

OMEP Waikato Bay of Plenty chapter submission to the Productivity Commission *New models of tertiary education*, due 21 November 2016

Thank you for the chance to make a second submission to the Productivity Commission's report on *New models of tertiary education*.

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. 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) and of Waikato Bay of Plenty chapter include fostering well being 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.

Initial teacher education which can produce transformative teachers 'as described by Pedro De Bruyckere and Paul A. Kirschner(2016) as

Teachers [which]are perceived [by students and experienced researchers]as authentic when they know what they are talking about and can translate subject matter to the students' knowledge level (expertise). Second, authentic teachers are passionate about what they teach (passion). Third, authentic teachers give students the feeling that each student and each class is different (uniqueness). Finally, authentic teachers aren't friends with their students but have an interest in them (distance).¹

Rather than the model advocated in the *Report* students suggested teachers '*went to great lengths to explain things and if you didn't understand then [they] 'd explain it again and again; it's only expertise if it's also explained in different ways*' (p.7). As an actor engaging the audience.

¹ De Bruyckere & Kirschner(2016), 3: Authentic teachers: Student criteria perceiving authenticity of teachers. *Cogent Education*. 1247609 <http://dx.doi.org/10.1080/2331186X.2016.1247609>

Key messages: on *The Productivity Commission's 29 September 2016: Draft report*

- Value is an improvement in wellbeing above and beyond the costs of that improvement', the *Report* focuses largely on 'exchange value' in a competitive exchange environment. This is merely one definition of value - use value, including that of the nation's use of education as a public good, is another. The Commission's claim that their definition of innovation includes 'innovations that improve access to education; lift the quality of teaching and learning; improve research; better meet the needs of students, society or the economy; reduce costs to students or govnet; or improve the satisfaction and engagement of students and staff are all valuable' (para 11.1., p.266). The Terms of Reference ensuring that the Productivity Commission reports considers risks, opportunities and overseas models including also the reports on 'Boosting Productivity in the Services Sector' and 'More Effective Social Services' make narrow assumptions, about the purposes of education. The Ministers' terms of reference privilege employers, industry training and the labour market. Narrow terms of reference will limit deep discussion about what society presently values and may value in the future. Likewise, the opinion commentary by Gary Hawke, one of the pivotal figures in the Education Act, 1989 's Tertiary Education focus twenty seven years ago. He differentiates between 'enrolment risk or ... fiscal risk' (Hawke, 2016, p.4.) which once again positions debate in neoliberal economic views of education.
- The *Report* is uncritically based on twentieth century ideologies on Public Choice Theory and Human Capital Theory², both of which are grounded in a belief of ever-expanding growth of jobs, the employment market and individual educational assets. You uncritically accept signalling and screening theories (4. 1, p.77) as a basis for skill-matching between employer and employee. Some academic work suggests that this is a poor tool³, based on the belief that credentialism is a proxy for employees' outputs, which

² The Becker(1975) reference is forty years old. This, together with T. Shultz's work set the model for HCT. The 2010 (Becker, Hubbard & Murphy) paper cited in the PC references merely expands the initial thesis (utilising the vexed tool of IQ measurement), adding (married) women to the model. Yet its assumptions are straight from 20th century e.g. 'maternal education may benefit children more, because mothers spend more time than fathers with children'(p.15) although 'gender differences in the earnings, health, marriage, and other returns from college greatly narrowed after the 1970s'(p.21). This, despite (p.23) 'gender differences in the earnings, health, marriage, and other returns from college greatly narrowed after the 1970s'.

³ Blaug, M. (1976). The empirical status of human capital theory: a slightly jaundiced survey. *Journal of economic literature*, 14(3), 827-855. Illich, I. (1971). *Deschooling Society*. New York: Harper and Row ; Mehmet, O. (2002). *Westernizing the Third*

clouds societal inequities. Credentialism puts the onus for successful career navigation on the individual, while obscuring wider structural inequity issues. In a 21st Century education, where the value of scarcity, rather than of marginal value, is of a planet with scarce resources to feed and sustain the population.

- The Report is uncritically based on late twentieth century economics of education as sites of supply and demand (of competition; inputs and outputs) rather than viewing education as a public good, available to grow national civil citizenry. While looking overseas for new models, the Commission would do well to note the critique of tertiary education published recently⁴ by Mary Sue Coleman, president of the Association of American Universities (07 October, 2016, Washington Post). *'Universities are forced to cut programs and services. The doors of access swing shut for the most vulnerable students. Stability and future viability are threatened. Public higher education, barring a significant change in direction, may soon be public in name only, no longer a public good but a private one.* . She also advocates for social science as well as STEM subjects⁵.
- The future of work, as noted by Future Inc (2015)⁶ suggests 'The job market is changing and will continue to change. The present proposal deconstructs and fragments tertiary institutions. While on-line teaching platforms such as Moodle allow students to retrieve teaching material, they are not able to support critical engagement and thinking. While New Zealand is presently attracting international students to gain skills here, the country is at risk of being co-opted into other countries' tertiary systems. The overseas education

World: the Eurocentricity of economic development theories. Routledge. It can be claimed that 'class, race, gender, and citizenship shape both occupational and opportunity structures in contemporary societies and of how credentialism conceals and obscures this reality behind a rationale of technical necessity ("Credentialism." *International Encyclopedia of the Social Sciences*. 2008. Retrieved October 01, 2016 from Encyclopedia.com: <http://www.encyclopedia.com/doc/1G2-3045300482.html>).

⁴ <https://www.washingtonpost.com/news/grade-point/wp/2016/10/07/after-years-of-neglect-public-higher-education-is-at-a-tipping-point/> 'Since the Great Recession in 2008, the data regarding public funding for higher education are numbing. Arizona down 56 percent. Wisconsin, reductions of 25 percent. Pennsylvania, 33 percent. Illinois, 54 percent. If the stock market were trending like this, our nation would be in a dead panic. And yet, sadly, we are not....

⁵ https://www.washingtonpost.com/opinions/why-social-sciences-are-just-as-important-as-stem-disciplines/2015/06/09/65f9b8e2-0bcc-11e5-95fd-d580f1c5d44e_story.html?utm_term=.25f54d35e225

⁶ DISRUPTIVE TECHNOLOGIES RISKS, OPPORTUNITIES – CAN NEW ZEALAND MAKE THE MOST OF THEM? 'Some jobs will disappear. Some will be replaced by different roles that emerge from the relevant technology. Research suggests that roles requiring a low skill level are the most likely to be automated, and that the resulting job loss is likely to be most severe in regional centres'. https://nzier.org.nz/static/media/filer_public/6d/6e/6d6ecf8b-032c-4551-b0a7-8cd0f39e2004/disruptive_technologies_for_caanz.pdf

industry is by no means an unqualified success for the students. A number of New Zealand students choose to enrol in Australian universities for study at Masters and Doctoral level, and thus manage to avoid accruing student loans, and hefty fees.

‘Doctors, lawyers, accountants, business consultants, scientists, architects, and others regularly use specifically designed information technologies to assist them in their professional endeavours. The nation's 152,000 librarians are growing increasingly concerned over electronic data systems that are able to search, retrieve, and electronically transmit books and articles over the information highways in a fraction of the time spent performing the same task with human labour.’⁷

- There is a belief (which we believe is naïve) that new technology will democratically support better educated populations, with access to greater knowledge. Ewart Keep says ‘[a]s over-qualification and under-utilisation grows (NZ wasn’t part of the OECD Adult Skills Survey, but Australia scored badly on over-qualification – 28% of workers held quals higher than those needed to get their current job), job re-design and work re-organisation become important if the productivity/GDP payoffs from investment in skill is to be maximised. E&T establishments have a role to play – SFC Skill Utilisation Projects. Skills need to mesh with the employment system, and the employment system may need to change to accommodate a more skilled workforce. Technology, like a physical library may hold the resources. However, it is the active engagement with both, guided by critical mentoring and pedagogical skills, that promotes learning. Canada’s Trudeau (2016) has summed up the impact of technology: ‘We don’t want technology simply because it’s dazzling. We want it, create it and support it because it improves people’s lives.’
- We applaud the focus on ‘Māori and Pasifika; at-risk youth’ who may presently be excluded from tertiary education options. However, given the ideological underpinning of the *29 September 2016: Draft report* with monetarist assumptions, which, we argue, created the problem of disengagement with *Tomorrow’s Schools* and the Education Act 1989. Student loan repayment, pressures to gain immediate rather than employment and pressures on housing have added to the disengagement. Maslow’s hierarchy of needs is a

⁷ Rifkin, J. **NEW TECHNOLOGY AND THE END OF JOBS**. <http://www.converge.org.nz/pirm/nutech.htm>

wellknown tool for teachers prioritising their energy⁸. We suggest the new models cannot be examined in siloed isolation. The recommendation that students again pay interest on their student loans, will, we believe impact on this group in inequitable ways. Structural racism; minimum wages and few well-paid jobs mean that , should some may be burdened by student loans over a longer term than other citizens.

- There is also a belief (which we believe is naïve), based on institutions' self-promotion, that innovation is always progress. Students and staff will often view things differently from employers, and industry. The UNITEC example is a good illustration here, with analyses that have regard to 'fixed costs of staff' overlooking the fact that staff are often students too, with solid links to their formal and informal communities.
- Knowledge is largely presented as skill-based, rather than a combination of 'knowledge, skill and attitude' which are locally constructed and applied collectively. To cite Coleman (2016), she noted that there is a tertiary education crisis in USA. *'We need to remind ourselves as a nation of higher education's true value and its return on investment, not only to the individual but to society. Our collective progress and prosperity hinge on quality higher education. It is the strongest argument we have for lifting up our public support of this critical public good.'* New Zealand emphasises private good over public, to civil society's detriment. Ewart Keep issued a *'warning to policy makers The bad news on education and training is: • After 30 years plus of intervention and reform, all the easy problems are long since solved. • All that remain are the difficult, wicked, intractable, complex problems that the best minds brought to bear on them for three decades have failed to crack!'*⁹ He further notes, that rather than being a simplistic/inadequate reading of Human Capital Theory. *'More qualifications = more skills = more productivity = higher wages ... is only partially and conditionally correct. Skills supply is subject to market failure, which justifies government intervention.'*

⁸ Despite your assertion 'The wānanga model itself was an important innovation in the tertiary education system, which radically expanded access to education for groups who were not previously participating in it', it may not be able to be sustainable in the increasingly inequitable environment. *One in five young Kiwis live in poverty* <http://thewireless.co.nz/articles/one-in-five-young-kiwis-live-in-poverty>: "One of the findings was that young people from households experiencing socioeconomic hardship and living in rich neighbourhoods, did worse than young people from households experiencing socioeconomic hardship and living in poor neighbourhoods," says researcher Associate Professor Simon Denny, from the University's Adolescent Health Research Group... "Policies are needed that address household poverty alongside efforts to reduce socio-economic inequalities in neighbourhoods," Denny says.

⁹ <http://www.treasury.govt.nz/publications/media-speeches/guestlectures/pdfs/tgls-ewartkeep-slides.pdf>

Problem = market failure often means levels of training less than the government aspires to' OECD 'benchmarking' drives policy':[t]he supply-push effect is a lot smaller and more conditional than policy makers imagined. Sometimes the main result is rising levels of overqualification ... Supplying more skills may be the (relatively) easy bit! Policy often assumes (wrongly) that it is easy to synchronise/reconcile a range of actors'/stakeholders' requirements

- The idea that teaching can be separated from active academic engagement. New Zealand universities sit ranked among the top globally based on academic publishing. Teachers who merely teach become skill-tutors, regurgitating 'truths' uncritically. While this may be applicable to some trades teaching, it does not apply to human professions such as teaching. Education is a relationship between teaching and learning. It is much about local face: face relationships: with other students, with lecturers/ tutors, with practicum placements, with the community of interest, and the wider society. Bronfenbrenner's model underpins *Te Whāriki : He whāriki matauranga mo ngā mokopuna o Aotearoa: the Early Childhood Education Curriculum*. The tertiary institutions should be able to model such relationships. The assumption that the education market can be expanded, and improved with students seeking vocational support with vouchers. This assumption is based on increasing internationalisation and immigration.
- Rather than divorcing students from universities with grounded infrastructure, students need access to, and critical engagement with, face to face contact with lecturers/tutors and real – rather than /as well as virtual – books and publications. Jeffrey J. Selingo ¹⁰ (4 Oct, 2016) noted that students, especially graduate students, need both traditional face to face teaching alongside MOOC . *Online education won't replace traditional undergraduate residential colleges, nor is it likely to replace face-to-face graduate education any time soon.* Ewart Keep says, *talking about incentives to motivate student targets, or planning and matching, are based on qualification levels and types as the indicator of desired outcomes, then they need to be good proxies of the skills, knowledge,*

¹⁰<https://www.washingtonpost.com/news/grade-point/wp/2016/10/04/after-gaining-legitimacy-can-online-higher-education-replace-traditional-college/>

competences required. If a market is to work, the exchange value of qualifications needs to be clear

When thinking about the profession of teaching, with the initial journey begun in Initial Teacher Education programmes at tertiary level, we refer you to attributes of expertise.

Hattie and Jaeger (1998), Hattie (2003, 2012), Hattie and Clinton (2008) distinguish between an expert teacher and an experienced teacher. This distinction is very close to what the respondents seem to mean with the importance of topical knowledge. Instead of a teacher merely with years of experience, an expert teacher has the ability to translate the subject in a way students understand and can learn: Expert teachers have high levels of knowledge and understanding of the subject they teach, can guide learning to desirable surface and deep outcomes, can successfully monitor learning and provide feedback that assists students to progress, can attend to the more attitudinal attributes of learning (especially developing self-efficacy and mastery motivation), and can provide defensible evidence of positive impacts of the teaching on student learning. (Hattie, 2012, p. 24) (cited in De Bruyckere & Kirschner, 2016, p. 11).

Like them we think that teaching needs to be underpinned by reflective practice and critical thinking about issues such as diversity and conclusion. Such thinking required ‘explicit and strategic pedagogic intervention, supported by dynamic resources’ (Ryan & Ryan, 2011)^{11 12} OMEP Waikato Bay of Plenty chapter feels deep concerns about the Productivity Commission’s *Draft Report*. It is narrow in its conception and illiberal in its view of the future of education. Revisiting the view of education as a public good which nourishes society in complex ways is suggested.

Margaret Stuart

Committee Member OMEP Waikato Bay of Plenty Chapter

¹¹ *Theorising a model for teaching and assessing reflective learning in higher education. Higher Education Research and Development.* <http://eprints.qut.edu.au/45667/2/45667.pdf>

¹²Macartney & Morton (8 to 30 September, 2009) Kinds of participation: Teacher and special education perceptions and practices of ‘inclusion’ in early childhood and primary school settings Paper presented at the *Making Inclusive Education Happen Conference*, Te Papa, Wellington, 28 to 30 September, 2009. Bernadette University of Canterbury https://ir.canterbury.ac.nz/bitstream/handle/10092/3955/12619542_Macartney%20%26%20Morton.pdf?sequence=1&isAllowed=y