricula material such as

*Te Whāriki Matauranga o nga mokopuna o Aotearoa, NZ Curriculum, Te Korowai and Te Ahu Mātua*. The conceptual overview for each approved and accredited degree programme sets out the particular context for teacher education and the graduate profile sets out the ethical and professional expectations for graduating teachers. Entry requirements for students to ITE degrees are set by Education Council, and all recruited and selected students are required to meet interview and practical requirements, including police checks.

From the late 1990's there has been a proliferation of institutions offering approved and accredited degrees in early childhood ITE in New Zealand. OMEP Aotearoa considers that graduates of such degrees are professionals, skilled in teaching and learning, able to keep current with changing pedagogy and social conceptions of the child. With the increase in ITE ECE degrees, there has been a corresponding focus on research into early childhood care and education. OMEP Aotearoa values the rich body of evidence-based data that has been built up by both teacher educators/lecturers and student teachers over the last 20 or so years. The OECD (2015) *Investing against the evidence* emphasizes the rights guaranteed for every individual child without discrimination and indicates the interrelated nature of the rights as well as the different spheres – public, private, family and community – in which they are to be enjoyed.

#### Caveats and considerations

In our opinion the Productivity Commission's series of questions on governance and funding of tertiary education for vocational purposes, is too narrow to ensure adequate

coverage of professional and ethical issues, human, children's and indigenous rights and the complex and holistic nature of ITE for teachers of children aged 0-6 years old. We question whether issues such as 'unbundling', options for 'nano degrees', and 'free courses' for students (with students paying for the assessments) will ensure the graduation of teachers to the Education Council's Graduating Teacher Standards (GTS) that are currently in place for all ITE degrees. Students will only reach the GTS with ongoing mentoring from lecturing staff who know the students and their capacities over time. Mentoring cannot be offered in short bursts by a range of unfamiliar staff across diverse institutions. See C Murphy (2015) who argues Mentoring is a fundamental and increasingly important part of professional learning and development for teachers in Aotearoa New Zealand

View such as those of Gary Hawke (2008, pp. 9–10) may apply to STEM subjects. He maintains 'universities really operate as networks which generate among their products, student learning. We will not progress while the dominant thinking remains packaging qualifications into production units that require less staff time while the staff still operates like an antiquated technology museum... tertiary education institutions should facilitate progress through knowledge and understanding, not frustrate it through inertia and privilege' (n Crawford, R., 2016, p 16). Indeed teaching at all levels is more than 'information, pricing and quality assurance mechanisms'.

As Mark Blaug (2009, p. 222) noted ' There is a trade-off in economics (and elsewhere) between rigor and relevance: the more we achieve deductive certainty in our arguments, the less likely it is that we will achieve socially and politically relevant conclusions'. fact Blaug has been a critic of the confusion between education as productive function, of credentialism as a screening proxy for workers' knowledge and skill. As early as 1967 (p. 346), he noted ' serious limitations of the data [whereby] ... all such conclusions must be treated with extreme caution'. In (1989, p. 332 ) he noted we 'cannot even say what the social rate of return to education actually means. Is it cognitive knowledge or effective behavioral traits that make educated workers valuable to employers? Is it believable that we can still ask such a question, knowing that the literature does not vouchsafe a firm answer? '

#### *Consideration: International instruments; rights to education*

As noted above, the considerations and their application to ITE within Tertiary Education include international instruments such as UN Human Rights Declaration, UNROC and the UN Declaration of Indigenous Peoples.

The rights can be discussed as they apply to the recipients of education, the children, and to the adults engaging in tertiary study, the adults. Anne B. Smith, Emeritus Professor, Otago University has written extensively on the rights of children, as they are supported by state parties. She has argued continually that states pay little regard to, and have inadequate understanding of children's rights as set out in the United Nations Convention on the Rights of the Child (UNCRC). 'The UNCRC says that governments are responsible for promoting optimal development (Woodhead, 2005), so they need to make ECE a high priority and resource it appropriately' (Smith, 2013, p.7) she argued. In her exploration of the way this country has implemented its responsibilities under UNROC, she continued 'The UNCRC and General Comment 7 (United Nations Committee on the Rights of the Child, 2006) give New Zealand obligations in terms of children's rights. ... while progress has been made in implementing Article 27 and Article 19 to reduce poverty and violence for children, we have some distance to go in terms of fully realising these rights for young children'. This latter has become a particular focus on the National Coalition Government (2008- present). For this reason alone, it is essential that ECE and primary teachers are qualified to tertiary education level. Whatever models of tertiary provision are considered in the future, ITEs need to ensure they cover fully ethical and professional responsibilities.

Students training to Bachelor of Teaching level have rights as they leave secondary school to begin tertiary level education. Their rights to provision, protection and participation rights have been discussed by Taylor, Smith and Nairn (2001). Protection rights, they suggest are somewhat more controversial. Moreover staffs' understanding of children's rights is often at odds with the views of their charges. ' {as] they may have quite different conceptualisation of rights, because it is likely that young people and school staff have very different social interactions during their experience at school, and come at it from very different perspectives (2001, p. 7). While students entering tertiary education may no longer be deemed to be children as defined by UNCRC, they should remain central to consideration of new entrants to ITE. We would also argue that Tertiary Education bodies have merely an emergent understanding of the aspirational aims of UNDRIP. This goes beyond human and children's rights as set out in the international instruments, noting that indigenous peoples have especial rights to education in their linguistic and cultural frameworks.

There were attempts in the early part of this century to evaluate ITE and make recommendations for improvement ( Kane, R., 2005). They found that as pertained to

assessment of student work 'Initial teacher education qualifications are characterised by a high level of monitoring of student progress and associated pastoral care and support. • Providers have both formal and informal procedures to ensure that students who are struggling to meet requirements are identified and provided with individual support.'(p.127). They, too suggested that student choice was adequately covered(p.205) 'The five-fold increase in the number of teacher education institutions since the mid 1990s has resulted in prospective students having access to a choice of providers in all sectors and to a choice of mode and programme of study'.

The Kane (2005 , p.209) report made the point that

recent developments in early childhood place considerable strain on ITE providers to find appropriate placements for their students. There is also a related concern that of keeping colleagues in the early childhood sector committed to the training of new professionals, "when the sector is overloaded with changes, new regulations, assessment, and self-review guidelines" (College of education). The early childhood sector is currently positioned quite differently from the other sectors in relation to practitioners. For early childhood, practitioners in centres can be positioned simultaneously as potential or current students and as associate teacher partners in the qualification of teachers for centres.

With the growth in the establishment of ECE centres in the last decade, the strain on ITE providers, and the regulations, self review and other changes, has remained, or possibly increased. Further changes to ITE are signalled by the NZ Education Council. A more recent critique of ITE was made by Peter Lind, of the NZ Teachers Council (2013) who referred to three of his five key findings related to exemplary teacher education programmes: ' 1) entry requirements and selection of students, 2) building strong connections through partnerships, and 3) induction of beginning teachers' (Brooker & Cooper, 2013, p.102 ) The rapporteurs reported Lind as stating that there is a ' need to raise the EFTS value for ITE, in order to have the resourcing required to improve the implementation ITE programmes in general, and partnerships in particular' ( p.104).

Another, future-focused view of ITE was offered by Jane Gilbert (2013, p 106) who looked at knowledge and skills which could be required in the twenty-first century. There has been much dissatisfaction with education, but much of this is ill-informed. She looks too, at internationalisation. Like Devine, she abhors the narrow focus of New Public Management approaches (as does John O'Neill, same volume). We suggest that the needs of ITE be considered differently from other vocational degrees by the Commission.

Below are some answers to those posed by the Commission, as we feel apply to Initial Teacher Education tertiary providers

Q2 Do prospective students have good enough information to enable them to make informed choices about providers and courses?

Students need to know that the course is recognised by the professional body.

Queries about any innovation includes the fact that students need to know :

1. that their qualification can 'guarantee' a job; or in a crowded market-place which ITEs have good employment records/ solid degrees that may ensure that their entrance into the market is successful.
2. Which qualifications are recognised overseas, and are transportable within the sector e.g. ECE to primary.
3. That a core base degree will be recognised for enrolment in a higher degree at a university or training provider of their choice
4. Course outcomes and graduate profile that will ensure they have a well rounded qualification, once they complete:
5. They want assurances that the ITE will meet all degree requirements . For example:attendance in lectures as required by the Education Council's approval of the degree. Likewise all professional bodies requirements. For example do Education Council Requirements of Professions merge with new ideas/innovation about 'nano-courses', working across institutions.
6. Online teaching still requires attestation that students are continuing to meet core requirements for example that Practicum attendance signed by Associate Teacher
7. Overseas basic/ minimum requirements for rich language competencies to a) enrol in a professional course of study; b) be able to get IELTSs
8. Differing requirement; field based, mainly online, mainly lecturer led.

What additional information should be provided?

Students may have queries : Can anyone teach at ITE level - eg Unitec model of interface , or will they be taught by a person who is a part of and knowledgeable about the profession/

Where can they learn research; especially if the baseline may change in the future and they if need a Masters Degree as an entry requirement?

Will the institution offering the degree be sustainable over time. Any ITE is Numbers/ EFTS dependent to be financially viable.

Who should provide it?

Needs to be in one easily accessible place

Too much choice can be as difficult for students as limited choice. Strategies such as the study option whereby students decide to train based on a league-table of income, probably does not apply to ITE, especially not to ECE trainees. Often information about training providers comes from social or ECE centre contacts. There are a percentage of prospective students who shift training providers and apply for RPL

Presently the information about tertiary study outcomes as per

<https://www.beehive.govt.nz/release/income-premiums-study-options-revealed>

is offered by several bodies, including careers and the educational statistics sites:

- Education Counts  
[:http://www.educationcounts.govt.nz/publications/tertiary\\_education/educa...](http://www.educationcounts.govt.nz/publications/tertiary_education/educa...)
- The information is also available through the online Compare Study Options tool  
here: <http://www.careers.govt.nz/tools/compare-study-options/>
- Students can also download the Occupation Outlook app  
here: <https://itunes.apple.com/WebObjects/MZStore.woa/wa/viewSoftware?id=82063>.

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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? This goes to the heart of competition for EFTS in smaller urban/ rural areas. In one case the PTE was happy to offer ITE Degree completion in the Queenstown area, but there were insufficient students to make such an option financially viable. Most tertiary providers aim to reduce costs by offering MOOCs but the requirements for trainee teachers to be assessed on practicum by lecturers who hold current registration and who teach the degree makes the effects of economy of scale units impossible to deliver.

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?

Competition/ EFTs cuts across any real collaboration between institutions. Proliferation of providers Is market forces or does it cut across student choice. Rural communities especially are affected by competition between providers.

Cost of gaining a qualification for students has little effect because of student loans.

There is a tendency to seek niche subjects . Some IPTs and PTE s offer foundation courses to link to baseline qualification. In the case of ITE the niche for each qualification e.g. may be biculturalism; of Montessori or Steiner recognised qualifications.

A side issue will be teacher supply in each geographic area e.g., the teacher supply of fluent teachers *Ko Aotearoa Tenei* noted that the lack of fluent teachers able to deliver Te Reo competently had been poorly addressed by the state for over three decades.

Q12 What value is attached to excellence in teaching compared to excellence in research when universities recruit or promote staff?

Teaching is defined by Education Council - ITE deliverers need to meet NZ Education teachers' standards for degree approval

each institution decides its approaches to Issues:

- Plagiarisation - depending on the wherewithal of each institution they may have access to software such as 'turnitin' or rely on markers' vigilance.
- How are students assessed on practicum placement may raise issues about those considered good classroom practitioners, but may students not able to articulate theory. Is the satisfactory standard sufficient?
- Can teachers with disabilities 'teach'? Is there a shared definition of teaching a)in at tertiary level? b) At ECE centre-based level?
- UNITEC model of dismantling departments and asking the industry to teach would not be applicable to vocational teaching such as ITE ( In John O'Neill's 2013, p.27 parlance 'revolving door' employment or secondment policy'). Can anyone teach? Is the requirement of professional bodies / degree recognition to have a qualification above the degree taught apply here?
- ITPs such as Wintec require CAT CATE Tetauihu at tertiary level. Tied to progression for professional advancement incentivised.
- PBRF puts emphasis on research, as the Commission notes. Funding captured by universities. Emphasis on publication. Credentialism What can be measured
- Monitoring - no mandatory requirement for teaching / teachers at tertiary level. For example there is no mandatory reporting about lecturers' inappropriate or professional behaviour.

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?

While there may be outsourcing of foundation study courses which can be covered by the institution's Interface with employers e.g. Unitec this has no relevance to ITEs . Not all practitioners in the education industry can teach, and hold a qualification beyond the degree level as required by NZ Education Council

For example Education Council requires practicum visits to be done by teaching colleagues and be actively teaching. This practice has been at odds with employment of lecturers.

Financial burden on teachers to become registered teachers.

All ITEs have professional advisory groups drawn from the professional teaching community

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?

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?

New technologies will make the interface between content and delivery on line more complex. On-line teaching requires more skills: teaching the core basics of the approved ITE course , plus the ability to translate these to a computer/online platform

Instructional design skills are important for even MOOC without facilitations require some teaching face: face by lecturers.

When developing ITE a course there is a need to develop relationships between course delivery and ICT specialists.

Presently there is a tendency merely to replace paper portfolios/ handouts with online replications. Lecturers upload their powerpoints and notes. Online quizzes rarely promote inter-student debate and deep reflection on professional or ethical matters.

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?

The problem that EFT competition promotes so there are few ways to seek new funding. Overseas tertiary outposts are proliferating in developing areas such as China and India. ITEs with specific curriculum such as Te Whariki do not translate to international contexts.

Q46 What other trends provide challenges and opportunities for the tertiary education system?

Competition between providers creates challenges, especially when competing for EFTS that are not available. Many PTE as single vocation-training in their focus, and do not have the ability to re-focus that bigger tertiary organisations have.

The present status of employment, with few employment options within the market for ITE graduates means ITEs EFTS have dwindled.

Education Council's requirements don't mesh easily with the institutions. E.g. Te Reo Maori There is little consensus about what is quality across which levels. How do fluent students in ITE, aiming to teach at Kohanga or Kura, get challenged to extend their vocabulary and concepts. What is appropriate level of te Reo for babies - surely they need the most qualified teachers as they acquire expressive and receptive language skills

The issue of copyright remains a challenge for ECE ITE, as the curriculum area is rapidly changing. Tools to support equity including appropriate literature for ECE in this country remain scarce. While books that can be recommended as core texts are available, many become outdated, or superseded.

*Q49 What new models of tertiary education are being implemented in universities, ITPs, PTEs and wānanga? How successful have they been?*

There has been a tide of providers of ITE and other courses to the Biggs and Tang model of teaching and learning. (Teaching for Quality Learning at University (Society for Research Into Higher Education) 4th Edition). The model (O'Neill, 2014) is of "standardisation" ('evidence-based' ITE curricula linked to measurable competencies). There are some assumptions underlying the teaching and learning strategies of putting the onus on the learner to deliver to the approved standard; there is an assumption that tutors will support critical engagement in face to face or workshopped arenas; which takes away the mentor: neophyte relationship, and that of pastoral care. Mentoring is an essential aspect of learning; is 'relationship rich' (Leonardo, 2016, EPAT vol.,48 no. 5 p. 540; Murphy, 2015).

Constructivist pedagogy should always be centred on the student: mentor: field relationships. Engles-Schwarzpaul & Peters (2013). *Of other thoughts" non-traditional ways to the*

*doctorate: A guidebook for candidates and supervisors* suggests ways that philosophies and strategies that address 'race, whiteness and Western claims on theoretical universalism' ( Sing, 2016, EPAT vol.,48 no. 5 p.539).

Q53 What measures have been successful in improving access, participation, achievement and outcomes for Māori?

What measures have been less successful? Why?

The issue with the fact that Student Loan allowance is for a fixed time. Maori/Pasifika students undertake foundation courses before moving to an ITE and build up large student debt. Family structures often complex also require student commitment on top of an already heavy work/ emotional load. It is also not available to older students. This cuts across the possibility second chance learning.

Pastoral care - needs to be integrated with other mentoring options like study skills to support student degree completion. Academic and pastoral care so the student is seen holistically and services aligned.

Rural funding model could be extended. E.g. Waikato University funds a bus to/from Tokoroa to support out-of-town students .

Q53 What measures have been successful in improving access, participation, achievement and outcomes for Māori? What measures have been less successful? Why? What research on this topic has demonstrated is that delivery of the degree requirements to Maori by Maori heightens success. But the issue of lecturer supply (as above) has lagged behind the demand. The government has devolved its responsibilities for protecting Te Reo Maori to Education Council, and to ITE providers and ECE centres. The present integration of teaching Te Reo alongside other core subjects in fact underestimates the complexity of second language learning ( as few beginning teachers are fluent speakers). Teachers acquire a smattering of adult-led phrases around wellbeing and hygiene; and waiata. Questions, language interchange, child: child use of Te Reo is rare.

Q54 What measures have been successful in improving access, participation, achievement and outcomes for Pasifika? What measures have been less successful?

Getting Pasifika families in so they can see that the workload is full time, despite the field based requirement appearing to only be a part-time/one day a week study as did PTE Te Tari Puna Ora o Aotearoa/Te Rito Maioha.

Student allowance is for a fixed time. Maori/Pasifika students undertake foundation courses before moving to an ITE. Family structures often complex also require student commitment on top of an already heavy work/ emotional load

Pastoral care - needs to be integrated to support completion. Academic and pastoral care Why? Student allowance is for a fixed time. Maori/Pasifika students undertake foundation courses before moving to an ITE. Family structures also require student commitment on top of an already heavy work/ emotional load

Airini (2013, p.56) continues 'The agenda is one of system-level, structural, and actual change. The Tertiary Education Commission states: "Most TEOs cannot significantly lift their performance by doing more of what they do now" (2012, p. 15)...while New Zealand has created the Graduating Teacher Standards (New Zealand Teachers Council, 2007), greater coherence would be achieved with explicit expectations for graduates to effectively teach Māori learners and Pasifika learners for higher levels of achievement. Second, changes for equity through ITE could be advanced through flexible models for teacher education programmes. One possibility is a model based less on academic preparation and more on preparing professionals in school settings, with an appropriate balance between theory and practice and collaboration among teachers as a key aspect'. Against this suggestion, there are increasing pressures to raise entry level standards, for ESL and EILT, and the possibility for second chance learners which has always been a strong basis for ECE trainees, is being removed. Foundation courses to gain entry-level qualification put financial and social strain on students(often women with families).

Q55 What measures have been successful in improving access, participation, achievement and outcomes for at-risk youth? What measures have been less successful? Why?

He Whānau Manaaki o Tararua Free Kindergarten Association trialed fostering young men into completion of a field-based degree. No longer was feasibility, as it dependant on Ministry of Social Development seeding funding.

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?

Field-based ITE fits this ability to deliver flexibility .Flexible programmes linked to times that suit the students. Within this there is the need for students to have relation-building skills as members of teaching teams: to foster conflict resolution and understanding others' perspectives. Student often work in cohorts that they have trained with, and these continue into worksite and face: face classes foster good teams.

Field-based ECE training to diploma and degree level has been offered in several sites. PTE such as Te Rito Maioha and OTE such as Wintec have offered this model of study alongside practical centre-based training for a decade or more.

Rural funding model could be extended. E.g. Waikato University funds a bus to/from Tokoroa to support out-of-town students Need base-line funding.

However, not all students will make good teachers. Student success may require holistic support.. The push to get all to graduate pits student pastoral care against the requirement to pass students/ retain funding. Students should be able to stand alone in the work world.. Mentoring should also involve straight messages. Students need to learn: Actions have consequences. Lecturers should avoid being the rescuer of students who are struggling and creating dependency/ victims.

Q73 How do intellectual property protections in tertiary education foster or hinder innovation?

Competition based ensures intellectual property disputes. See to above Jones on TTPA and copyright

Are the effects different in different parts of the system or for different kinds of provider?

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Signed Margaret Stuart

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