

Submitter information

Name	Jane Ewens
Organisation represented (if any)	The World Organisation for Early Childhood Education (OMEP), is an international, interdisciplinary, non-governmental organisation (NGO) founded in 1948 in Prague, to benefit children under the age of 8 years throughout the world. OMEP provides a meeting ground for representatives from a range of professions and nationalities concerned with the wellbeing and education of young children and their families. OMEP is represented in more than 70 countries. It is affiliated to the United Nations, working collaboratively with UNICEF, UNESCO and the Council of Europe. The aims of OMEP Aotearoa/NZ 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. In New Zealand we have over 100 individual and 30 group members. Many of our members are employed in and/or studying in tertiary education, particularly teacher education.
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The Commission will not accept submissions that, in its opinion, contain inappropriate or defamatory content.

Responses

Due to the purpose of OMEP Aotearoa/NZ, as outlined above, we have chosen not to respond to all of the 78 questions contained in the issues paper. Instead we have responded to those questions that we believe are most relevant for supporting the quality of early childhood education in Aotearoa/NZ. As our members come from a range of tertiary institutions we have chosen not to respond to provider or business specific questions.

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

Advantages

- Support diversity of provision so that each learner is able to access a model of tertiary education (in particular teacher education) that meets their life style including choices like:
 - field-based (to enable the student to learn while they earn and immediately apply their learning to their practice)
 - flexible delivery (including online engagement) to ensure that rural and isolated areas still have access to qualified teachers
 - foundation programmes which support learners to be successful to move on to degree level qualifications
 - contextual specific qualifications that support quality in the diverse range of ECE provision e.g. Steiner, Montessori, Playcentre, Māori medium programmes, language nests
- Provide a single funding system that ensures tertiary providers receive funding based on the costs of the programme they are providing rather than the type of institution they are.
- Promote greater connections and strengthen careers advice to ensure more seamless pathways for students. For example, currently some secondary students are 'channelled' into completing low level ECE qualifications (typically level 3) when they appear to be struggling with academic study. By completing these qualifications at school, instead of University Entrance, students are unable to enter ECE teaching qualifications as they do not meet entry criteria set by the Education Council. These issues need to be discussed for schools to gain a greater of understanding of what is required to become an ECE teacher and more appropriate pathways determined.

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

There are a number of places that prospective students can access information about providers and courses, including external monitoring reports now. Sometimes however the information is difficult to access, inaccurate and unattractive. NZQA should take a lead role in the provision of objective information about providers and qualifications.

As stated in our response to question one, there needs to be more linkages between secondary schooling and tertiary on occasion.

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

n/a

Q4

What is the business model of ITPs? Do the business models of ITPs vary significantly? In what ways? Page 12

n/a

Q5

What are the business models of the three wānanga? Page 12

n/a

Q6

Do the business models of PTEs have common characteristics? Page 12

n/a

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**

The 'economies of scale' model can limit the choice available to prospective ECE teacher students, particularly those who wish to specialise in working within specific contexts in rural or isolated areas.

It can also make it very difficult for smaller, subject specific providers to provide quality programmes and/or attract highly qualified staff as they can't 'compete' with large providers due to funding imbalances.

All tertiary institutions have some 'must provides' regardless of the number of EFT they attract, for example student support services and administrative functions. The Ministry of Education has a 'top-up' fund for rural and isolated ECE services that recognises that they are unable to attract the funding required to maintain their buildings for example. A similar fund could be provided to small, high quality tertiary institutions who are providing valuable programmes and courses for communities.

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**

Impacts of competition that we have observed include:

- Reduction in course length – sometimes reducing the quality of programme and 'underpreparing' teachers. Students will select the programme that gets them the qualification the quickest.
- Students selecting a programme for the 'incentives' (e.g. free i-pad) rather than the quality of programme
- Larger providers having the 'economy of scale' to offer free courses, subsidising the cost of the course with SAC funding received for other programmes.

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**

n/a

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

There should be a close connection between research and teaching. It is important to ensure balance so that the teaching is highly current and new findings are woven into programmes to ensure the best quality for students. However, teachers should not be so busy researching that the important relational and pastoral care components of a teacher education programme are ignored.

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

n/a

Q12

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

Page 14

n/a

Q13

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

Page 14

n/a

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

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**

n/a

Q16

How do New Zealand tertiary providers use student evaluations? How does this influence provider behaviour? **Page 19**

n/a

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**

As an organisation that advocates for high quality ECE for children, OMEP believes that it is imperative that there are collaborative interactions between employers (i.e. ECE services) and teacher education providers. Our members include both of these key stakeholders and we promote shared learning and understanding between them for the benefit of children.

Q18

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

n/a

Q19

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

n/a

Q20**How effective is the ITO model in meeting the needs of learners and firms?****Page 21**

n/a

Q21**What arrangements for arranging workplace training and apprenticeships in other countries could New Zealand usefully learn from?****Page 21**

n/a

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**

n/a

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**

Longer term planning and trend analysis would be required as many programmes take 3-4 years to complete and therefore shortages and surpluses would need to be anticipated to ensure prioritisation is effective and timely. This may also support tertiary providers to be able to provide greater clarity and surety for staff about ongoing employment rather than having to assess staffing needs on an annual basis.

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**

n/a

Q25**When do the TEC's independent funding role and its Crown monitoring role align, and when are they in tension?****Page 25**

n/a

Q26**What are the pros and cons of different quality assurance arrangements for universities to those for ITPs, wānanga, and PTEs?****Page 26**

n/a

Q27**How do New Zealand's government institutional arrangements for tertiary education compare to those in other jurisdictions?****Page 27**

n/a

Q28**In what ways does a focus on educating international students complement or undermine the other goals of tertiary education providers?****Page 31**

There is a tension in teacher education of the focus on international students. There are significant barriers for international students for whom English is an additional language with regards to meeting the high level of IELTS required to study in an initial teacher education programme. This limits the countries from which the student body can be drawn and may make 'targets' difficult to achieve.

The international students who choose to remain in New Zealand once they graduate may become critical to the successful language development of the infants and toddlers from migrant families they are teaching.

Q29**What factors best explain the discrepancy between growing levels of tertiary education attainment without a significant productivity dividend?****Page 34**

n/a

Q30**What are the best measures to determine whether the tertiary education system is working well?****Page 36**

n/a

Q31**What other evidence is there about the influence of tertiary education system performance on graduate income premia in New Zealand?****Page 38**

n/a

Q32**To what extent are graduates meeting employers' expectations with respect to hard or technical skills? What about soft skills and capabilities?****Page 47**

n/a

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**

The government's strategic plan for ECE (2002) created demand for ECE qualified, registered teachers (goal at the time was that the sector would be 100% qualified by 2012). This therefore significantly increased demand for initial teacher education programmes and many new providers entered the market to cater to this demand. Many of the students were already working in ECE and wished to gain a qualification.

Now that the goal for qualified teachers has been lowered (now 50% required with financial incentives for 80% qualified) and the sector is more highly qualified (approximately 76% in July 2014) the demand has dropped significantly. This has meant that some smaller providers have closed and many have adapted their programmes to be more 'flexible' (to attract a wider range of students) and/or diversified (e.g. one provider has entered the aged care market).

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**

n/a

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

n/a

Q36

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

Page 55

It is important that teachers are reflective of the communities in which they work and have the skills to support young children to become competent and confident learners. This may include speaking the languages of the children that they teach. Greater immigration means a more diverse teaching workforce is required. The challenge for teacher education providers however is ensuring that applicants are able to meet the high English language requirements mentioned earlier.

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

n/a

Q38

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

Page 60

Larger student loans and graduates being unable to achieve financial stability for a significant period of time following the completion of their programme. This is a concern for ECE teachers who are not highly paid regardless of qualification level.

Q39

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

Page 61

n/a

Q40**How have providers' input costs and revenue changed over time? Page 62
What are the implications of these changes?**

There has been no increase to SAC funding for a few years therefore providers are having to make cuts in essential services and raise student fees by the maximum allowed to ensure they can remain financially viable, particularly when negotiated (and deserved) teaching staff salary increases are applied.

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**

n/a

Q42**What specific technologies should the inquiry investigate? Why? Page 67**

n/a

Q43**What parts of the tertiary education system are challenged by ongoing technological change? What parts can exploit the opportunities created? Page 67**

n/a

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**

n/a

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

n/a

Q46

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

Page 71

n/a

Q47

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

Page 71

For teacher education the initial teacher education review has the potential to be significant. This includes the possibility that all initial teacher education will become postgraduate and limit access to some. This is particularly important for those students who the schooling system failed, including Māori and Pasifika, who have previously accessed teacher education as ‘second-chance’ learners and gone on to be successful, effective and inspiring teachers in their communities.

Q48

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

Page 74

n/a

Q49

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

Page 74

n/a

Q50

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

Page 75

n/a

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?

n/a

Q52

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

Page 77

n/a

Q53

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

Page 78

n/a

Q54

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

Page 79

n/a

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

n/a

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

n/a

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

n/a

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

n/a

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

n/a

Q60

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

Page 81

n/a

Q61

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

Page 81

n/a

Q62

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

Page 81

n/a

Q63

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

Page 81

n/a

Q64

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

Page 83

n/a

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

n/a

Q66

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

Page 84

n/a

Q67**Does the programme or qualification approval process via NZQA or CUAP enable or hinder innovation? Why?** **Page 85**

n/a

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

n/a

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**

n/a

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**

n/a

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**

n/a

Q72

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

Page 90

n/a

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

n/a

Q74

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

Page 92

n/a

Q75

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

Page 93

n/a

Q76

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

Page 93

n/a

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

n/a

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?

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n/a