POLYTECHNIC TUTOR TRAINING AFTER *LEARNING FOR LIFE*:

A STUDY OF THE EFFECTS OF FUNDING POLICY CHANGES

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ABSTRACT

This thesis presents the findings of an investigation into the effects of a change in government policy for the funding of polytechnic tutor training in New Zealand after 1990. The new policy arose from *Learning for Life: Two*, and was part of a major reform of the administration and funding of all tertiary education and training in New Zealand. The main intentions of *Learning for Life: Two* were to make individual institutions more autonomous, through the decentralisation of management and funding, and so to create increased equity and excellence in tertiary education. From 1973 to 1990, tutor training had been directly funded by the Department of Education; the 1990 Tutor Training Policy required each polytechnic thenceforward to provide for tutor training from its annual bulk funding.

Comparative data was collected by survey and interview, relating to polytechnics' treatment of initial tutor training in 1990 and 1993, and a more detailed case study was carried out at one polytechnic that had made substantial changes in practice. In 1990 all new tutors had been entitled to 12 weeks of initial training at one of three regional centres, with all training costs met centrally, including travel, accommodation and relief staffing. Analysis of the findings showed that by 1993, despite some transitional funding protection for the regional centres, tutor training provision varied considerably around the country, as polytechnics made local decisions about funding and implemented various forms of training delivery.

When the emerging trends and effects were compared with the policy intentions of *Learning for Life*, it was concluded that the equity and access intentions had not been achieved consistently around the country in respect of tutor training. Longer term research was recommended into the effects of changes in tutor training on teaching quality in polytechnics.

ACKNOWLEDGEMENTS

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Chapter One: The Problem in Context

This chapter provides a background to the research that is reported in later chapters of the thesis. Three main areas are addressed: a brief overview of the nature of polytechnic education in New Zealand; an account of the historical development of tutor training and staff development for teachers in New Zealand polytechnics from 1973 to 1990; and a literature survey of publications that have influenced the development of polytechnic tutor training and staff development in New Zealand polytechnics.

From that background the research problem will be shown to emerge as a major concern, namely the need to investigate and evaluate the impact of government policy changes on tutor training after 1990, especially changes relating to polytechnic funding and institutional autonomy that arise from *Learning for Life: Two* (1989) and the subsequent 1990 Tutor Training Policy.

Organisation and funding of polytechnic education in New Zealand

Polytechnics in New Zealand, originally called technical institutes, were set up to provide post-secondary-school vocational education and training, particularly at apprentice and technician levels. Many of the early institutes grew out of technical high schools (the name "polytechnic" was adopted by most in the 1980s). The first technical institutes were formally constituted in 1960 and numbers have grown steadily since then: in 1993 there are 25 institutions in this sector (called polytechnics, institutes of technology, or community polytechnics), ranging in size from the Auckland Institute of Technology down to Telford Rural Polytechnic. The range of courses offered has extended considerably into professional levels, including recently a growing number of degree courses.

Polytechnics have been described as:

> "... important instruments of national policy for vocational education and training, labour-market adjustment programmes (including retraining), second-chance education, and the transition of young people to adult life."

> (New Zealand Ministry of Education, 1989b, *Learning for Life: Two*, page 40)

Funding of polytechnics has always been a central government function. Until the administrative reforms initiated by *Learning for Life* * and the Education Amendment Act (1990), much management and administrative control rested with the Department of Education. Such control included course approvals; expenditure on capital items such as buildings and major equipment; and aspects of staffing, such as the setting of staff-student ratios, and the numbers of teaching and ancillary staff at various grade levels according to the size and type of institution. The Department carried out many administrative functions such as salaries payments, maintenance of personnel records, and the central negotiation of a national employment award with the tutor union - originally the Association of Teachers in Technical Institutes (ATTI), then NZ Association of Polytechnic Tutors (NZAPT), and now renamed Association of Staff in Tertiary Education (ASTE). The Department also directly funded (from its inception in 1973) a national (later regional) tutor training facility. Each polytechnic or institute had a Council, which was the immediate employing authority and made local policy within the framework imposed by legislation and Department of Education controls. Day (1990) provides a useful history of technical education in New Zealand up to 1990 - but the only reference she makes to tutor training is a brief mention of its starting in 1973.

Since 1990, there have been significant administrative changes, implementing the policies stated in *Learning for Life: Two* (1989), which in turn reflected the wider government policy of decentralising (and in some cases privatising) the management of other state-funded institutions. The Ministry of Education, a funding and policy-making body, has replaced the Department of Education, which was a funding, policy making and central administrative body. Polytechnics now receive bulk funding (as the universities have done for many years) and are responsible for their own internal management and administration; students are also expected to contribute more to their course costs, through fees. Polytechnic Councils are required to develop Charters for their institutions, and annual Corporate Plans; the initial Charters developed had to comply with a number of Ministry equity requirements, including matters such as recognising the principles of the Treaty of Waitangi. Each polytechnic Council is also required to establish an Academic Board and quality controls for academic accountability, including processes for approval and accreditation of "local" courses that are unique to that polytechnic (as distinct from "national" courses, mainly approved and accredited by NZQA). The council of each polytechnic employs the Chief Executive Officer (CEO), who in turn employs the rest of the polytechnic's staff, whereas in the past the Council was the employer of all staff in the institution. Among the funding

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* *Learning for Life: Two* (1989) developed and enhanced the principles introduced for consultation in *Learning for Life: One* (1989). The common usage of the single title *Learning for Life* will be adopted in this paper for references to the general reforms, except where specific quotations are cited.

changes is a requirement that tutor training and staff development be provided for by each polytechnic from its bulk funding.

Other central influences that affected the institutes and polytechnics included bodies such as the Trade Certification Board (TCB) and the Authority for Advanced Vocational Awards (AAVA, formerly called the Technician Certification Authority, TCA) which were responsible for curriculum development and external examination functions for a large proportion of the institutions' courses. Since the Education Amendment Act (1990) these bodies have been disestablished and their functions absorbed into the newly-formed New Zealand Qualifications Authority (NZQA), which is responsible for approval of national courses, accreditation of teaching institutions, and the establishment of an integrated "Framework" that will co-ordinate upper-secondary and tertiary courses and qualifications in eight defined levels. NZQA is responsible for registering on the Framework units of learning developed by Industry Training Organisations (ITOs) and National Standards Bodies (NSBs), and for approving National Certificate and National Diploma qualifications made up of appropriate combinations of such units for specified vocational areas. Thus "central" influences on the curriculum taught in polytechnics will continue through the impact of NZQA requirements.

A number of NZQA approval and accreditation functions* relating to polytechnics are now being delegated to the NZ Polytechnics Programmes Committee (NZPPC) which operates under the auspices of the Association of Polytechnics of NZ (APNZ) - the body that represents the polytechnic councils and chief executive officers (CEOs). In time it is expected that polytechnics should become self-accrediting, and moves to establish academic quality assurance processes required for self-accrediting can be expected to impact on tutor training and staff development curricula.

The New Zealand polytechnics can be compared to Colleges of Technical and Further Education (TAFE) in Australia, except that the polytechnics have also taught higher technician levels and diploma courses in subjects such as design and nursing, which in Australia were usually taught in the Colleges of Advanced Education (CAEs) that have now amalgamated into the university sector. They can also be compared to the Colleges of Further Education (FE) in the United Kingdom, but again some of the higher level New Zealand polytechnic courses are more typical of the diploma courses that were offered by the British polytechnics, which have also now become universities. The New

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* **Approval** refers to the process of approving the proposed curriculum for a programme and its constituent courses; **accreditation** refers to the process of accrediting an institution to teach the courses of a programme, focussing on quality of delivery.

Zealand polytechnic is therefore distinctive for the range of courses offered within one institution - and this range is increasing in the 1990s since the Education Amendment Act has made it possible for polytechnics to offer NZQA-approved degrees. It is probably a reflection of New Zealand's small (nearly 3.5 million) and comparatively scattered population that this range of vocational education has been kept within the one sector rather than divided into more levels of institutions.

The range of providers in the tertiary sector is growing more diverse since the Education Amendment Act (1990), which enabled private training establishments (PTEs) to be accredited by NZQA to teach approved courses including degrees. In some cases accredited PTEs may receive funding from the Ministry of Education or ETSA (the Education and Training Support Agency, which funds Industry Training Organisations for trade training, and also TOP courses for the unemployed), and their students can receive standard student allowances when attending approved courses. One of the requirements for accreditation of PTEs relates to the qualifications of their teachers, and this will be shown later to be having an impact on the activities of polytechnic tutor training centres.

The nature of polytechnic education is very diverse, making considerable demands on tutors to remain up-to-date with current knowledge and skills in their discipline areas and to enhance their teaching ability to help their students develop similar knowledge and skills. The range of students is also very diverse, including numbers who need support in making transitions from school to work, or from unemployment to work, or from areas of dwindling demand into new career paths. These factors were recognised by the Department of Education when it made provision for tutor training in 1973; the fact that polytechnic teachers receive some training has, in turn, become a distinctive feature of this sector of tertiary education. Quality teaching and learning are vital if polytechnics are to fulfil their role as "important instruments for national policy in vocational education and training".

The changes arising from *Learning for Life* and the Education Amendment Act (1990) addressed the whole tertiary education and training sector in New Zealand, and have had major effects on all the institutions involved. Tutor training can be perceived as a very small part of the larger picture, but in fact has the potential to impact considerably on the success or failure of policies aimed at achieving greater equity and excellence in education. For this reason the researcher proposed to study recent changes in tutor training in some detail. The research questions are developed more fully later in this

chapter, but are summarised here to provide a focus for the following account of the development of tutor training.

The key research questions will ask:
- What provision did individual polytechnics make for tutor training in the 1991-3 period?
- If changes from pre-1991 practice are identified, to what extent are they attributable to the effect of policy changes relating to funding and institutional autonomy?
- If changes from pre-1991 practice are identified, to what extent are they attributable to other factors?
- If changes from pre-1991 practice are identified, to what extent do they constitute significant variations between polytechnics?
- To what extent have changes in tutor training since 1991 contributed to achieving the policy intentions of *Learning for Life?*

Polytechnic tutor training / teacher education

The term "tutor training" was given currency in New Zealand because of its use in the name "Tutor Training Unit" given to the national centre that was established in 1973. Polytechnic teachers were described as "tutors" (in Education Department regulations and in their national employment award) to distinguish them from school teachers and university lecturers, and to point to the smaller class sizes common in technical institutes compared with large lecture classes in universities. However, the term "training" may be unfortunate in the context of the preparation of vocational teachers for a professional career. There is a continuum of which training and education are both part, but training tends in public perception to have a narrower, very job-focussed connotation that is inappropriate in the educational and professional context dealt with in this thesis. For the purposes of this paper, "tutor training" should therefore be treated as synonymous with "professional preparation and education of polytechnic teachers for their teaching role".

In the area of tutor training, New Zealand polytechnics can again be compared with the Australian TAFE and British FE sectors, which have for many years provided formal teacher education and qualifications for their staff. However, until the recent appearance of diploma programmes, New Zealand's tutor training provision has been much less than that of the Australian and British systems. By contrast, the lecturers in Australian

CAEs and British polytechnics have been treated more like the university teachers they have recently become, and, like New Zealand university lecturers, have had no formal teacher education requirements or provision.

Polytechnic tutors are distinctive in the New Zealand education scene, in that they generally enter the teaching profession as a second career. They must have prior qualifications and working experience in their skilled trade, profession or subject discipline to be considered for appointment to a polytechnic, but are very unlikely to have had prior teacher training, except for a few who come from school teaching. New Zealand school teachers, from early childhood through to secondary, normally have had pre-service, full-time teacher training in Teachers Colleges, now called Colleges of Education; this has been considered necessary for them to learn the school curriculum content as well as teaching methods. New Zealand university lecturers, while they have no formal requirement to undergo teacher training, generally have been graduate research students, often employed as tutors and junior lecturers in the university environment, and so have served a type of on-the-job apprenticeship and observation of the culture they will join as academics. University teachers also see research as a major role in addition to teaching, whereas for polytechnic tutors teaching has been the key role. Polytechnics consider it a strength of their sector that they employ trained tutors, and in the current environment this may become a competitive edge in their marketing of courses to students.

Polytechnic tutors have not in the past been required to be registered with the Teacher Registration Board (TRB), as school teachers were - the 12-week training course would not in fact have been sufficient to meet the registration requirements set for school teachers. Some have voluntarily sought registration under a "grandparenting" clause, but this has had no real significance for their employment conditions. The issue of registration will be raised again in Chapter Three.

National provision of tutor training, 1973 to 1985
A scheme for the training of technical institute tutors was approved by the Government in June 1972 and implemented in the form of a departmental Tutor Training Unit set up at the Central Institute of Technology, Petone. The key functions of the Tutor Training Unit (TTU) included: provision of 12 weeks of basic initial teacher training, delivered in three four-week blocks; research into teaching and learning needs of tutors and students in technical institutes; ascertaining developments in teaching techniques in other tertiary institutions; providing information and guidance to enable tutors to apply the findings of

research and development; evaluating the application of new teaching techniques to technical teaching (NZ Dept of Education Manual, 1978).

A National Advisory Committee was established to "advise the CIT Council on a course structure and other matters concerning the functioning of the Tutor Training Unit... (and) co-operate with the Appointments Committee of CIT in the selection of staff" (Central Institute of Technology, 1973). Its members represented the Director-General of Education, the Education Department, the Technical Institutes Association (TIA - later to become APNZ), the Association of Teachers in Technical Institutes (ATTI), another teacher training institution, the Central Institute of Technology, and the Head of the TTU.

All tutors who took up duties at a technical institute from 1973 onwards were required to attend the full three-block course, commencing in their first year of appointment. There was no retrospective provision for those already employed before 1973. Controlling authorities were required to "make every effort to release new tutors to enable them to complete their course in their first year or in exceptional cases by the end of their second year" (NZ Dept of Education Manual, 1978). Exemptions were available to those who had completed other teacher training, or had suitable experience on which to base full or partial exemption. While the exemption policy worked effectively, the attendance patterns lagged well behind the ideal, and most people took nearer three years to complete - and some longer, if we take Wellington Polytechnic's records as a typical example. Waiting lists were a common feature of TTU course bookings in the late 1970s and early 1980s, regularly referred to in the Liaison Tutors' annual meetings and in correspondence between Liaison Tutors and TTU.

The twelve-week course was described as "straightforward, practical and basic, concentrating on realistic teaching techniques. The programme includes tutor instruction, observation of experienced tutors teaching, mock-up lessons, discussions, group techniques, practice in the use of visual aids, and practice in chalkboard techniques." (NZ Dept of Education Manual, 1978) A certificate of attendance and satisfactory completion was issued once all requirements had been met. The report *Tutor Training in New Zealand Technical Institutes* (NZ Dept of Education, 1984, pages 5-7) provides further details, and a brief history.

TTU's administrative processes and funding provided for each institute or polytechnic to have a TTU Liaison Tutor, calculated at a basic allowance of 0.15 plus 0.05 of a tutor for each 50 fulltime tutors - thus, for example, Wellington Polytechnic with 200 fulltime

tutors in the early- to mid-1980s had 0.35 staffing allocated for its Liaison Tutor (a position that was held by the writer during that period). The Liaison Tutor arranged course bookings, provided information to Heads of Schools and tutors, and gave general support to tutors attending TTU. Travel to and from TTU was funded for tutors on the basis of a return airfare at the start and finish of each four-week block, plus a return fare for a weekend at home in the middle of the block. Wellington area tutors could claim some local travel costs. TTU provided accommodation at nearby motels for those who had to live away from home, and a daily allowance was paid for meals and incidental expenses. Claims for allowances were paid for by the TTU out of their annual direct funding. Employing authorities were entitled to engage relieving tutors for the periods during which permanent tutors attended TTU, and such costs were also part of the national tutor training budget.

In 1977 the Head of the TTU, Allan Carter, spent two months in Britain, visiting the four technical teacher training colleges there (Huddersfield, Bolton, Wolverhampton and Garnett) and also some polytechnics and colleges of further education. His report (Carter, 1977) commended the UK pattern as a suitable model for New Zealand technical tutors, and particularly noted their special method training for teaching in subject specialisms. This report, plus advice from a former UK technical tutor trainer who headed the Teaching Resources Unit at Wellington Polytechnic (Comley 1980a), led to a proposal for a two-week Special Method Block* in the TTU curriculum.

Another Wellington Polytechnic influence at this time was the introduction of a two-week Initial Block: because of delays in getting its staff into waitlisted TTU blocks, the Polytechnic had started its own two-week "Introduction to Teaching" course at the start of each academic year. TTU took up this idea at the same time as introducing the Special Method Block, and so one of the original four-week blocks was replaced by two two-week blocks, effective from 1980. (The Wellington Polytechnic two-week initial course was then discontinued, as it became TTU policy to accept all new tutors into the first possible Initial Block - but a part-time internal support course continued until absorbed into a full in-house programme in 1992, discussed in Chapter Three.)

The costs of travel, accommodation and relief staffing comprised a major part of TTU's budget during the period of the single national training unit. In order to reduce some of these costs, and also to reduce the waiting lists referred to earlier, limited regional delivery was delegated from 1980 onwards, resulting in two-week Initial Blocks being

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* "Special Method" refers to training given by an experienced subject teacher relating to the specific teaching/learning problems associated with that subject area, including specialist teaching skills needed, as distinct from General Method training that is transferable to most teaching situations.

offered by Christchurch Polytechnic and Auckland Technical Institute for tutors in their regions; TTU continued to offer the Initial Block for the central region. The Special Method blocks were also delivered in a variety of institutes, depending on the availability of experienced, trained specialist subject tutors. This was a significant development, being the first of a series of steps towards greater decentralisation of tutor training.

Over 1981 - 82 the national research tutor based at TTU carried out a Teaching Skills Survey (Zepke, 1982 and 1983 publications) which was later to contribute to the findings of the 1984 Working Party set up to review tutor training. This research focussed on the teaching competencies identified by experienced tutors working in the New Zealand polytechnic environment, and signalled a period of increased attention to the New Zealand context and local needs, and reducing emphasis on an "imported" curriculum developed from that used in the UK situation.

From 1982, Christchurch Polytechnic and the Christchurch Teachers College worked together to develop a diploma qualification for tertiary teachers, which built upon the foundations of the TTU 12-week initial tutor training. It was awarded by the Teachers College, which gave it some status and comparability with school teacher qualifications. This was to have further influence in the later 1980s and early 1990s when issues relating to the development of post-basic diplomas were more widely discussed.

In March 1984 a Departmental Working Party was asked to report on the state of tutor training, and produced the report *Tutor Training in New Zealand Technical Institutes* (NZ Dept of Education, 1984). The terms of reference called for recommendations on training structure and programme; links between induction, initial and further training; the functions of resources centres; and ways to respread resources within the existing financial allocation. As well as recommending a move to three decentralised units, the report stated a series of principles of training that were to underpin developments through to the 1990s:

"a. There should be a clear and logical progression in training so that tutors can establish a sound basis from which to develop their teaching skills...
"b. The training offered should be matched as closely as possible to the needs of the tutors concerned...
"c. Training programmes should be highly flexible and capable of adaptation and change...
"d. High priority should be accorded to individual tutor choice...
"e. Tutors in training should have access to a wide range of specialist staff...
"f. The 12-week training programme should lead on to further professional development...
"g. The initial 12 weeks of training should be completed by all newly appointed tutors within their first two years of teaching." (NZ Dept of Education, 1984, pages 14-15)

The Department of Education accepted the desirability of decentralisation, and initiated a move to regionalise tutor training to three centres, based at Auckland, Wellington and Christchurch: this took effect in 1986. The recommendations retained the standard 12-week programme length and existing curriculum content as the basis from which further developments should grow, and gave support to extending programme flexibility and diversity in order to respond to the wide range of tutor needs identified earlier by Zepke.

The Working Party's main principles were generally followed in setting up the regional tutor training units, but not all the details: for example, the recommendation for a central region unit under the auspices of Wellington Polytechnic, to be located on the Karori Teachers College campus (where there was spare accommodation space at the time) did not eventuate; instead the core staff of the former national unit formed the Tutor Education Centre (Central) which was located from 1988 onwards in purpose-built accommodation at the CIT's Heretaunga campus. Provision of in-house training for non-tenured teaching staff was also recommended by the Working Party, but not taken up by the Department for national funding.

The Working Party also recommended the full implementation of the establishment of teaching resources centres in all technical institutes, which had begun informally some time earlier in the larger institutes. Departmental funding of resources centres did proceed. This development proved to be significant in the long term, setting in place bases for the extension of professional development provision, and (in the 1990s) the further decentralisation of some tutor training.

In October 1985, just before the transfer of tutor training from TTU to three regional units was to take effect at the start of 1986, a further Working Party met for a one-week conference at Lopdell Centre to develop policy proposals for post-basic (i.e. after the initial 12-week training) professional development for full-time, tenured tutors, and basic teacher training for part-time and non-tenured tutors

This conference was attended by the recently appointed Heads of the three regional tutor training units, Education Department and ATTI (tutor union) representatives, and staff development and/or resources centre representatives from 17 institutes. This was the first national gathering to consider the potential for a further qualification beyond the 12-week certificate, and the existence of the Christchurch Diploma development contributed to the discussions. It was also significant in gathering together so many staff

development or resources centre tutors at one time, as previous contacts between some of these people had been mainly at the national TTU's annual Liaison Tutor meetings.

This working group recommended: extension of the Liaison Tutor allowance to provide for a full-time tutor in each institute who would train part-time tutors and implement professional development programmes; acceleration of the phasing-in of resources centres (the rate at that time would have taken till 1990 to provide for all institutes); creation of structures to allow approved professional development activities to earn credit towards the award of valid and nationally recognised teaching qualifications; an entitlement to basic teacher training and opportunities for professional development for all part-time tutors; and renegotiation of conditions of appointment for tutors to include professional development as part of a tutor's job specifications.

These recommendations were not all taken up by the Department at the time, but the discussions encouraged on-going developments in tutor training at the regional centres, especially the development of diplomas, and the growth of in-house staff development activities in the polytechnics (see pages 16 ff, below). The inclusion of professional development time in the tutor employment contract was finally effected in 1991.

Regionalised tutor training, centrally funded, 1986 to 1990-1

1991 has been included in this section, but in fact it was in many ways a transition year: 1991 events and issues that continue past trends are therefore referred to here, but matters that relate more to the changes that were about to take effect in 1992-3 are the concern of the research study, and will be addressed in more detail in Chapter Three.

In 1986 the three regional tutor training centres opened. They were directly funded by the Department of Education, linked only for administrative purposes to the host institutes on whose campuses they were located, and each had a director and advisory committee. Because the numbers of tutors needing training had been steadily growing (NZ Dept of Education, 1984, page 6) there was an increase in the total numbers of teaching and ancillary staff across the three units, compared with the former national TTU staffing. There was also an increase in the numbers of tutors attending, and some improvement in the rate at which tutors could finish their 12-week programme.

The three centres each started with fairly similar curriculum content and delivery, based on the previous TTU's programme. The heads of the centres maintained close links during the 1980s, and influences such as the single national tutors' employment award

and the representation of the tutor union on each advisory board also acted to maintain comparability. The National Advisory Committee also continued for some years, providing a central co-ordinating function, but it faded out of existence after July 1988 (Zepke, 1994). However, over time, the centres became more differentiated.

Auckland's centre, later named the Centre for Professional Development (CPD), grew steadily, and in 1989 introduced a Diploma in Adult and Tertiary Education (Dip.ATE) for tutors who chose to complete further studies after the basic 12-week programme. The Auckland centre also enabled several intermediate qualifications to be achieved: Certificate in Adult Teaching (CAT, a 4-week introductory programme); Certificate in Adult and Tertiary Education (CATE, the 12-week basic programme); Certificate in Transition Teaching (6-week, for tutors teaching Access-type courses) and Certificate of Professional Leadership. Completion of any of these Certificates could be credited to later Diploma studies. From 1991 onwards many of the polytechnics in the region became accredited to teach some of the component courses, especially the CAT and CATE courses.

Christchurch's centre had some administrative problems, and suffered from the effects of serving the largest geographical area, with attendant travel and accommodation costs. These were seen to be likely to be exacerbated by the major funding changes coming in 1992, and so at the end of 1991 the unit was closed down. The southern Diploma programme, initiated jointly in 1982 by Christchurch Polytechnic and the College of Education and further developed since then, had a Board of Studies that was independent of the unit and so continued to exist; participants could study for the diploma through open learning or independent mode at their own polytechnics, or gain credit for completing various relevant local courses.

The Tutor Education Centre (TEC) in the central region started with the former national research officer as its first head. A second head was appointed in 1989, after the first was appointed to head a new community polytechnic. During the 1989-91 period the centre strengthened its perception of its client tutors as self-directed learners, paying somewhat less attention to the polytechnics as clients. Unlike the northern region, TEC did not develop a Diploma programme during the 1986-91 period, although it hosted discussions in 1991 relating to the potential for a nationally recognised diploma-level qualification. (TEC did start to develop a Diploma very late in 1991 which it implemented during the 1992-3 period. This is discussed in Chapter Three.)

One national TTU curriculum feature that did not long survive the regionalisation was the Special Method Block: this had already proved expensive to run, requiring training of the specialist subject tutors as well as travel and accommodation for client tutors, and considerable correspondence and organisation. For a while there were attempts to maintain it, but in the central region, for example, it became a two-week "Extended Experience" course, with funding allocated to each client tutor that could be used for special method-type activities, independent learning contracts, attendance at relevant conferences or external courses, or a combination of these. This funding treatment for Extended Experience ceased to exist at the end of 1991, although independent learning contracts continued and became a major feature of the new TEC diploma in 1992.

One of the issues identified in the 1984 report had been the need for flexibility and adaptability, and all three regional centres did increase the range of curriculum options from 1986 onwards, in both content and delivery methods. The increasing variety of types of courses in polytechnics, and moves to increase polytechnic participation by under-represented groups such as Maori and Pacific Island students, and males / females in certain curriculum areas, were acknowledged by all three centres. Innovative teaching strategies, interpersonal skills, assessment, curriculum development, and research methods also attracted more attention, especially in the post-basic diploma courses. By the time *Learning for Life: Two* (1989) and the Education Amendment Act (1990) formally required polytechnics to pay attention to Treaty principles and equity issues, all three units were already providing courses or workshops to help tutors to be self-aware, to respond positively to ethnic, gender and minority group issues, and to create supportive learning environments for students.

Three major tertiary education documents during the 1986-1990 period had implications for polytechnics, including tutor training: Probine and Fargher (1987), Hawke (1988) and *Learning for Life: One* and *Two* (1989).

Probine and Fargher (1987) in *The Management, Funding and Organisation of Continuing Education and Training* (Report of Ministerial Working Party) recommended that responsibility for continuing education be separated from the Department of Education and pass to a Continuing Education and Training Board, which would channel resources to all institutions in the sector, including universities. The institutions would have charters, and much greater discretion than in the past to manage their resources. Most of the research for this report preceded the economic policy developments (e.g. in Treasury, 1987) that were to influence the later Hawke and *Learning for Life* recommendations. In the tutor training / professional development

area, this report recommended management training for senior staff; tutor performance appraisal, career development, and opportunities for professional development; but no major structural changes (page 57, recommendations 24, 25 and 26)

Hawke (1988) in *Report of the Working Group on Post Compulsory Education and Training* (Ministerial Working Group) went further than Probine/Fargher in recommending for PCET institutions "a considerable degree of decentralisation" and "an improved funding system" (page 6). There should be a central policy-making structure, a Ministry of Education and Training, linked to institutions through their charters, and a national system of educational qualifications.

In the tutor training / professional development area, the Hawke Report concluded that:

> "While PCET institutions should certainly be encouraged to improve the quality of their teaching staff, including their teaching qualifications, the councils of PCET institutions should be free to determine their staffing policies, both for recruitment and for dealing with incompetence and redundancy, subject only to the conditions of their charters. Polytechnics, in particular, need to be free to recruit tutors from industry, and be free to provide them with teaching skills in a variety of ways. However, improvement of existing arrangements for polytechnic tutor training is possible. Colleges of education could provide courses for teachers and tutors in tertiary institutions and could seek validation of them." (Hawke, 1988, page 87)

Learning for Life: Two - Education and Training Beyond the Age of Fifteen - Policy Decisions, August 1989, contained the government's final policy decisions for Post-Compulsory Education and Training (PCET), and developed many of the Hawke Report recommendations.[*] The main decisions affecting polytechnic tutor training and professional development are to be found in sub-section 3.7.9. These decisions required PCET institutions to include systematic provision for staff development in their corporate plans; to specify outputs of their staff training and development programmes; submit to NEQA (later called NZQA) for validation any staff training qualifications for which national recognition was sought; and to fund staff development directly from their bulk grant, with maximum discretion as to how it was spent but also accountability for that spending.

The policy decisions announced in *Learning for Life: Two* were implemented by the Education Amendment Act (1990). In 1989, while that legislation was being prepared, the Ministry of Education set up a Learning for Life Interim PCET Group, which established a number of implementation task forces and working groups. The Staff Training and Development Working Group was one such group, set up in March 1989 (after *Learning for Life: One* but before *Learning for Life: Two*). This was required to

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[*] See page 2 of this chapter for a summary of the main changes in polytechnics resulting from *Learning for Life*.

report on appropriate training, development and qualifications for those working in PCET institutions.

On 1 May 1990 the draft reports of a number of the working groups were circulated to interested parties, with very short deadlines for comment - the Staff Training and Development paper was one of these, requiring responses by 12 May 1990. The writer's request to the Ministry of Education in August 1993 for a copy of the final Staff Training and Development Report was met with the reply that the papers seemed to have been discarded rather than archived, during the changeover from the Department of Education to the Ministry. However, the writer has viewed a copy of the draft report that was circulated for responses, although with no costings appendix; this draft was supplied by one member of the Working Party.

The draft report of the Staff Training and Development Group concluded that:

> "....If high quality education is wanted, there will need to be increased and better provision for staff development (for all staff at all levels)." (Learning for Life Interim PCET Group 1990a, page 27)

The draft report recommended that:

> "5.1 Post-school education and training institutions and providers be required by their charters to have a strategic plan for staff development that:
> i.) provides details of initial training, induction, ongoing professional development entitlements for all staff...
> ii.) demonstrates the means by which the staff development plan will enable providers to meet equity goals...
> iii.) demonstrates the means by which the staff development plan will honour the rights and obligations of the Treaty of Waitangi...
> iv.) systematically and regularly reviews the staff development plan.

> "5.2 Qualifications in staff development be subject to the same validation requirements that apply to other professional and academic qualifications at tertiary level...

> "5.3 NEQA be required to recognise and give credit for appropriate experience in other than conventional academic institutions

> "5.4 Funding for staff development be provided directly to organisations by Government in the bulk grant but as additional to other costs and estimated on the basis of 2% of budget.

> "5.5 To qualify for full funding, institutions be required to establish staff development entitlement for all staff and indicate how their expenditure of the funds allocated will provide accordingly.

> "5.6 A task force be established to investigate ways of funding staff development programmes for non-chartered providers in the non-formal sector."
> (Ibid, page 29)

The recommendations thus dealt with broad principles, and made no specific reference to the retention or otherwise of the three regional tutor training units.

On 22 May 1990 the *Tutor Training: Policy Statement* was released by the Ministry of Education (Learning for Life Interim PCET Group 1990b). This announced the final decisions on polytechnic tutor training, and is reproduced in full in Appendix A. The statement referred to proposals from a Costings Task Force, but not specifically to the findings or recommendations of the Staff Training and Development group. The Costings Task Force had considered three scenarios, including one that would have retained centrally funded tutor training. The final recommendation opted for a funding decision that fulfilled the government's decentralisation policy by including staff training within each institution's bulk funding (the percentage of budget to be spent was "untagged"), and leaving it to each institution to decide how staff training and development would be implemented. 1991 was to be treated as a transition year, with continued direct funding to the three regional centres.

The May 1990 Tutor Training Policy was implemented, with the Ministry of Education (MOE) funding a transition year of direct central funding to the three regional units in 1991; after that the individual polytechnics were to purchase from their bulk funding whatever training they wanted for their tutors, or use the funding for in-house provision or other variations. Direct central funding to the regional centres stopped in 1992, but some transitional protection for the status of their diploma courses was extended to three years (1991-3), following submissions to the Ministry from the tutor union, ASTE, and from the host institutes of the regional units. Further detail relating to the 1991-93 period is the concern of the research study, and is dealt with more fully in Chapter Three.

Teaching resources centres and staff development provision
A parallel development during the life of the national TTU was the growth of teaching resources centres in some polytechnics and institutes. During the late 1970s a number of the larger institutes and polytechnics established such resources centres, which provided their own tutors with advice, support, facilities, and sometimes additional in-house courses or staff development activities. These were funded from the institutions' own budgets, and were quite independent of TTU, although usually a polytechnic's TTU Liaison Tutor was associated with such a centre. In 1977 a seminar held at Wellington Polytechnic was attended by representatives from resources centres at the large Auckland, CIT, Wellington, Christchurch and Otago institutes (recorded in Harrison,

1977). It was not until the 1980s that smaller institutions developed centres, and some did not do so until specific targeted funding was provided by the Department of Education from 1985 onwards. The Auckland Technical Institute and Christchurch Polytechnic centres became associated with the national TTU through offering its Initial Blocks for their regions from 1980 onwards, and in 1986 the Auckland unit became the focus for the new northern regional TTU - later named the Centre for Professional Development (CPD).

Wellington Polytechnic's Teaching Resources Unit (TRU), established in 1976, was considered a significant example, as it was headed by a tutor with considerable prior experience of technical tutor training at Huddersfield Polytechnic in the UK. This was Dorothy Comley, previously mentioned as assisting in TTU's establishment of Special Method Blocks. The TRU started with an embryo video studio, a tutor workroom with audio-visual facilities, loan equipment for classroom use, technician support, and 2.0 tutor positions shared among three people. It offered a tutor probation support programme, induction courses for full-time tutors, an evening course for part-time tutors, and (from 1978) a widely distributed Newsletter. By the mid-1980s it had three full-time academic staff (two in tutor education and support, including TTU Liaison, and one video director/producer) and four full-time equivalent technician positions. In 1987 it was renamed the Professional Development Unit (PDU) to reflect its growing professional support role. Because of its geographical proximity, this unit maintained close liaison with TTU and later TEC, and at times its staff were used by TTU and TEC in a relieving capacity. In 1986 the unit ran an extra Initial Block in February for the new TEC, to help reduce a backlog of bookings.

From 1985 the Department of Education formally recognised the need for resources centres in polytechnics, and budgeted funding to phase them in for all institutions, starting with upgrading the facilities of the existing centres in the large institutions.

In 1985 the tutor union developed a Professional Development Policy (New Zealand Association of Teachers in Technical Institutes, 1985) which stated a number of principles, as well as commenting on priorities and possible administration for tutor training. From that time onwards ATTI seemed to take a stronger view of the training and development of tutors as professionals. In 1988 the union stated a policy on Diplomas in Tertiary Teaching, (New Zealand Association of Polytechnic Teachers, 1988) and in 1991-2 its successor, ASTE, took a close interest in the development of diploma curricula, lobbying the Ministry of Education to protect the regional training

units from the effects of funding changes. From 1992 ASTE included a professional development strand in its annual conference.

In 1987 the government approved further resources (in the form of "special staffing") for the establishment of staff development tutors at each polytechnic. This recognised the status quo for the larger institutions that had already appointed such tutors from their existing staff funding, and made new provision for the smaller institutions to catch up. In 1986 TEC hosted a gathering of staff developers and resources centre tutors, representing 14 polytechnics, to discuss means of resource sharing through some form of national network and database: the outcomes were reported in Nugent and Zepke (1987). The planned database system did not develop, but personal networking continued among the staff developers, an important function for those who were working as isolated individuals in the smaller institutions.

In 1987 John Thornton, a staff development tutor at Waiariki Polytechnic (and formerly a founding member of the Wellington Polytechnic TRU) was seconded to the Department of Education to write guidelines on the role of staff development tutors in New Zealand polytechnics. He toured the country, holding two-day meetings with groups of staff development tutors, and in December 1987 the Department published his draft Guidelines. These developments provided support for the local polytechnic staff developers, who in turn provided support for tutors in training - especially those who chose to undertake independent learning contracts, initiated at the training centres but completed in their home polytechnics, another decentralising trend which increased in the late 1980s and early 1990s.

By 1988 all polytechnics had a designated staff development tutor position (proportional in smaller institutions), and the Department of Education further supported these by initiating two national staff development conferences in Wellington in 1988 and 1989, for which it funded all travel and accommodation costs. These fostered further networking and resource sharing, as well as wider discussion of trends in tertiary teaching and staff development. From 1990 onwards, central funding for such national gatherings was no longer available.

To sum up, professional development grew very gradually, and was treated as a separate budget area from tutor training until the major administrative changes of 1990-91. Thereafter it was to be merged with tutor training, and both were to be provided by individual polytechnics from their bulk funding. When the implications of *Learning for Life* became clear, some larger staff development units were well placed to take up

internal tutor training in addition to their staff development roles, with their budgets augmented from the institution's bulk funding. These developments are studied in more detail in Chapter Three.

Industrial relations and tutor training

One further area of change has impacted on tutor training and development. When the first Tutor Training Unit was established in 1973 there was a single national union representing tutors, then named ATTI, later NZAPT, and currently ASTE. This body acted as both an industrial union concerned with protection of its members' rights and conditions of service, and a focus for professional concerns, including training. The union was represented on TTU's Advisory Committee, and later on the Advisory Committees of the three regional centres. The entitlement to 12 weeks of initial tutor training (derived from the Department of Education's Regulations) was incorporated in the single national tutor award that was negotiated and renegotiated over the years up to and including 1991.

In 1991, the first renegotiation of the award after the passage of the Employment Contracts Act resulted in a national collective employment contract for tutors that had several implications for tutor training and professional development. The new contract retained an entitlement of up to 12 weeks of initial tutor training for new tutors. It replaced the former Teaching Refresher Leave (TRL) entitlement with Professional Development Time (PDT): instead of tutors having the old entitlement of up to 12 weeks of TRL in every five-year period (but with restrictions that meant some tutors were not in fact able to use that entitlement), all tutors were to have ten days of PDT per year, to be used at times negotiated with their employing institution. There was also potential for PDT to be accumulated over several years to use in a single longer period in one year, negotiated between the individual tutor and his/her institution. Five weeks per year were more clearly defined as annual leave, and four weeks were designated as Tutor Discretionary Leave (TDL): tutors were to have discretion over what their activities in the TDL time, but its timing had to be negotiated to suit the institution. (Tutors appointed on "research conditions" were to spend the TDL time in research activities.) An exception was made in the case of new tutors: in the first two years of service they could be required to spend up to three weeks of TDL and one week of PDT per year in initial tutor training activities. However, this provided for only eight weeks of training time, not the full twelve of the "entitlement".

Literature Survey

No single study was found that brought together all the major factors involved in developing and delivering curricula to prepare New Zealand polytechnic tutors for their professional teaching role, although isolated elements have been considered by a number of sources. Examples of such studies are identified in the following paragraphs.

The developers of the current regional Tertiary Teaching Diplomas and the Wellington Polytechnic range of teaching qualifications have stated their curriculum philosophies in their programme documentation, and have acknowledged the educational readings that influenced them - but have not referenced literature on administration, funding or similar policy concerns.

Various reports and policy papers have considered funding and administration of polytechnics, or the mechanics of regional versus national tutor training provision - but most of these did not also address theories of learning and teaching underpinning the programmes to be so delivered (Probine and Fargher, 1987; Hawke, 1988; New Zealand Ministry of Education (*Learning for Life: One and Two*, 1989; Learning for Life Unit Interim PCET Group, 1990b). One (unpublished) exception would be Nugent and Zepke (1988), a submission in response to the Hawke Report, which considered philosophical principles as well as practical logistics, and quoted a number of further references.

Published academic critiques of government policy for the reform of educational administration and funding have tended to focus on the effects for schooling, or tertiary student funding, or equity of access for disadvantaged groups, or institutional and academic autonomy, rather than on the specialist area of tutor training, although the general principles raised are relevant (e.g. Boston, 1988; Boston, Haig and Lauder, 1988; Lauder, 1990; Grace, 1990 a and b; Capper and Munro, 1990; Boston, 1990; Hughes and Lauder, 1992). One unpublished critique, Ker (1990), did analyse the initial implications of the 1990 policy paper on tutor training, especially the proposal to remove protected status from the three regional centres as early as the end of 1991, and identified strong "New Right" influences in the Ministry of Education's decisions.

The literature on education for the professions, and most studies of adult learning and teaching, have come from overseas, particularly from the UK, USA and Australia. A number of these have been relevant as influences on New Zealand tutor training curriculum development - but they were not written with polytechnic tutor training or

New Zealand interpretations and applications particularly in mind. Similarly, most studies on the preparation of teachers tend to focus more on school teaching than on tertiary teaching, and not all their conclusions are transferable. Several commentaries in the recent competencies debate (e.g. Hager et al, 1990; and Hager and Gonczi; 1991; Ashworth and Saxton, 1990) also have implications for the analysis of the professional teaching role and for tutor preparation for NZQA curriculum documentation.

There is thus a wide range of material that could apply to the chosen research area, but not all of it can be shown to have had a direct influence on the people who have shaped tutor training developments in New Zealand - or if it did, they have always not put their references on record.

The writer has therefore concentrated in the following sections on matters that have been cited in documents and articles on New Zealand tutor training, or that can be otherwise shown to have significantly influenced recent developments in tutor training.

Learning for Life and the impact of economic theory on policy for educational administrative reform

A significant prior influence on *Learning for Life* was the government briefing paper, *Government Management, Vol. 2, Educational Issues* (NZ Treasury, 1987), whose chapter on tertiary education was concerned with the accountability and responsiveness of institutions, and with social equity issues of access to PCET.

Learning for Life in turn employed two main strands of argument to justify its policy decisions: one concerned with funding and the associated need for rational management, decentralisation and accountability; and one concerned with the need for greater equity of opportunity and access in tertiary education. These two strands infused the language and content of the whole report, by implication where not specifically stated, and clearly echoed the concerns of the preceding Treasury briefing paper.

Learning for Life also made considerable use of the vocabulary of economics and management that had been introduced by Treasury, such as:

> *labour market needs, accountability, efficient and effective delivery systems, saleable services, income generation, decentralisation, choice and flexibility*
> Teaching institutions became *providers* and students became *clients*
> References to equity were counterbalanced by the need to be *administratively efficient.*

Learning for Life described the principal features of reform of PCET. These included (NZ Ministry of Education, 1989b, pages 8-9): more freedom and independence for institutions to make operational and management decisions, enabling them to respond better and more quickly to local conditions and client needs; setting up the Ministry of Education as a policy body, not an operational department; a new funding mechanism (EFTS-based bulk funding of institutions) and an increase in the proportion of private funding in PCET; the establishment of NZQA to provide across-the-board validation of qualifications; government encouragement of greater participation in PCET, particularly among those groups previously under-represented - to be achieved through equity targets in institutional charters, and some targeted funding; and the overall encouragement of excellence in PCET.

A number of writers have commented on the market liberal ideological position they identified as running through *Government Management Vol. 2*, *Tomorrow's Schools* (NZ Department of Education, 1988) and *Learning for Life: Two* (N Z Ministry of Education, 1989b). Examples include:

Lauder, Brown and Hughes, commenting on *Learning for Life*, noted that:

> "It is argued that just as decentralisation and flexibility are the key to successful economic organisations in the new world order so they are the key to educational administration." (Lauder, Brown and Hughes, 1990, page 204)

Boston commented in a paper for a policy research conference:

> "In short, the Treasury regards education largely as a consumption and investment good, its value being dependent on individual preferences as expressed through market transactions. This is particularly true of its approach to tertiary education." (Boston, 1988, page 356)

However, Boston also pointed to Treasury's concern that the state ought to take measures to promote greater equality of educational opportunity, and asked:

> "If there is nothing intrinsically desirable or meritorious about education, how is this concern for equality of access to educational resources to be explained?" (Ibid, page 362)

Codd, Gordon and Harker noted "conflicting imperatives" in *Tomorrow's Schools* that the writer believes are continued in *Learning for Life*:

> "In the current New Zealand situation, this becomes the attempt on the one hand to reduce or contain government expenditure, while on the other, to produce educational policies which will appear to be addressing the legitimation problems stemming from youth unemployment and Maori underachievement." (Codd, Gordon and Harker, 1988, page 165)

A useful overview that gave a wider context to the readings in this section, including a study of the market liberal viewpoint, was Colin James' *New Territory*; but like the academics above he concluded that relying on "individuals operating in markets" was inadequate:

> "...people are not necessarily rational self-maximisers - they may, and usually do, have an interest in others' welfare that may cause them not to maximise their own." (James, 1992, page 307)

Boston et al had earlier commented similarly:

> "...the Treasury does not seem to recognise the distinction between individuals' *internal* preferences (i.e. what they want for themselves) and their *external* or publicly-regarding preferences (i.e. what they want for others)." (Boston et al, 1988, page 140)

An example selected from Australia shows that concerns over the treatment of education as a private commodity are not limited to New Zealand, nor to formal education: Bagnall examines "contractualism" (contract-based curriculum development) in adult education, identifying an underlying

> "...economic rationalist ideology, which emphasises effectiveness and efficiency, and presupposes a model of persons as atomistic, autonomous, egoistic, deracinated, mechanistically rational maximisers of their own essentially material interests." (Bagnall, 1992, page 67)

Bagnall then makes a link from these influences to their potential effects on curriculum, expressing concern that

> "... the quality of contractualist curricula may be diminished through: curricular simplification, fragmentation, inflexibility and orthodoxy; conceptual situationalism; procedural inflexibility; heightened inequality; and individualistic functionalism." (Ibid, page 67)

As well as proposing funding and administrative reform, *Learning for Life* emphasised the need for increased equity in tertiary education. However, most of the references to equity were related to disadvantaged *groups*, whereas New Right economic theory emphasises the *individual* as consumer of education; this could be seen as a contradiction in the principles being promoted. *Learning for Life* put the onus for achieving equity onto the institutions, as charter obligations: but if their equity measures were perceived in future to be unsuccessful, the failure could be blamed on the institutions, rather than on central government's level of resourcing, or structural inequalities in society. Benton commented on this issue, noting that:

> "As part of a general movement towards retaining and consolidating central control while shifting responsibility for attending to details to individual institutions... it *(the 4th Labour Government's policy and practice)* recognised the Government's commitments to Maori language and culture under the Treaty of Waitangi quite

explicitly, while at the same time evading the obligation to take direct action to fulfil them." (Benton, 1990, page 206)

Thus the pattern of literature studied in this section is one of policy papers from government sources, and critiques from mainly academic sources. The potential for conflict between economic and equity goals was identified by several people, as was the language of technical rationality and the market-place. However both government sources and external critics acknowledged that, in the complex educational context, policy decisions would always be a compromise between competing social, political and economic goals and values.

New Zealand tutor training

Many papers and articles on aspects of tutor training are descriptive rather than analytical or research-based. The earlier material tended to refer mainly to curriculum content or the mechanics of teaching delivery, rather than an educational philosophy or policy for tutor training. An early example of such papers is Carter (1977), which described a visit to the four UK colleges that train Further Education tutors, and made recommendations that were to influence the development of TTU's Initial and Special Method Blocks. Similarly, at a local level, two unpublished reports by Comley (1980b and 1982) described in some detail the development of the functions and facilities of the Teaching Resources Unit at Wellington Polytechnic, but no references were given and any philosophy for having such a Unit was unstated, perhaps taken for granted.

Stevens compiled a bibliography of technical education in New Zealand, but commented that "Research on the new technical teaching profession is sparse." (Stevens, 1981, page 5).

New Zealand was not alone in this, however, as similar lack of material overseas was commented on by Hobart, some years later:

> "As a result of an extensive review of the research undertaken in vocational teacher education, Adamsky and Cotrell (1979) concluded that research in this field remains sparse overall. They maintain that there has not been much progress towards establishing vocational teacher education as an intellectual field within the broader areas of educational research." (Hobart, in Dunkin [1987], page 793)

Stevens (1981) noted that the tutor union appeared to have been more concerned with the welfare of its members than with professional development. However, a 1983 paper by Cooper suggests that the union had indeed been trying to take a professional stance since its inception, particularly in relation to tutor training, and this is born out by

correspondence between the union and the TTU Advisory Committee, referred to in that body's minutes from 1973 onwards.

Since the early 1980s the tutor union has become increasingly interested in the professionalism of tutors, as evidenced by these examples: New Zealand Association of Teachers in Technical Institutes (1985), a statement of policy for professional development during the period when resources centres and staff development positions were becoming more widespread; New Zealand Association of Polytechnic Teachers (1988), a discussion paper on Diplomas in Tertiary Teaching, responding to some pressure from members for a diploma, and the moves by the northern and southern tutor training centres to develop their own diplomas; and New Zealand Association of Staff in Tertiary Education, (1992), a preliminary report on the results of a survey of the delivery of professional development and tutor training.

Stevens (1981, page 5) also reported that TTU's journal, *Tutor*, and its *Occasional Papers* were "potential vehicles for developing a professional identity amongst technical teachers". From 1981, when Zepke became editor, those publications did show evidence of such a trend, for example in the following *Tutor* articles on tutor training and professional development: Perry (1981), Stone (1981), Carter (1981), Horsburgh (1982), Pentecost (1982), Woolcock (1982), Compton (1982), Callaghan (1982), Thornton (1983 and 1988), Zepke (1983 a), Johnson (1988), Stevens (1988) and Nugent (1988),Crotty et al (1988), Richardson (1988), Nugent (1988), Manthei (1992), Melrose (1992), and TEC Team (1992). Several *Occasional Papers* also addressed tutor training and staff development: Zepke (1982 and 1983 b,c,d), Tutor Training Unit (1985), and Tutor Training Unit (1987).

However, few of those articles or occasional papers were reports of research, with the notable exception of Zepke's work on teaching competencies, reported in his 1982-3 publications. Zepke's papers included references that give considerable insight into the readings that informed his thinking about tutor training at that time. Other polytechnic writers seldom, until recently, treated their *Tutor* articles in a scholarly manner: the earlier examples only occasionally cited references, and it is difficult now to source their ideas or inspiration. Zepke later became Head of TEC in 1986 and his competencies research was used as a guide for the curriculum development of the regional centres when they started in 1986 - and so we may conclude that his cited references had some influence on his contribution to tutor training. Bond's review of TEC (1987) is more scholarly, but its references are concerned more with the action research process used than with the literature on tutor training.

The Working Party Report, *Tutor Training in New Zealand Technical Institutes*, (Department of Education, 1984) did take a view that was both educational and administrative, within the framework of its terms of reference. As well as recommending the move to three decentralised centres on logistical grounds, it stated a set of principles of training (see page 6, above). However, the references cited in that report, apart from Zepke's competencies research, were more administrative than educational.

Viskovic (1991) reported on research that combined local survey data with comparative material collated from studying a variety of tertiary teacher qualifications in New Zealand, Australia and Britain. This found that overseas tertiary teacher training curriculum content 1986 - 1991 was largely similar to New Zealand tutor training curricula of the same period, with both showing increasing emphasis later in the period on concepts such as the reflective practitioner, action research, self-direction and experiential learning. Thus NZ awareness and developments were keeping up to date with current practice elsewhere, although most NZ programmes were still shorter than the overseas ones (which can be taken to reflect the funding made available).

The recommendations for a potential regional diploma in Viskovic (1991) addressed rationale, aims and objectives, structure, content, assessment and principles of delivery - but not administration or funding mechanisms, which were seen as matters for specific providers to address. A similar treatment can be found in the curriculum documentation for the three diplomas developed in the regional tutor training centres, described in Manthei (1992), Melrose (1992), and TEC Team (1992) .

An Australian National Review of TAFE Teacher Preparation and Development was published by Hall et al in 1990 and 1991. Its findings can be compared with similar trends impacting on New Zealand polytechnic tutor training and professional development. The TAFE Review concluded that the major areas to focus on in the 1990s for TAFE teachers were: teaching skills, up-dating technical skills, curriculum development, administrative and managerial skills, skills relating to determining client needs and industry liaison, skills relevant to understanding TAFE and its role, and skills best described as 'personal qualities'.

The literature review (Scarfe, 1991) for that TAFE Review also identified a number of issues that are relevant to the New Zealand polytechnic context and conditions as well as Australian TAFE. Scarfe's findings are summarised in Appendix B.

A further study carried out in 1991 that compared both New Zealand and Australian data is Kings et al (1993), on Australian and New Zealand award courses in tertiary teaching, which considers the polytechnic and university contexts for teacher education.

Finally, another work that is significant for identifying many aspects of the current context for polytechnic education, and hence for tutor training, is McQueen's recent *A Quality Partnership: The Transition between Education and Employment* (1992). McQueen used an interview technique to examine current concerns and attitudes to education and training, and noted the importance of training for workplace trainers as well as for polytechnic tutors; he identified this as a potential growth area for the polytechnics and colleges of education - or for competitive private providers.

Education for a profession

One matter for consideration over the years of tutor training has been whether polytechnic teaching constitutes a profession. Educators involved with curriculum development for polytechnic teachers have acted from a belief that teaching is a profession, and current curriculum development is increasingly concerned with providing a professional type and level of education in post-basic qualifications for tutors. Moves to develop degree-level qualifications (discussed in Chapter Three) emphasise this position even more strongly.

There have been many attempts in the wider literature to define professions. A useful approach favoured by the writer is Jarvis's restatement of Houle, who

> "maintained that there are at least fourteen characteristics that can be associated with ... professionalisation. These characteristics are: definition of the occupation's functions; mastery of theoretical knowledge; capacity to solve problems; use of practical knowledge; self-enhancement; formal training; credentialing; creation of a sub-culture; legal reinforcement; public acceptance; ethical practice; penalties; relations to other vocations; relations to the users of the service." (Houle, 1980, cited in Jarvis, 1983, page 21)

Many of those characteristics can be observed in polytechnic teaching, and very recently a discussion paper by the Teacher Registration Board (supported by ASTE and other teacher unions) proposed a Teaching Council as a common professional body for all New Zealand teachers, from early childhood through to tertiary levels. This paper cited the report of the Marshall Committee on the Registration and Discipline of Teachers, 1978, quoting three standards which the Committee said would differentiate a profession from other occupations:

"a. Acquiring of specialised knowledge and a professional qualification and/or membership of a professional body;
b. maintaining of high standards of conduct, including disciplinary provisions; and
c. the interests of the clients (in this case the students) should take precedence over the practice of a profession in order to earn a living for the practictioner.
It was concluded that, by those standards, teaching is a profession and teachers are, and should be encouraged to regard themselves as, members of a profession."
(Teacher Registration Board, 1993)

This echoes and confirms factors raised in Houle's more elaborate list above.

Professionalism was specifically addressed in the development of recent Wellington Polytechnic tutor training programmes (Wellington Polytechnic 1991b and 1992); the potential for attaining more professional status and qualifications was stated as a major reason for developing advanced curricula for post-basic tutor training. Sources on higher education and education for the professions that have been acknowledged as contributing to the Wellington Polytechnic developments include Schein (1972), Jarvis (1983), Goodlad (1985), Apps (1988), Squires (1990), Bligh (1990), Barnett (1990), and Bines and Watson (1992). These sources may have been considered by other developers, but have not been cited specifically in their documentation. Schon (1982 and 1987) was cited not only by Wellington Polytechnic but also by all the regional diploma developers, and the impact of his ideas on reflective professional practice is discussed below.

The literature on education for the professions emphasises features that are likely to be significant in curriculum development for educating professional polytechnic teachers. Many writers have noted that the range of possible professional knowledge is so large, and the rate of change of professional activities so high, that it is impossible to teach all that may be needed. The emphasis must therefore be on stimulating an enquiring, analytical and creative approach, encouraging independent judgement and critical self-awareness, and developing transferrable intellectual and personal skills. Those skills include the ability to analyse complex issues, to identify the core of a problem and the means of solving it, to synthesise and integrate disparate elements, to clarify values, to work cooperatively and constructively with others, and to communicate effectively. Also important are the ability to relate learned material to actual situations, and a continual reflective seeking for an appropriate balance between theoretical knowledge and practical experience.

Those key issues have been addressed, to varying degrees, in the philosophy statements and the planned course content and delivery of the tertiary teaching diplomas and other tutor qualifications developed in New Zealand in the early 1990s. Their influence on curriculum developers has been clearly acknowledged, whereas the logistics imposed by

funding and administrative policies have received much less comment in programme documentation. (As an example, Wellington Polytechnic's documentation of internal qualifications for its own staff briefly refers to the timing of initial-level courses being planned to reduce the need for funding relief staffing, and post-basic courses being designed in part-time modules to suit staff using their PDT entitlement - but the underlying educational rationale is given much fuller attention.)

Other issues that have influenced New Zealand tutor training curriculum development at all levels, especially since the mid to late 1980s, include the concepts of the reflective practitioner (major influences cited: Schon, 1982 and 1987; Boud et al 1985); self-directed adult learning (major influences cited: Knowles, 1990; Boud, 1988); experiential learning (major influence cited: Kolb, 1984); and action research (major influences cited: Carr and Kemmis, 1983).

Schon has particularly influenced tutor trainers and staff developers. His concept of the reflective practitioner was first developed in relation to professions such as architecture and medicine, but has been widely adopted in tertiary and higher education - for example, see *Proceedings of Reflective Practice Conference* (Candy, 1992). An unpublished New Zealand paper on reflection in adult learning that has been circulated among staff developers and was presented at the HERDSA(NZ) 1989 Conference is Viskovic (1988).

Recent writings on competency can be related to education for the professions. The work of Hager and Gonczi, who favour an broad, integrated approach to the development of occupational competencies for use in educational curricula in Australia, especially for professional occupations, has had some influence in New Zealand polytechnics in 1992 and 1993. Two New Zealand contributions to the debate include Walker (1991) and Viskovic (1993), who both argue for broad, holistic competencies, especially in professional-level education, though not with specific reference to tutor training programmes. The *Journal of Further and Higher Education* has recently published a series of papers on competence in relation to teachers in further education in the UK: see Stark (1992a and b), Hodgkinson (1992), and Garland (1993). These writers raise a number of concerns about behaviourist approaches to competency for a professional activity such as teaching, with Hodgkinson recommending an "interactive" approach to the defining and expression of competencies. The *Australian Journal of Teacher Education* had a special issue on competency-based standards in teaching, Vol. 17, No. 2, 1992, but this was not directed particularly at tertiary teachers. Eraut has a chapter, *Initial Teacher Training* in Burke (1989), in which he commends the Dreyfus

model of skills acquisition (which goes on from competent to proficient and expert), but he also expresses some concern about problems in assessment of knowledge as distinct from observation of competency in specific skills performance:

> "This can only be achieved by developing some model of the nature of knowledge that underpins performance... The problem arises, I believe, from a failure to appreciate the role of theory in practical affairs." (Eraut, in Burke 1989, page 184)

In the related field of performance-based teacher education (PBTE) there is further material, for example that published by the Ohio State University's National Centre for Research in Vocational Education - but most of the tertiary PBTE material seems to be intended for organisational trainers or lower level instructors, and the concept has not been adopted to any great extent in New Zealand tutor training.

Generally the literature on specific professional education for tertiary vocational teachers, as distinct from school teachers, is somewhat sparse, as mentioned earlier. It would seem that many practitioners do not report their developmental work in educational publications (though some do so in discipline-based journals), and that there have been few researchers in the field. Two useful chapters in Dunkin (1987), by Hobart and Eraut, have relevant material, but the most recent references they cite are 1980 and 1982 respectively. Hobart provides a useful classification of the characteristics of students in tertiary vocational education, and the special demands placed on their teachers (and hence their training) which is summarised in Appendix C. Eraut discusses INSET (in-service education and training) for teachers, relevant here because in-service rather than pre-service has been the mode used for New Zealand tutor training since its inception - but he notes the dearth of material available:

> "There seems to be general agreement that INSET is undertheorised and underconceptualised." (Eraut, in Dunkin 1987, page 742)

Magisos, 1989, provides a general overview of vocational teacher education, which confirms trends noted earlier by Hobart, and confirmed two years later by the TAFE Review. One further example that could have implications for the way we approach tutor training in New Zealand is Blake (1990), who considers proposals for articled teachers (school teachers) in the UK to receive school-based teacher training in a two-year programme, and makes this comment that could also apply to in-service training for tertiary teachers:

> "There is a tendency to talk of technical, pragmatic competencies and of learning on the job as if they are unproblematic. Little attention is paid to the nature of professional performance or to the kind of training which might prepare practitioners for it." (Blake, 1990, page 365)

Some conclusions from the literature survey

Overall, the literature survey suggests that the tutor training curriculum developers have been more concerned with "educational" issues than with funding and administration, whereas government policy-makers have been more concerned with economic theory and administrative and funding reform. The writer would suggest that this is hardly surprising, since "education" is the area of expertise and interest of most people who have joined tutor training centres or polytechnic professional development units. Some staff developers may be interested in institutional development and administration, but they have not published significant material on the links between polytechnic tutor training and the effects of funding/administration policies and pressures. This means that the present literature survey has not been able fully to background some areas of the research problem identified below.

The literature studied confirms the varied contexts and issues that polytechnic tutor training must respond to, and the need for awareness of social, economic and administrative issues and policies as well as current thinking on educational curriculum for professional education.

The timeframe of the present study did not permit extension of the literature survey in further directions; a later research project might seek further literature on economic, political, and social policy issues in relation to staff training and development, or might study further the extensive literature on adult learning and adult education in order to relate it more directly to the development of tutor training.

The Research Problem

The context of the research problem

The context for tutor training is the polytechnic education system. This has been subject to major administrative and funding changes from 1990-1 onwards, as a result of the 1990 Education Amendment Act's implementation of the policy decisions stated in *Learning for Life: Two* in 1989. The major effects on the polytechnics are associated with their increased autonomy and the change to EFTS-based bulk funding.

Initially polytechnic tutor training was shaped partly by educational factors, and partly by administrative/funding factors. The administrative/funding situation changed after the implementation of the 1990 Tutor Training Policy, as part of the wider tertiary education administration reforms.

The most important change affecting tutor training after 1991 was that direct central government funding to the three regional tutor training centres ceased, and tutor training was thereafter included with staff development in each polytechnic's bulk funding, with standard treatment across the board through the EFTS-funding system.

The responsibility for tutor training was transferred to the individual polytechnics, to take full effect from the start of 1992. Each polytechnic was to decide how tutor training and professional development would be provided and managed, and what proportion of the polytechnic's total budget would be devoted to training and development. There is no longer a requirement that tutor training be carried out at a specified regional centre, and no requirement for an institution to spend any specified percentage of its funding on tutor training or staff development. The former Department of Education Regulations referring to a 12-month probation period and 12-week programme of initial training no longer apply: tutor training and staff development are now matters for the individual institution and the employment contract(s) negotiated with its staff.

The Education Amendment Act required polytechnics to be "good employers", to state equity goals in their Charters, and to take steps to meet those equity goals. Employers also had to recognise any training and professional development provisions in tutors' employment contracts, whether national or local.

The problem to be investigated

The problem identified was: *to investigate the impact of government policy changes on tutor training, especially changes relating to polytechnic funding, institutional autonomy, and the 1990 Tutor Training Policy.* The problem was to be investigated through seeking answers to the following key questions:

- What provision has been made in polytechnics for tutor training in the 1991-3 period?
- If changes are identified in the provision of tutor training in the 1991-3 period compared with the pre-1991 period, to what extent are they attributable to the effects of government policy decisions, especially those relating to funding and institutional autonomy?
- To what extent are identified changes attributable to other factors such as institutional location or size, the educational philosophy and practice of an institution's staff development unit, institutional values and organisation, or a combination of these?

- To what extent can identified changes be assessed as constituting significant variations between polytechnics?
- To what extent have the overall policy intentions of *Learning for Life* for polytechnic education been achieved or contributed to by changes in tutor training provision in the 1991-3 period?

Tutor training contributes to polytechnics' ability to meet their educational objectives: the researcher's approach to the problem was based upon a belief that teacher education is essential for polytechnic tutors, to enable them to perform their teaching role effectively. Therefore it was important to observe and assess the effects of *Learning for Life* policy changes on this area of the polytechnic system. Changes in polytechnic tutor training were becoming evident during 1991 and 1992 before the formal study for this thesis started, indicating that research was desirable to ascertain the extent of change and its main causes and effects. The possibility of assessing whether changes in tutor training could be interpreted as evidence of the success or failure of the policy was also identified. Conclusions might then be drawn as to whether modifications of policy or practice should be recommended.

As well as finding out whether the facts confirmed or denied the initial impression of the researcher that significant changes were occurring, the researcher wished to assess whether, if wide variations were found, these might signal equity or efficiency issues for some polytechnics. If not all tutors had sufficient access to effective training, might that signal a breach of the "good employer" requirements of the Education Amendment Act ? If not all tutors had assess to effective training, what would be the implications for the quality of educational delivery to students?

The researcher collected case study data from one polytechnic that was making major changes in its practice in the period 1992-3, seeking both to document and to explain the observed changes. Comparative data was requested from other polytechnics, to seek indications of variations and/or trends. The findings were then analysed in relation to the policy intentions and provisions.

Chapter Two: Theory and Research Method

Theoretical basis of the study

Chapter One showed that two very different approaches to the provision of polytechnic tutor training have emerged since its inception in 1973. The first model, which held good from 1973 to 1990, was based upon centralised funding and standardised training entitlements. It was not a static model, because there had been gradual movement away from one national tutor training unit to several regional units, and localised staff development had been introduced in individual polytechnics; but change was not rapid and did not lead to wide diversity in practice. There was considerable co-operation among the regional centres and polytechnics providing these elements of training and staff development, and no significant element of competition between institutions.

The second model, arising from the *Learning for Life* reforms implemented since 1990, is based upon decentralised funding to autonomous polytechnics, flexibility for locally determined response to local training needs, and increased potential for competition between providers. Once again, this is not a static model, but the rate of change is considerably faster than in the first model, and the changes are resulting in greater diversity between institutions. The differences between the two models are not an absolute dichotomy, however, but rather divergences in overall direction, as illustrated in Figure One, below. In Figure One the post-1990 trend is shown as a very extended arrow, representing the extremes of the intentions of *Learning for Life*: part of the research analysis will be an assessment of how far tutor training has actually moved in the intended direction.
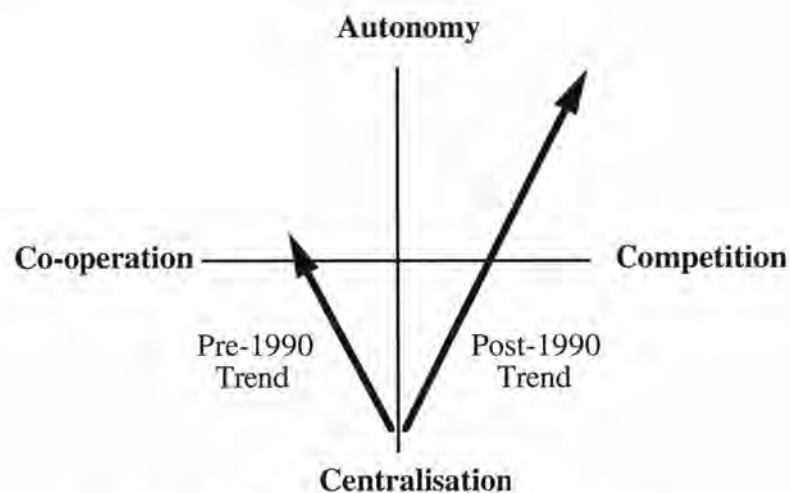
Figure One: Two Models for Tutor Training

The change in direction that began to become evident after 1990 resulted essentially from the implementation of funding decisions based on the principles stated in *Learning for Life: Two*. The research analysis will therefore focus on the principles and intentions stated in *Learning for Life: Two* as a basis for seeking and interpreting data, and drawing some conclusions. Some aspects of *Learning for Life* have already been discussed in the historical overview and literature survey in Chapter One, and further aspects significant to the research problem are raised below.

A further theoretical position underlies the researcher's identification of the research problem and choice of approach to it. This is a belief (shared by polytechnic tutor trainers and staff developers) that teacher education is essential for polytechnic tutors, to enable them to perform their professional teaching role effectively: this viewpoint is a necessary precondition to make it worth while studying the way such teacher education has been affected by changes in government policy. It is not the aim of this research project to develop a theory of tertiary teacher education, and theories of tertiary teacher training are not examined in detail in this study; but the researcher acknowledges a viewpoint taken for granted in designing and conducting the research. Appendix C contains a summary of Hobart's chapter on vocational and industrial teacher preparation in the *International Encyclopaedia of Teaching and Teacher Education* (Dunkin, Ed., 1987), which the researcher considers provides a useful theoretical and practical justification for the provision of polytechnic teacher education, to meet the special needs of teachers and students in the vocational education context. The TAFE findings in Appendix B also substantiate this position, and *Learning for Life: Two*'s statement that polytechnics are "important instruments of national policy for vocational education," cited earlier, is an further reminder of the significance of polytechnic teaching in New Zealand education.

Theory that informs *Learning for Life: Two*

Two key theoretical positions can be discerned throughout this policy document: firstly, that reform of funding, rational management, decentralisation and increased accountability of institutions, and rationalisation of qualifications will improve the quality of post-compulsory education and training; and secondly, that it is important to achieve greater equity of opportunity and access, especially for groups previously under-represented in PCET. If these intentions are achieved, then excellence in tertiary education is expected to result.

The basis for the first position can be found in economic sources such as the Treasury briefing paper (1987), which favoured making state institutions (not only education)

behave more like private sector commercial organisations, in line with market liberal economic theory. The basis for the second position lies in the Labour Government's traditional interest in social equality, and has developed from the Fraser government's policy for equal educational opportunity, which has influenced New Zealand education policy ever since 1939. (*Learning for Life* and the Education Amendment Act [1990] were developed under a Labour Government, but the implementation has been carried forward by a National Government, which retained all the key principles.)

Learning for Life's intention to obtain increased funding from students reflects Treasury's market liberal (New Right) view that individuals should pay for their education because it is a private good, which in turn reflects human capital theory that individuals are motivated to acquire knowledge and skills that have economic value to them. The encouragement of competition between institutions, including increased opportunities for private providers, is also in keeping with New Right theory that private sector provision is more efficient than government provision, and that competition enhances consumer choice. The potential for educational institutions to gain funds through entrepreneurial activities would further reduce their dependence on state funding and is therefore seen as desirable.

The foreword to *Learning for Life: Two* by the Minister of Education, Phil Goff, states the case in more idealistic terms:

> "The changes are designed to improve administration of education, increase its flexibility and responsiveness and ensure the most effective possible use of resources. The aim is to improve access and increase opportunities, develop pathways between institutions and promote quality education and training....
> ... The success of the reforms will be measured in how they advance both excellence and equity as twin goals of our education system." (*Learning for Life: Two*, NZ Ministry of Education, 1989b, page 4)

Learning for Life: Two further stated that the PCET system would, as a result of the recommended reforms,

> "... actively encourage excellence. It will maximise the educational potential of all members of the population, encourage free and independent thinking, expand the frontiers of knowledge, develop vocational skills to the highest possible level, and contribute to a dynamic and satisfying society." (Ibid., page 9)

Learning for Life: Two stated a set of principles that were to be encompassed in legislation relating to PCET institutions and would form the basis for their charters: the highest standards of excellence in education, training and research; academic freedom and institutional autonomy; acknowledgement of the principles of the Treaty of Waitangi; the greatest possible participation in PCET, especially from under-represented groups;

freedom from discrimination; co-ordination and accountability to ensure responsible use of public resources; and an obligation on institutions to be good employers. (Ibid., page 15)

Learning for Life: Two's most specifically stated arguments to justify its theoretical positions are found in two places. Firstly, paragraph 1.1.1 (pages 9-10) states that changes to the organisation and delivery of PCET were needed because the existing system had been designed for different times and for different circumstances. It gives no supporting evidence, but lists the main causes of failure as: fragmentation of the system into unconnected sectors that often do not recognise each others' achievements; duplication of courses and services, resulting in misuse of resources and unfilled places - or insufficient student places on courses in demand; frustrating complexity of rules and regulations; lack of coherent information, frustrating choice; vulnerability of central decision-making to pressure group politics; sectorial in-fighting, and lack of overall priorities; lack of accountability in many areas, especially research; lack of incentives to manage effectively; inadequate property management; slowness of the system in responding to changing technological requirements; substantial under-representation of students from lower socio-economic groups; insufficient places overall in PCET; and insufficient sensitivity to the needs of ethnic groups, the socio-economically disadvantaged and women. The changes to be implemented by the policy decisions were intended to counter or correct these perceived failures or problems.

Secondly, in paragraph 3.4.19 (pages 33-4), the advantages of bulk funding are stated as including: bulk-funded institutions will be responsible and accountable for their use of resources; they will therefore be more receptive to community and labour market needs. They will make their own choices of expenditure, rather than being locked into a national pattern, and so will have incentives for good management. Institutions will be able to take new initiatives and develop areas of specialisation. They will be responsible for capital development and be able to plan better, and capital and operational expenditure decisions will not have to be kept separate. The common EFTS funding formula will enable comparisons between institutions.

The Employment Contracts Act, which has also affected tutor conditions, can be seen as arising from a government policy framework similar to that underlying *Learning for Life* and the Education Amendment Act (1990); its intention for public sector was to promote decentralisation, with more power given to local site employers to manage their affairs autonomously. (The Education Amendment Act specifically provided for the CEO rather than the Council to be the employer of all other staff in each polytechnic.) This thesis

does not attempt to investigate the industrial relations area in detail, but the move away from national employment conditions for tutors should be recognised as a factor associated with the move away from a standard national entitlement to and treatment of initial tutor training.

Application of theory to the research problem

The hypothesis was proposed that funding changes resulting from the 1990 Tutor Training Policy (which was part of the *Learning for Life* implementation) had had highly variable effects on the nature and delivery of tutor training, and that changes in the provision of tutor training in the period 1991-3 had had only limited success in contributing to the achievement of the policy intentions of *Learning for Life* in the polytechnic sector.

If the theory of *Learning for Life* holds good, then there should be growing evidence that, as a result of the implementation of policy changes, tutor training is becoming more efficient in its use of resources, more rational in its organisation, and more flexible and responsive to the needs of learners (in this case, tutors); more opportunities should be available and tutor education should be readily accessible, with participation encouraged and assisted by polytechnics' "good employer" policies. The education of tutors should be encouraging excellence in their teaching, maximising their educational potential, encouraging free and independent thinking, expanding the frontiers of knowledge, and developing tutors' vocational skills to the highest possible level. The employment of well-trained tutors should be contributing to equity and quality learning for all students in polytechnics.

If this is not the case, or only partly the case, then there is a need to examine why, and whether the reasons are related to the implementation of the principles espoused by *Learning for Life*.

Research aims

The problem identified was to investigate the impact of government policy changes on tutor training, especially changes relating to polytechnic funding and institutional autonomy arising from *Learning for Life* and the 1990 Tutor Training Policy.

Two key research aims were developed:

- **To document and explain** changes in polytechnic tutor training in the 1991 to 1993 period; to do this by using Wellington Polytechnic as an illustrative case study, and seeking comparative data from other polytechnics and polytechnic tutor training centres; and

- **To test the hypothesis** that changes in the provision of tutor training in the period 1991 to 1993 have had only limited success in contributing to the achievement of the policy intentions of *Learning for Life* in the polytechnic sector; to do this by analysing the case study findings and other comparative data in relation to the principles and intentions stated in *Learning for Life: Two*.

Research questions

Major questions associated with the research problem were stated at the end of Chapter One. Further analysis of those questions led to the following contributing questions which guided the detailed planning of the research methodology:

National policy for tutor training and development

What were the provisions of *Learning for Life: Two* and the Education Amendment Act (1990), relating to tutor training and development?

What were the decisions of the 1990 Tutor Training Policy?

Funding of tutor training

How were tutor training and staff development funded in 1990?

How are tutor training and staff development funded in 1993?

What action is Ministry of Education taking on funding for tutor training courses, after the three-year protected status for regional centres' diplomas ends in 1993?

Regional tutor training centres

What changes have taken place in the northern and central regional tutor training centres as a result of the 1990 Tutor Training Policy?

What actions have institutions in the southern region taken in response to the new policy, since the southern regional centre closed at the end of 1991?

Institutional policy, provision and practice

Comparing 1990 and 1993 data, what detailed changes have occurred in a sample polytechnic's policy, provision and practice for tutor training and staff development?

Comparing 1990 and 1993 data, what major changes have occurred in other polytechnics' policy, provision and practice for tutor training ?

Participation patterns

Comparing 1990 and 1993 data, what are the detailed patterns of participation in tutor training in a sample polytechnic?

Comparing 1990 and 1993 data, what are the major patterns of participation in tutor training in other polytechnics?

Influences other than funding

What factors other than funding changes have affected current institutional policy and practice for tutor training and staff development in a sample polytechnic?

(A decision was taken that this question would not be pursued in detail in other institutions, as it would make the research project too large for the time-frame.)

Personal perceptions

What are the perceptions and comments of key people involved in the changes in tutor training at a sample polytechnic?

How do their observations and explanations compare with those of the researcher?

Research design and methodology

In order to obtain answers to the questions above, the researcher decided on the following approaches:

Survey of literature and policy documents

The following materials were to be examined:

Policy documents, reports, discussion papers and available correspondence, from the Ministry of Education, polytechnics, and other bodies such as ASTE, relating to tutor training and its funding during the period 1990-3;

Literature on tertiary teacher education, staff development and education for the professions that has informed the development of tutor training curricula;

Curriculum documentation of certificate and diploma programmes for New Zealand tutor training, developed and/or delivered in the 1990-3 period;

Sample literature on recent New Zealand tertiary education policy, especially commentaries on *Learning for Life.*

Questionnaire survey

A questionnaire was designed and sent to 24 polytechnic staff development units, seeking information about tutor training provision and participation of their staff in 1990 and 1993. The survey form is contained in Appendix D.

Interviews

Interviews were to be sought with the following people:

Staff Developers representing a range of polytechnics around New Zealand

Directors and/or senior staff of The Education Centre and the Centre for Professional Development (central and northern regional tutor training centres);

Wellington Polytechnic's Deputy Principal, Head of Academic and Staff Development Department, and other staff members (as part of a case study, see below);

Others suggested as appropriate during the research, by those previously listed;

These were not planned as formal interviews with exactly repeated questions to all participants, but rather as opportunities to seek expansion, clarification or explanation of data provided in the survey responses or found in other documentation.

Case study of developments at a sample polytechnic

Wellington Polytechnic was chosen as the subject for a case study, because it was an example of a polytechnic that was making major changes in its practices, 1991 to 1993, in response to the opportunities of the new environment; and because the researcher had been in that polytechnic's staff development unit for some years and held a senior position in the polytechnic, and therefore was able to identify and access a wide range of relevant information for the case study.

Research Process

The literature survey commenced February 1993 and was largely complete by July 1993; additional references identified during the research period were noted and incorporated in the final review. The survey questionnaire was designed in April, and posted out early in May; responses were requested for early June, but the last ones were not received until late July; survey data was collated in September. Interviews were carried out in non-Wellington polytechnics during June, when the researcher used some refresher leave to visit polytechnics in Christchurch, Palmerston North, Wanganui, New Plymouth, Hamilton and Auckland. Interviews at Wellington area institutions were mostly carried out later in July. Data was collated in the later part of 1993, and the main writing carried out in the period December 1993 to February 1994.

Chapter Three: Research Findings

This chapter presents the main research findings, in the following order:

Implementation of the 1990 Tutor Training Policy

Regional tutor training centres

Tutor training in polytechnics

Other relevant events and initiatives

Case study of one polytechnic

Industrial relations influences

Initial Implementation of the 1990 Tutor Training Policy

The May 1990 Tutor Training Policy decisions (see Appendix A) provided for an interim year of continued direct central funding to the three regional tutor training centres in 1991 (Option C in the policy paper). From 1992 Option B applied, and individual polytechnics received funding for staff training and development as a component of their EFTS-based bulk funding, and from this purchased tutor training from the regional tutor training centres and/or used the funding for in-house training and staff development. The northern and central regional centres were absorbed into their host institutions (Auckland Institute of Technology and Central Institute of Technology) and no longer treated as separate entities. The southern centre closed at the end of 1991.

Cost was stated as a major factor in the 1990 Policy, and the problems that might follow for smaller institutions were acknowledged:

> "adjustments for small regional institutions will be treated as an addition to the EFTS funding" (page 6 in original, page 102 in Appendix A)

Some identified savings in the change from direct national tutor training funding were distributed to the smaller polytechnics in 1992 (confirmed to the writer by a Ministry of Education policy advisor in 1993). The 1993 Budget made available a flat $250,000 per polytechnic for administrative overheads, in addition to the EFTS-based bulk funding, but none of this was "tagged" for training, and with institutional autonomy there was no guarantee that any of this "on-top" funding would go to tutor training. There has thus been no move during the research period to establish a regular pattern of annually available specific funding to provide for the adjustments referred to at the start of this paragraph. (Details of internal funding were not sought in the survey sent to polytechnics, but some indications of comparative costings are shown in Appendix E.)

Cost was also a factor in the 1990 Policy's stated intention to avoid "an institutional mode of delivery" (as opposed to informal staff development) and to avoid forcing staff training into "a qualifications nexus which does not suit informal provision" (page 5 in original, page 102 in Appendix A). The expectation of the policy paper that tutor training qualifications would not be considered important was not born out by subsequent events. An interpretation emerged that the cost of the basic 12-week tutor training entitlement should be included with other staff development activities in the bulk funding as intended; but that tutors seeking to enrol for a NZQA-approved, diploma-level qualification should be able to be treated like any other students, and that institutions offering such qualifications should be funded for the programme delivery as for any other EFTS-based programme. This led Wellington Polytechnic, for example, to start planning its Advanced Certificate later in 1991 in the expectation of offering it as a post-basic programme to the staff of other Wellington-area polytechnics.

During 1991 further negotiations on behalf of the regional tutor training centres, supported by ASTE and the CEOs of their host institutions, led to a Ministry decision that, for a further two-year period of transition, only the regional centres would be able to charge EFTS-based fees for tutor training courses that led to diploma qualifications. (This came to be applied to the initial courses of the basic 12 weeks also, as they were incorporated to form the lower levels of the regional diplomas.) Any tutor training courses at other polytechnics had to be internally provided at full-cost-recovery rates. This meant that polytechnics that sent their tutors to a recognised regional centre were charged EFTS-based course fees; while polytechnics that started running internal courses for their own tutors could *not* enrol external tutors from other polytechnics and charge them EFTS-based fees. This transitional arrangement was to end after 1993, and a decision about new arrangements was finally notified to polytechnic CEOs by the Ministry of Education on 22 December 1993. The letter states:

"... from the 1995 academic year, funding for the Diploma in Tertiary Teaching will be available through the EFTS system in the same manner as other programmes... the criteria for enrolment should ensure open entry, and all staff training and development which does not meet the criteria for EFTS bulk funded courses is excluded.

From 1994, however, the restriction on offering this programme is lifted. Although the EFTS allocations for the 1994 year have been determined and it is not possible now to provide additional EFTS places, other institutions which wish to offer the programmes and be eligible to claim EFTS places for it will be able to submit a revised Statement of Objectives for this programme to the Ministry...

The established quality assurance procedures (including NZQA approval) would apply for any institution which wished to take advantage of this opportunity."

Thus the full implementation of the Policy has not taken effect within the period of research, and further changes in tutor training provision at some polytechnics can be expected in the next two or three years.

Regional Tutor Training Centres, 1991 to 1993

As mentioned earlier, the southern region tutor training unit was closed down at the end of 1991, but its allocated EFTS funding for southern tutor training still went to Christchurch Polytechnic, which then disbursed the funding to regional polytechnics that provided courses for credit to the southern diploma programme. The southern diploma was never tied to the regional centre, and continues to be supervised by its own Board of Studies: based on an open learning philosophy, the diploma gives credit for learning outcomes achieved in a variety of ways - and so tutors can get cross-credits for completing Nelson CAT modules or other in-house courses, as well as for independent learning contracts. A second Board of Studies has recently been formed for the Otago-Southland area.

In the northern region, the Centre for Professional Development (CPD) already had a diploma programme (approved by NZQA in 1991) and it received EFTS funding for both polytechnic tutors and external participants who enrolled in its courses. In 1992-3 an increasing amount of tutor training in the north was done in the local polytechnics by staff developers accredited to teach identified courses of CPD's CATE and Dip.ATE qualifications; tutors could also attend a few days of a course at CPD, then complete their study activities in their home polytechnic through self-directed learning contracts. However, the northern EFTS funding remained with CPD, not being passed on to other polytechnics in the way the southern funding was. At the end of 1993 the northern region had not lost any of its previous client polytechnics, and had gained some that were previously central region clients, although one northern polytechnic has developed its own initial certificate and has been using the CPD accreditation arrangement only for the later stages of the northern diploma; this polytechnic is likely to offer its own diploma in future, as a result of the Ministry's December 1993 decision to extend EFTS funding for diploma programmes.

In the central region, Tutor Education Centre (TEC) rapidly developed a diploma programme (during late 1991 and early 1992) when it became clear that this would be needed to qualify it to receive EFTS funding in 1992. TEC's Diploma in Tertiary Teaching was approved by NZQA in 1992. During 1992-3 TEC enrolled both polytechnic tutors and external students (e.g. teachers employed by private providers,

such as Access and TOP tutors) in either component courses or in the full diploma programme.

TEC lost some polytechnics as "customers" in the 1992-3 period. Some were not satisfied with the overall curriculum approach of the new diploma, with its strong emphasis on self-directed learning and independent learning contracts and limited opportunities for traditional course-focussed delivery; some found TEC's course timetabling (grouping of workshop days) in 1992 difficult to schedule for their tutors; and some provincial polytechnics also found travel and accommodation costs created funding difficulties. As a result, several types of response emerged. Three central polytechnics turned to the northern CPD as an alternative provider, using its facility for local staff developers to be accredited to offer its courses, in combination with some tutor attendance at courses in Auckland; a fourth may join them in 1994. One polytechnic used TEC in 1992 but then developed its own range of internal qualifications for 1993 (see the case study in section 3.4). Another polytechnic started using ASTU correspondence courses for in-house groups to study, in addition to some use of TEC courses. The Open Polytechnic, which has specialist requirements for distance rather than classroom teaching, has negotiated with TEC for crediting of its in-house courses towards the TEC Diploma. The remaining four are still using TEC for their tutor training, sometimes sending their tutors there, and sometimes bringing TEC staff to run in-house courses, or using accredited teaching arrangements.

TEC has not made substantial use of the option of accrediting other staff developers to provide its courses, partly because of its preference for negotiating learning/assessment contracts directly with the individuals who join its diploma programme; it has also been reluctant to grant automatic cross-credits for other courses, preferring to negotiate recognition of specific learning outcomes with the individual learners. Whereas in 1992 TEC's diploma delivery was through a variety of individual workshops offered in each timetabled week, in 1993 there has been some regrouping of the workshops into a more coherent modular timetable. In preparation for 1994, redrafting of the TEC diploma documentation in NZQA unit style is under way, and there is to be a six-week initial "taught course" to separate basic from advanced study.

There are now noticeable differences among the curriculum approaches and delivery of the three diplomas offered in the three regions, and Wellington Polytechnic's diploma-level Advanced Certificate in Tertiary Teaching*. The programmes of CPD's Dip.ATE

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* Wellington Polytechnic's Advanced Certificate has been restructured as a Diploma, effective from the start of 1994.

and Wellington's Advanced Certificate appear more conventional, being largely course-based, but actually make ample provision for flexible independent learning contracts (ILC) to be included. The programmes of the central and southern diplomas are based on a more flexible open learning framework, responding to both their view of adult learning and the dispersed locations of many of their clients. However, while these differences arise from both philosophical and pragmatic concerns, they are more a matter of degree than absolute contrast, and tutors who move around the country are able to gain cross-credits or recognition of prior learning (RPL) from one programme to another.

At the end of 1993 the writer requested details of Diploma enrolments and completions in the three regional centres to ascertain whether there were trends of increased or decreased participation, for both polytechnic and non-polytechnic enrolments, during the 1991-3 period. The figures available are stated in the following paragraphs. It should be noted that not all persons attending component *courses* necessarily register in a full diploma programme; and diploma completions have been slow because of the part-time nature of the studies.

Unfortunately the northern region enrolments by single years were not readily available from the institution's statistical records; approximately 200 people are stated to be currently registered and proceeding, but only two or three per year have graduated in each of the last three years. The records do not differentiate between polytechnic and non-polytechnic participants. (Melrose, 1994)

In the central region, 80 polytechnic and 10 non-polytechnic participants were enrolled in the diploma in 1992 (the first year the TEC diploma was available); 81 polytechnic and 109 non-polytechnic participants were enrolled in 1993. No-one had completed the Diploma by the end of 1993.(Roberts, 1994)

In the southern region, 22 people had completed the diploma from its inception in 1984 up to 1990. No enrolments were accepted in the 1990-1 years, but enrolments were resumed in 1992. In 1992 53 polytechnic tutors enrolled, and in 1993 44 more polytechnic tutors and one non-polytechnic teacher enrolled. Two people graduated in 1991, but none in 1992 and 1993; several may complete in 1994. (Matthews, 1994)

Tutor training provision in polytechnics in 1990 and 1993

The findings in this section are derived from the survey questionnaire, from follow-up interviews with staff development tutors or tutor trainers at a cross-section of polytechnics, and from examination of documents made available by a number of the staff developers.

An undertaking was given during the survey that polytechnics and individuals would not be directly identified, because it was recognised that in the current climate of competition between polytechnics some information might be considered confidential. The responding polytechnics are therefore identified by letters rather than by name.

The survey questionnaire was sent to 24 polytechnics (Telford Polytechnic was not asked to participate, because it was not part of the polytechnic system in 1990). Two polytechnics declined to provide survey data, one failed to respond, and two did not provide survey data but did respond to interview questions.

Of the 19 polytechnics that responded to the survey, four have been omitted from Tables One and Two because their data were incomplete and did not permit calculation of the 1990-3 differences. The main reason given for incomplete data was that the polytechnics did not keep full records of total staff in relation to training numbers in 1990, and/or relied at that time on their regional centre to keep records of course completions. The Table One and Two figures (see following pages) are therefore derived from 15 of 24 possible polytechnics, comprising 6 metropolitan and 9 provincial. Of the full possible total of 24 polytechnics, 11 were classed as metropolitan and 16 as provincial, and so the ratio of those responding is similar.

Table One: Participation in Initial Tutor Training, 1990 / 1993

	Tenured Tutors '90	'93	Eligible for training '90	'93	Particip. in training '90	'93	Tot. Tutor/weeks '90	'93
Provincial Polytechnics								
A.	120	120	22	12	16	12	54	22
B	72	100	27	-	27	39	54	-
D.	133	112	70	45	43	30	130	60
E.	40	33	35	24	24	11	86	12
F.	120	135	30	39	30	17	112	36
G.	125	138	28	30	15	25	48	106
H.	100	109	18	25	17	21	41	44
I.	35	39	7	12	5	7	12	16
J.	155	164	145	154	154	113	*Estim.400	222
Subtotals	900	965	382	341	331	275	937	518
Change		+7%		-10%		-16%		-44%

* This figure seems high, but has in fact been reduced to take out non-polytechnic tutor enrolments.

Metropolitan Polytechnics								
K.	176	202	64	35	55	35	254	70
L.	140	150	30	25	25	20	75	60
M.	160	160	40	30	35	25	86	50
N.	230	265	67	84	33	67	132	190
O.	400	400	20	25	15	25	9	28
P.	256	256	70	58	58	50	254	184
Subtotals	1362	1433	291	257	221	222	810	582
Change		+5%		-11%	No change			-28%

All 15 Responding Polytechnics								
Totals	2262	2398	673	598	552	497	1747	1100
Change		+6%		-11%		-10%		-37%

Table Two, following, shows percentages and averages developed from the Table One figures, in order to show trends independent of polytechnic size.

Table Two: Participation in Initial Tutor Training, 1990 / 1993
(Percentages and averages calculated from Table One)

Poly.	No. of tenured tutors (FT & Prop)		% of tenured eligible for training		% of eligible who particip. in training		Av. weeks per particip. this year	
	90	93	90	93	90	93	90	93
Provincial Polytechnics:								
A.	120	120	18	10	72	100	3.3	1.8
B.	72	100	37	30	100	100	2	2
D.	133	112	52	36	61	66	3	2
E.	40	33	87	72	68	45	3.5	1
F.	120	135	25	29	100	43	3.7	2.1
G.	125	138	22	21	53	83	3.2	4.2
H.	100	109	18	23	95	84	2.4	2
I.	35	39	20	30	71	58	2.4	2.3
J.	155	164	94	93	90	73	3.5	2.2
Metropolitan Polytechnics:								
K.	176	202	36	17	85	100	4.6	2
L.	140	150	21	16	83	80	3	3
M.	160	160	25	19	87	83	2.4	2
N.	232	265	28	31	49	79	4	2.8
O.	400	400	5	6	75	100	0.6	1.1
P.	256	256	27	23	82	86	4.3	3.6

	90	93
Provincials, average numbers of weeks per participating tutor:	2.8	2.1
Metropolitans, average numbers of weeks per participating tutor:	3.6	2.6
All above polytechnics, average numbers of weeks per participating tutor:	3.2	2.2

The net increase in total tenured teaching staff from 1990 to 1993 in these 15 polytechnics was 136, or 6% overall. However, only five reported an increase in the percentage of tutors eligible for training in 1993, suggesting that some eligible staff may have completed their training or left in the intervening period, or that definitions of "eligibility" may be changing in some polytechnics. Eight polytechnics showed an increase or no change in the percentage of eligible staff actually participating in some tutor training, while seven showed a decrease in the percentage of eligible staff participating in some tutor training. Only one, G, showed an increase from 1990 to 1993 in the average number of weeks of training per participating tutor completed in the year.

Table Three, following, shows changes in the numbers of staff developers / tutor trainers in polytechnics from 1990 to 1993; whether they are accredited to offer locally some courses of their regional tutor training unit or some other provider's programme; and whether they have themselves developed programmes to supplement or use instead of the regional unit's qualification(s). The number of polytechnics is greater than in Table One, because this information was available from both survey and interview sources.

Table Three: Training Provision in Polytechnics, 1990 / 1993

Poly.	No. of staff devel. tutors 90	93	Ratio of SD to total tutors 90	93	Accredited to teach regional courses 90	93	Developed tutor training qual. 90	93
A.	1.2	.2	1/100	1/600	NO	YES	-	NO
B.	.5	1.0	1/144	1/100	NO	YES	-	NO
C.	~	0.3	~	1/50	NA	YES	-	NO
D.	1.7	2.5*	1/78	1/48	NO	YES	-	YES
E.	1.0	.5	1/40	1/66	NO	YES	-	NO
F.	1.0	1.0	1/120	1/135	NO	NO	-	NO
G.	1.5	1.5	1/83	1/92	NO	YES	-	NO
H.	.66	1.0	1/166	1/109	NO	YES	-	NO
I.	.8	.8	1/43	1/48	NO	NO	-	NO
J.	4.0*	5.5*	1/31	1/30	YES	YES	-	NO
K.	1.2	2.0	1/146	1/101	NO	YES	-	NO
L.	8.0#*	5.0#*	~	~	NA	NA	YES	YES
M.	1.0	1.0	1/160	1/160	NO	NO	-	NO
N.	2.0	3.0	1/116	1/88	NO	NO	-	YES
O.	1.0	3.0	1/400	1/133	YES	YES	-	YES
P.	3.0	6.0*	1/85	1/42	YES	YES	-	YES
Q.	3.0	4.0	~	1/87	YES	YES	-	NO
R.	2.0	4.0	~	1/73	YES	YES	-	NO
S.	17.0#*	13.3#*	~	~	NA	NA	YES	YES
T.	1.0	1.0	~	~	NO	YES	-	NO

Totals: 51.56   56.6

* Teaching external participants as well as providing for own staff training.
# Combined regional training centre staffing and in-house staff developers, both years.
~ Data not available to calculate ratio of internal staff developers to total staff.

Additional figures derived from Table Three:

Total of staff developers and/or tutor trainers in these 20 institutions in 1990: 51.56

Total of staff developers and/or tutor trainers in these 20 institutions in 1993: 56.6

Net increase over the 1990-1993 period is therefore 5.04 (9.7 % increase since 1990)

Polytechnics accredited to teach regional centre's courses in-house, 1990: 5 out of 18

Polytechnics accredited to teach regional centre's courses in-house, 1993: 14 out of 18

(Figure of 18 used, as polytechnics with regional centres themselves not counted)

Four polytechnics, not counting the two regional centres, had developed their own initial tutor training programme or qualification by 1993.

The picture represented by the figures in Table Three does not reveal the full state of affairs, however, because of the following trends that have occurred since 1990:

Some local centres that have developed their own qualification, or that have been accredited to offer a regional centre's tutor training programme to their own staff, are also enrolling *external* students, such as industrial trainers or teachers employed by private providers such as Access and now TOPS. This means that an increase in staffing is not explained solely by their level of provision for *internal* tutors - in one case such external provision was reported to have contributed to a doubling of staffing. This has happened mainly in the northern region.

The southern regional centre closed down at the end of 1991, and so all southern polytechnics have had no choice but to make their own provisions for tutor training. Nelson Polytechnic has developed courses or modules making up a CAT qualification (8-module Certificate in Adult Teaching, longer than the 4-week CAT in the north), and some other staff developers have been accredited to offer these modules in their own polytechnics. However, the potential for completion of the southern diploma through staff development activities and independent learning contracts means that tutor training courses are not the only things that "count" - other forms of study participation / duration should be considered in any future study.

The merging of tutor training and staff development activities in local polytechnics made it difficult for some respondents to distinguish the two types of activity clearly. A further factor made it difficult for at least one respondent to reply to the question about the number staff "entitled" to training who were actually participating: in that institution the 1993 site employment contract for tutors no longer mentions a 12-week initial training entitlement.

In the northern and central regions, the regional tutor training centre and the host polytechnic's in-house staff development unit have been merged (for convenience of tabulation in the 1990 figures, but in reality in 1993), making it appear that they have untypically large establishments compared with other polytechnics, even though their staffing has been diminished since 1990.

At the northern and central regional centres in 1993, the numbers of course attendances by polytechnic tutors are dropping, and up to half of the attendances at the centres are now derived from external trainer and private provider enrolments (Melrose, 1993 and Roberts, 1993). Although the non-polytechnic enrolments do not appear in the survey data, they contribute significantly to keeping the centres' staffing levels up. The lower polytechnic tutor attendances at these regional centres are offset to some extent by increased participation in local, in-house courses, taught by increased numbers of staff developers in those polytechnics - but not entirely, since total tutor-weeks of training completed by polytechnic tutors have dropped from 1747 in 1990 to 1100 in 1993.

Further data relating to individual polytechnics

Appendix F contains descriptive data on the varying contexts for and provision of staff development and tutor training in the individual polytechnics that responded to the survey and/or interviews. The research did not seek specific financial information from the polytechnics or regional centres, but Appendix E offers some indicative figures relating to the comparable costs of various types of tutor training for polytechnics of different sizes, which can be read in conjunction with the other information reported here.

Other relevant events and initiatives in the research period

From 1990 onwards, central funding for national gatherings of polytechnic staff developers (provided by the former Department of Education in 1988 and 1989) was no longer available. However, contact networks were maintained through the advisory committees of the northern and central tutor training units, through meetings of the Board of Studies of the southern diploma, and through the conferences and seminars of professional organisations such as HERDSA, the Higher Education Research and Development Society of Australasia (Inc.).

In 1990, a Wellington Inter-Institutional Working Party on Courses for Teachers of Adults was convened by Jennie Harre-Hindmarsh, from the Department of Continuing Education at Victoria University. This comprised staff development tutors from the local

polytechnics, plus representatives from TEC, Victoria University (Continuing Education and the University Teaching Development Centre), and the College of Education. In 1991 the group pooled some funding from their institutions to commission a research project to investigate the potential for a common regional tertiary diploma. Appendix G contains a summary of the research report (Viskovic, 1991), which concluded that a diploma for the region would be feasible. However, before further action could be initiated by the group, changes in Ministry of Education transitional funding for tutor training (announced late 1991) meant that TEC had to press ahead alone to develop its own diploma for the start of 1992, to be able to charge EFTS-based fees for its component courses.

Concurrent with the research of the Wellington Working Party, from mid-1991 an informal national group began to meet, financially sponsored by ASTE, to try to form a framework for a national diploma in tertiary teaching, to propose for NZQA approval. It was hoped that general principles could be established that would enable different diploma approaches to be recognised as reaching agreed key learning outcomes, although by different routes. This group included representatives of the northern and central regional tutor training centres, the southern diploma co-ordinator, several polytechnic staff developers with a particular interest in further qualifications (especially Waikato and Wellington), ASTE, Colleges of Education, and some University adult educators. However, in 1992 NZQA established two National Standards Bodies (NSB), one for teacher education and one for adult education and training, which then contracted unit writers to work in those areas. Both the Wellington and national groups therefore decided to wait and see what developed from these unit writing processes, and ceased their meetings. Nevertheless, those exercises had signalled significant moves by staff developers towards increased involvement in extended tutor training initiatives.

The Minister of Education gave further support to the idea of post-basic tutor education provision in his address to the "Bridging the Gaps" conference at NZCER in November 1991, which several staff developers attended, but he also commented:

> "There are complex issues however in separating on-going staff training activities, which are the responsibility of the employer, and people currently employed in institutions undertaking further tertiary qualifications in their own right."
> (Smith, 1991)

In September 1993 a national staff developers' conference was once again held, hosted by Otago Polytechnic and attended by staff development representatives of most polytechnics - with their costs now funded by their own polytechnics. At this conference reports were given by the APNZ representatives on the two National Standards Bodies (NSB) mentioned above. One body is concerned with early childhood and

primary/secondary teacher education, and the other with adult education and training. Two unit writers have started work for the first body, and produced a philosophical framework for teacher education that the 1993 conference gathering commended as appropriate for tertiary level also. A matrix of units with a strong training emphasis had also been produced for the tertiary sector NSB, but this did not gain similar support from the 1993 conference group. After the conference, representations were to be made to the two NSBs that polytechnic tutors be included in the teacher education group, but at present it seems little progress is being made. The polytechnic staff developers and tutor educators are not directly represented on the two NSBs: however, the two APNZ representatives are a polytechnic staff developer and a staff member of CPD, and thus able to report informally to their colleagues as well as to APNZ.

Another event in 1993 was a conference in November of representatives from most sectors of education (from early childhood to tertiary) to discuss proposals for setting up a Teaching Council. This is a response to the government's removal of compulsory registration of all school teachers, which had been a requirement for employment until the recent administrative reforms. The Teacher Registration Board, education unions including ASTE, and a number of teacher employer groups supported the idea of a professional body for the sector as a whole, and the conference endorsed the formation of a steering group to prepare detailed material and investigate the requirements for legislative recognition. The intention is to have a professional body concerned with setting standards for membership of various types, and becoming more like other professional bodies such as those of the legal and accounting professions.

Allied with the increasing numbers studying for diplomas, this creates new potential for full professional registration for polytechnic tutors in the future, and the developments are supported by ASTE.

Case Study: Tutor Training and Staff Development at Wellington Polytechnic, 1990 to 1993

The following case study of changes and developments affecting tutor training at Wellington Polytechnic is presented as a series of 1990 / 1993 descriptions, to facilitate comparisons. 1990 was the last year of administration under the old Department of Education funding system, whereas 1993 is the most recent year available to study the growing effects of the change to bulk funding and increased institutional autonomy and accountability.

The data in the case study has been derived from:

Interviews with the Deputy Principal (Academic Manager of the Polytechnic), the Head of the Academic and Staff Development Department (ASDD), and sample staff participating in tutor training and development;

Documented information in internal reports, policy papers, curriculum documents, and course booking/completion records of the Academic and Staff Development Department.

The writer's own experience and information, gained from working in the Academic and Staff Development Department from 1981 to the present - however, all the information is verifiable through the sources above.

The collected data has been sorted and grouped under a series of functional headings, rather than by source, to avoid repetition and help to make developments and comparisons clearer.

Internal policies for tutor training and professional development

1990: In 1990 the Polytechnic did not have a Charter or an Academic Board, nor any formal policies for academic professional development. Tutor training provisions and entitlements were those of the Department of Education and the national tutor award.

Transition to 1993: The Polytechnic's first Council under the new legislation was established in 1990, and developed a Charter through consultation with many parties. The final document was ratified in August 1991 by the Minister of Education and the COE of the Ministry of Education.

Appendix H reproduces the Charter. The main references to tutor training and professional development in the Charter are in sections 1.2.2, 2.2.1, 2.2.2, and 2.2.4.

The Academic Board, responsible to the Polytechnic Council, was established in 1991. Four Standing Committees were formed (two of which were chaired by senior ASDD staff), to develop policies for: Programme Review, and Professional and Curriculum Development; Approval and Accreditation (especially of internal programmes, but also the preparation of programmes for the processes of external bodies such as NZQA); Admission, Assessment, Progress and Appeals; Research, Scholarship and Ethics.

The Professional Development Policy is reproduced in Appendix I. This policy sets out principles and processes to encourage both management resourcing of and staff participation in on-going tutor training and professional development.

1993: The work of the Academic Board in establishing various policies and standards has by now begun to have an impact on staff development and tutor training. Courses on assessment and curriculum, in particular, have incorporated additional theory and skills to ensure that matters such as assessment specifications, moderation processes, course documentation and review processes meet Academic Board requirements. A programme team self-evaluation exercise is required after Academic Board accreditation of any new programme, which further raises awareness of areas of teaching delivery that may need improvement, and assistance from ASDD staff.

Resourcing of Professional Development Unit / Academic and Staff Development Department

Specific funding information is not included here, but the noted changes in staffing indicate the increased level of funding support for internal tutor training and staff development provision from 1990 to 1993.

1990: The Professional Development Unit (PDU) had no formal statement of objectives to be achieved, and there was a virtual rollover of the previous year's budget for staffing and materials as there was little change in the level of activity. The only significant variable was the annual equipment exercise for approval of new and replacement capital items for the Resources Centre and Video Studio, with the heaviest expenditure each year being on studio rather than teaching equipment. PDU had no clerical / secretarial staffing because the polytechnic's allocation of general staff (set by the Department of Education) was already committed elsewhere. There was no flexibility to vary the use of funding between academic and general staffing.

PDU staffing provision in 1990 was:
Academic 3.0 FT: two professional development including HOD, and one video tutor;
General 4.2 FTE: two FT technicians in video studio, and three PT technicians in Resources Centre.

1993: Change of name to Academic and Staff Development Department (ASDD)

Annual objective-setting through a Business Plan was initiated in the Polytechnic in 1991, and is well established by 1993. Quality and quantity service targets are set by each Department, and budgeted spending is monitored through computerised MIS.

ASDD staffing is now:

Academic 6 FTE: three professional development including HOD (2.0 FT, 0.4 and 0.3 proportional, plus 0.3 various short-term PT), 1.0 video, and 2.0 approval and accreditation co-ordinators.

General 5.4 FTE: 0.5 secretary and 0.7 clerical; 2.2 Resources Centre technicians as in 1990; 2.0 video technicians as in 1990.

The expansion of staffing during 1992-3 has been justified by the increasing delivery of in-house tutor training courses (see below), and the need to provide curriculum development support to Schools (through the approval and accreditation co-ordinators). The cost of the 1.0 FTE additional professional development staffing is offset by savings from TEC course fees and relief staffing costs, through no longer sending lecturers to TEC. The clerical/secretarial staffing increase was justified by the increasing workload associated with new functions in the department; it also enables academic staff to spend less time on clerical functions and more time in teaching and development compared with 1990.

Major annual activities of the professional development section

1990: The main activities of the two professional development tutors, as for the previous ten years, were probation support for new tutors, teaching three part-time New Tutor Courses each year (one starting each term, to run for a year), consultancy work with staff and occasionally external clients, and some one-off staff development seminars and workshops. One staff member acted as TEC Liaison, handling bookings for tutor training. One part-time full-year course for external students was taught, the Part-time Tutor Certificate. The Resources Centre, Video Studio and Newsletter provided other long-standing facilities and services.

1993: All the main activities of 1990 continued, augmented by professional development staff participation in the following new activities:

- Academic Board functions, including chairing two of its four Standing Committees;
- Programme Academic Monitoring Committees (PAMC) functions of this and other departments;
- Curriculum development for B.Ed., to apply for NZQA approval in 1994;

- Teaching 16 weeks of courses of the Certificate in Tertiary Teaching (started 1993);
- Teaching 10 (one-week-equivalent) courses of the Advanced Certificate in Tertiary Teaching (started 1992);
- Teaching Introductory Certificate in Training Development (full-year, part-time, started 1991);
- Teaching the Part-time Tutor Course (now called Introductory Certificate in Teaching Adults) to an additional group, i.e. two classes per week;
- Implementation of a student feedback system as part of teaching appraisal (started 1993);
- Occupational needs analysis research (for Core Health units) carried out under a NZQA contract

1990 / 1993 Provision of initial tutor training

1990: In this year the tenured academic staff (full-time and substantial proportional) totalled about 230, of whom 67 (29%) were eligible for tutor training, i.e. not exempt or already completed their 12-week training entitlement. During the year 33 tutors attended TEC for one or more courses, i.e. 49% of those eligible. 132 weeks of TEC courses were attended by the 33 people, making an average of 4 weeks each. All costs were met by Department of Education funding of TEC and relief staffing.

Those entitled who did not attend TEC included a number who had started some years earlier and not completed, but who were not actively seeking to complete; a few mid-term new appointments waiting for the next available Unit One; some who were waitlisted for specific courses but did not gain places that year; and a few whom Heads of Schools were unable to release because of difficulties in arranging relief staffing at the times specific TEC courses were offered. (All TEC courses were offered during the regular teaching terms, except for the Unit One course held at the start of the year.)

Internal support provided by the professional development tutors took the form of the part-time New Tutor Course. This had been established in 1978 and continued ever since. A new group started each term and continued for three terms, two hours a week, so that newly appointed tutors had support throughout their probationary period of service (see probation, 3.5.5, below). The New Tutor Course introduced basic concepts of learning and teaching, course planning, assessment techniques, teaching techniques, and use of visual aids, as relevant to the Wellington Polytechnic teaching context.

Transition to 1993: In 1992 TEC offered its new diploma programme, modifying its previous 12-week initial tutor training to become stage one, and adding two further stages of largely self-directed learning to complete the diploma. In 1991 all TEC costs had been met directly by the Ministry of Education as a transition arrangement; but in 1992 client polytechnics had to pay EFTS-based fees for their tutors attending TEC courses, and had to meet their own relief staffing costs.

Wellington Polytechnic's use of TEC for the basic 12-week tutor training was scaled down in two phases. In 1992 its tutors were to complete the first four weeks of training in-house, then the next eight weeks of courses were to be chosen from those offered by TEC and the necessary course fees/relief staffing would be paid for by the polytechnic. Nearly 60 weeks of courses at TEC were attended by Wellington Polytechnic tutors in 1992, although 90 had been budgeted for. The potential costs to the Polytechnic can be estimated:

60 weeks x $160 = $9600 in TEC course fees (actual fees, GST excluded)

60 x 20 hours @ $30 av. = $36,000 for replacement staffing (if each tutor attending for a week were replaced by 20 hours of part-time relieving)

The annual cost to the polytechnic for only 60 weeks of TEC courses could therefore be $45,600, which would be the greater part of the salary for an additional PDU staff member. If 90 course-weeks had been used, the costs could have risen to $68,400 on these figures.

In fact, not all tutor attendances involved relief staffing, as some Schools rescheduled existing staff to cover; but the greater the numbers attending in future, the greater the likelihood would be of relief staffing being needed, if TEC continued to timetable most courses in term-time.

It became clear that the funds needed to meet the costs of using TEC would be sufficient to employ further internal staffing instead, which could then be used not only to replace the TEC functions but also to contribute to a wide range of other activities during each year. In September 1992 the polytechnic management decided that TEC would not be used in future for any of the 12-week initial training, and that the PDU staff should plan a 12-week in-house certificate programme to commence in 1993. This decision was based on two main factors in addition to the potential financial savings: firstly, TEC's curriculum focus and delivery patterns were perceived as not entirely suited to Wellington's staff needs and institutional climate, whereas an in-house curriculum could be adapted to suit the polytechnic in both content and delivery; secondly, the polytechnic had a well-established and well-qualified

professional development section that was capable of carrying out the curriculum development and teaching delivery involved, especially if identified savings were used to augment its staffing.

The polytechnic decision also provided that staff, after completing the in-house 12-week certificate, should have the personal option to join TEC's stages two and three if they wished to complete the TEC diploma, using their annual professional development time (PDT) and the polytechnic's study support scheme (see below). Another option, of course, would be to join the internal Wellington Polytechnic Advanced Certificate programme (see below).

The Wellington Polytechnic Certificate in Tertiary Teaching was therefore developed late 1992 for approval as an internal programme by the Academic Board. Appendix J contains an outline of the programme structure and course content. Curriculum content was planned to address not only standard 'basics' of tertiary learning and teaching, but also the institutional environment, policies and practices of Wellington Polytechnic. The timing of courses was planned so that, with the exception of one course, all teaching took place outside the usual teaching weeks for most staff; the one different course was to be a learning contract completed at an independently negotiated time. To assist staff to complete in two years, Heads of Schools agreed to try to make two 'non-teaching duty weeks' per year available, to augment the use of four weeks of each participant's TDL / PDT in the first two years of service.

1993: ASDD assumed full responsibility for teaching the 12-week Certificate programme of initial tutor training for Wellington Polytechnic staff.

In 1993 the tenured academic staff (full-time and substantial proportional) totalled about 265, of whom 84 (31%) were eligible for tutor training, i.e. not exempt or already completed their 12-week training entitlement. During the year 67 tutors attended in-house courses of the Certificate in Tertiary Teaching for one or more courses, i.e. 79% of those eligible. 192 weeks of courses were attended by the 67 people, making an average of 2.8 weeks each. However, nine people at the end of their programme (i.e. with prior courses credited from TEC) had only one or two weeks to complete, reducing the average rate; six newer appointees completed five or six weeks each during the year. Of those eligible who did not attend, five were away on study or maternity leave for the year, and four were very recent appointments who would start courses at the beginning of 1994. Only eight remained unaccounted for, and they were all people who had started some years ago and "dropped out" in the

TEC days: now considered "experienced" staff, they have other demands on their time which conflict with returning to complete their training.

The participation rate has therefore increased considerably from 49% of those eligible in 1990 to 79% in 1993. The average number of course-weeks per year per active participant dropped from 4 to 2.8 compared with 1990; this is considered temporary because of reduced participation patterns in the 1991-2 transition years, a slow start to the 1993 year (Heads of Schools had not fully adjusted to the new delivery times their staff should be booked for), and the fact that some people had only one or two courses to complete. All new appointees are participating at higher rates than in 1990, being encouraged to aim for six weeks per year to complete in two years.

Responses to course evaluations have been positive. Those who started at TEC might have been expected to miss meeting a wider range of people there from other polytechnics; but in fact their main comment has been that the polytechnic itself is large enough to provide a range of participants to meet and share ideas with, and on-going contact can be maintained in a way that was not easy when people all returned to their own polytechnics from TEC courses. The move to in-house initial courses is therefore seen as having a positive spin-off for institutional development, and is likely to promote interest in continuing with colleagues to the optional post-basic programme that is available (see below).

1990 / 1993 Probation procedures for new tutors

1990: The Education Department Regulations and national tutor award provided for 12 months' probation for new tutors before confirmation of appointment; or 6 months for those with immediate prior relieving service in the polytechnic. In 1990, a process that had been developed and refined in Wellington Polytechnic since 1978 was in place and considered to be working well. All new tenured academic staff were observed teaching by their Head of School, a mentor from their own subject area and a PDU staff member on regular occasions through the year, with three-monthly evaluation meetings of all parties. The process had provision for extra assistance to those observed to be having difficulties, but this was not often needed.

1993: The current Employment Contracts for Wellington Polytechnic tutors still provide for a one-year probation period. The same basic probation process is still in use, but institutional needs for performance of a wider range of "non-classroom" functions have led to the observation forms being reviewed and redesigned, adding

further matters to be considered. Examples of additional items are effective communication and co-operation with colleagues, meeting PAMC requirements, time management, administrative and planning activities, and academic counselling of students. This development is a reflection of the changing polytechnic environment since the Education Amendment Act (1990), and similar matters have been addressed in the polytechnic's 12-week Certificate in several courses - one advantage of having an in-house qualification is that it can respond quickly to adapt to local needs.

The probation processes have been formally related to the polytechnic's Certificate in Tertiary Teaching: satisfactory completion of the probation year, as well as completion of courses, was made a requirement for the award of the Certificate. In planning for 1994, this is being taken further, with a practicum course being added to the Certificate whose outcomes Wellington Polytechnic staff can complete through the probation process - whereas external staff from other polytechnics, if enrolled in the Certificate in future, will have to make equivalent mentoring arrangements in their own institution. This signals an awareness that most other polytechnics have not had such a fully developed probation process as Wellington's.

1990 / 1993 Post-basic tutor education

1990: There was no provision at TEC or at Wellington Polytechnic for substantial courses to follow the initial 12-week certificate, and no further tertiary teaching qualification available in the Wellington region. Staff who wanted to go further could enrol independently at Victoria or Massey Universities in Dip.Ed. or B.Ed., or study to improve their subject qualifications.

Transition to 1993: By September 1991 it was becoming clear that there was scope to develop a post-basic teaching qualification for tutors, partly because of the professional development (PDT) provisions of the new tutor collective employment contract, and partly because TEC had been slow to develop a diploma like those of the northern and southern regions. During 1991 one of the PDU professional development tutors had been contracted as a researcher for the Wellington Inter-Institutional Working Party on Courses for Teachers of Adults (see Viskovic, 1991, and Appendix G summary), and the findings of this research were available to use for in-house curriculum development. An additional factor was the possibility of enrolling the staff of other polytechnics in an advanced programme, since it appeared that under the new funding regime post-basic programmes could be approved for EFTS fees

funding; because of the transitional support arrangements for the regional centres this has not yet eventuated, but will be phased in during 1994.

The Wellington Polytechnic Advanced Certificate in Tertiary Teaching was therefore developed late 1991, and approved by the Academic Board. Appendix J contains an outline of the programme structure and course content. The programme began for internal tutors from the beginning of 1992. It was hoped in 1991 that a National Diploma in Tertiary Teaching would soon become available, and that application could be made for cross-crediting from the Advanced Certificate to that qualification - but that has also not yet eventuated.

In 1992, the first year of the in-house advanced programme attracted 51 staff members to enrol for 79 course attendances, some in blocks during TDL weeks, and some in ten-session part-time (4 - 6 pm) courses. It was advertised to staff as being available either as a qualification, or for single course attendance for professional development only - the latter did not require completion of the assessment projects. In 1992 many chose the "professional development only" option, and did not complete the project work, usually because of pressures of other work; these people proved less likely to continue into further courses in 1993. Nevertheless this was a major increase in participation compared with the one-off seminars and workshops offered in previous years.

1993: The second year of offering the programme attracted 30 participants to enrol for 62 course attendances. Four advertised courses in TDL weeks had to be cancelled because of low numbers: the 4 - 6 pm part-time courses proved more popular. Of the 30 people attending, 10 are continuing from 1991 and 20 are new enrolments. 15 of this year's 30 are studying multiple courses and completing the assessment projects for credit to the qualification. Extensions have also been granted to some for later completion of assessment requirements. Some participants from 1992 who dropped out have indicated their intention to return to the programme in 1994, when other pressures such as new programme development during 1993 have eased. One participant has completed all requirements for award of the Advanced Certificate, and two have only two courses each to complete to gain the full qualification. A number of enrolments have already been received for 1994 from new participants who wish to study several courses per year towards the qualification.

Overall, 71 Wellington Polytechnic staff have enrolled in Advanced Certificate courses during the first two years of operation. Of the 1993 tenured teaching staff of approx

250, 85 have yet to complete the initial Certificate in Tertiary Teaching, and so the participants in the Diploma are drawn from the balance of about 160 staff. A recent staff survey by the writer showed that the main reasons for eligible staff not joining the Advanced Certificate are: many are currently upgrading their post-graduate subject qualifications; some believe they are too close to retirement to start; others have already obtained Dip. Ed. or B.Ed. qualifications, or have education papers in their degrees.

Several factors are expected to increase participation in future, especially the enrolment of external participants from other polytechnics, following the removal of Ministry EFTS funding restrictions on 22 December 1993 - this will add to the range of "student" experience and expertise being shared, and so have curriculum benefits beyond mere numbers. Graduates of the lower Certificate are expected to continue their studies in collegial groups, especially with the restructuring of the Advanced Certificate as a Diploma (effective 1994), with the potential to gain significant cross-credit from it to a planned Bachelor of Education in Vocational Teaching. A final factor is the expected introduction of a management incentive to obtain the qualification, as a route for tutors to progress to the higher levels of T2 grading.

1990 / 1993 Other staff development activities for tutors

1990: In this year PDU offered a number of one-off sessions on professional development topics, some during the year and some over the last two weeks of the year after student classes had ceased. Relevant sessions were open to general staff as well as academic staff. The main sessions/topics were:

During the year:

Study Skills, Learning Assistance Centre, Communication Skills, Fitness Awareness, Time Management, Macintosh Software Update, Assertiveness, Using Hypercard, Desktop Publishing, Occupational Health, and CPR.

End-of-Year:

Literacy and Student Study Skills, Rapid Reading, Teaching in Laboratories, Bicultural Awareness, Hypercard, Environmental Issues at WP, NZQA and Course Development, Civil Defence, Independent Learning, and the work of TUEA.

Assistance / consultancy to individual staff members from PDU staff was provided on request. Teaching Refresher Leave under the provisions of the old Department of Education Regulations and pre-1991 tutor award was also available. This gave staff members an entitlement of up to 12 weeks' leave for every five years of service, but

only 2% of the staffing could be funded to use the provisions in any one year, and so many did not take full advantage of their TRL.

1993: This year ASDD concentrated on the consolidation of the courses of the Certificate and Advanced Certificate in Tertiary Teaching, but still found time to offer a number of shorter staff development activities. These included three "Seminars for Experienced Lecturers", several presentations and specialist workshops for groups from specific Schools and Departments (eg assessment for journalism, Macintosh computing for music), a Winter Lecture Series of six lectures, a seminar/workshop on developing an assessment philosophy for the polytechnic, a "Joy of Teaching" workshop on student learning styles, and workshops associated with implementing the student feedback system.

Assistance / consultancy to individual staff members from ASDD staff was provided on request, including intensive support programmes for three staff members who had teaching problems.

All academic staff now have an entitlement (under the employment contract) to 10 days of PDT to be used during the year for development of their subject/discipline or their teaching. Further staff development assistance is now available (started in 1992) to individual staff members, through a study support scheme for those enrolling at recognised tertiary institutions to improve their subject qualifications. Refunds of 60% of fees are made upon successful completion, and course text books are purchased by the library, to become library property once the staff member's studies are completed. Provision has also been made for larger subsidies for selected staff who take a year's leave for full-time study to complete a Masters degree, to meet NZQA requirements relating to staff teaching in degree programmes.

The last of the old form of Teaching Refresher Leave (TRL) was to be used up in 1993, and from 1994 a new Wellington Polytechnic scheme will be put in place to provide for longer-term accumulation of PDT to enable substantial leave periods to be negotiated where the need is justified.

Other professional development support may be provided to staff directly from their School budgets, in the form of funding to attend conferences or short courses and seminars, whether subject- or teaching-oriented. This form of support is encouraged by the Academic Board's Professional Development Policy (see Appendix I).

Other features and influences

Leadership in professional development

The founder of PDU, and leader from 1976 until retirement in 1992, was a senior lecturer whose extensive background of technical tutor training in the UK contributed to TTU and TEC developments, as well as to in-house professional development activities and standards at Wellington Polytechnic. In 1993 a new Head of ASDD was appointed who was previously national research officer of TTU, and then the first Head of TEC, and so brings further extensive teaching and research experience and expertise.

A senior lecturer who has been with the unit since 1981 has completed a series of post-graduate studies in tertiary education, 1981 to the present, and established links with HERDSA and other professional networks. Other staff currently associated with ASDD have both teaching and research qualifications and experience, and graduate qualifications in a wide range of subject disciplines.

Thus the department has a long-standing history of leadership by experienced and qualified tutor trainers. Like the other larger institutions it also has a history of teamwork in staff development, whereas the smaller polytechnics may have been able to fund only one person, or a proportion of a person, for staff development.

Curriculum development focus

As far back as 1978 TRU staff developed *courses* for Wellington Polytechnic tutors, as well as shorter workshops and seminars: the earliest examples were the New Tutor and Part-time Tutor Courses. Throughout the 1980s PDU staff took a keen interest in the curriculum developments of TTU and TEC, and participated in conferences and informal groups concerned with developing post-basic tutor courses, both national and regional. This interest reflected their belief in the value of substance, coherence and context for tutor education. When the opportunities arose in 1991 and 1992 to develop more substantial qualifications (the Wellington Polytechnic Certificate and Advanced Certificate in Tertiary Teaching) PDU staff had a sense of personal commitment to proving that they could develop effective tutor education programmes.

The new leadership has brought a new perspective to ASDD in 1993; now that there are two senior staff with post-graduate qualifications and research experience, a proposal to develop a degree, Bachelor of Education in Vocational Teaching, has become viable. Initial curriculum development, including wide external consultation,

was completed in February 1994, and an application has been made to NZQA for approval and accreditation, for delivery to start in 1995.

It is intended that the degree programme, building from and incorporating the existing lower level qualifications, will serve the wider Wellington region initially, providing part-time study for polytechnic staff and other tertiary teachers and trainers; it also has the potential for a full-time final year for international students from the S E Asian and Pacific regions, and distance learning in future for other areas of New Zealand.

This is a major move forward, matched at present only by the Auckland regional centre: there consultations are proceeding towards a joint degree to be offered by the Auckland Institute of Technology's Centre for Professional Development and the University of Auckland. It is not expected that this degree will be ready for delivery before 1996.

Response to the "new environment"

The ASDD staff comment that changes in the polytechnic system since *Learning for Life* and the Education Amendment Act (1990) have facilitated many of the developments in their area. A number of positive changes have become possible (and not only in this department) since the polytechnic has been bulk-funded and more autonomous.

Examples of these changes include institutional encouragement to respond to opportunities identified for new curriculum development, and internal approval and accreditation by the Academic Board for "local" programmes designed to suit local conditions and needs. There are increased opportunities for ASDD to offer courses for EFTS-funded external students - especially, from 1994, tutors from other polytechnics or private providers who wish to study in the Certificate and Advanced Certificate of Tertiary Teaching; there is also potential to enrol international students in the proposed degree in future, with associated 'full-fees' income for the polytechnic. There is more detailed annual planning and budgeting, making it more feasible to plan and justify new initiatives, and to recognise achievements; also increased flexibility in the use of available funds for academic or general staffing, and availability of funding to support new initiatives (such as library book and periodical purchases for the new tertiary teaching qualifications).

ASDD staff participate in the polytechnic's policy-making processes through membership of the Academic Board and its Standing Committees. The establishment

of formal polytechnic policies relating to matters such as professional development, programme review, assessment and moderation, programme monitoring, curriculum development, approval and accreditation processes, research and ethics, equal educational opportunities, and equal employment opportunities all facilitate goal-setting and recognition of progress towards achievement of the goals.

However, the new environment has also brought tensions and pressures which could be seen as negative effects (again, not only in this department), such as the workload pressures arising from accountability and quality assurance requirements (for example, the time required to prepare curricula for approval processes, and time required for participation in programme approval committees and PAMC functions). Lecturers being assisted by ASDD report that they perceive a real tension between (a) demands to meet or pass their School EFTS-earning targets by using special admission criteria for students, and (b) the academic ideal of enrolling only those students who meet well-founded entry criteria and are likely to succeed in and benefit from courses; this is also influenced by equity issues about the desirability of open entry to programmes. The new computerised system for student feedback on teaching that is administered by ASDD, as part of the polytechnic's quality assurance processes, has been perceived as a management-imposed process and met some staff resistance. There has been some restructuring of the combinations of Departments that make up Schools, and a reduction in the number of Schools, which caused some staff concerns about the consultation processes used in the restructuring. A change to grading tutors according to the needs of the position held, which can be perceived as reducing the scope for future salary increments or promotions, has also caused staff concerns in some departments. The renegotiation of the polytechnic's site employment contract for tutors has become a long drawn-out process, and some staff have expressed concern over the future treatment of TDL and other conditions of service; this may be related to tension between the legislated requirement for the CEO to be fully accountable for the polytechnic's management, and the tutor union's desire for a flatter, less hierarchical management structure with more consultation and collective responsibility.

Industrial relations changes

When the 1991 tutor national collective employment contract came up for renegotiation in 1992-3 there was strong State Services Commission pressure on the employers (polytechnic CEOs) to move to individual polytechnic site agreements, with the effect that from mid-1993 there was no longer a single national employment contract. Different polytechnics ended up with different treatment of training and development (among other

variations of conditions of service) in their contracts, some of which were still unsettled at the end of 1993. Some polytechnics joined in a consortium of sites that negotiated similar conditions, and this consortium group retained an emphasis on training and professional development as a component of career progression, supported by the tutor union. Wellington Polytechnic, the subject of the case study above, is not a consortium member, and its contract renegotiations were not complete by December 1993; but its contract is expected to retain the 1991 conditions in respect of tutor training, probation and staff development.

Chapter 4: Analysis of Findings

In this chapter trends emerging from the data in Chapter Three are identified, and explanations offered for those trends or for exceptions to the trends.

Trends observed in initial tutor training, 1990 to 1993

The overall picture at the end of 1993, compared with the 1990 situation, is one of variable but generally reduced participation in initial tutor training, increasing diversity in its provision, and increasing delivery in-house (i.e. within a tutor's employing polytechnic). Several distinct responses to the new tutor training situation have been made by the polytechnics. Some still send their tutors to a regional tutor training centre for at least some courses if not the whole programme (of the 20 in Table Three, 5 central and 8 northern do this; the 5 southern no longer have this option; the remaining 2 polytechnics incorporate such centres). Some polytechnics contract a regional centre's staff to run in-house courses for their tutors (mainly the users of the northern regional centre). Some staff developers have been accredited to teach a regional centre's courses in their own polytechnics, for credit to the regional diploma (all users of the northern regional centre, some quite substantially; some central, but to a lesser extent). Most staff developers provide informal support for staff undertaking independent learning contracts for credit to a regional diploma (all areas, but especially southern). Some polytechnics use their internal professional development staff to provide all or almost all tutor training in-house (5 southern plus 1 central and 1 northern, of the 20 in Table Three, *not* counting the polytechnics that themselves house the central and northern regional centres). No polytechnic is buying a total initial tutor training programme from external providers rather than the regional centres, although some use external seminars and short courses for staff development-type activities, and one uses ASTU for components of an in-house tutor training programme. Many polytechnics combine several of the above activities, especially the first three or four.

The two models following (Figures Two and Three) can be used to illustrate the changing directions of tutor training over the last few years. Up until 1990, tutor training had moved up the vertical axis from centralised provision (one national TTU) to the centre (regionalised centres); and on the horizontal axis was moving steadily towards the co-operative rather than the competitive end, as shown in Figure Two. The administrative and funding changes from 1990-1 were intended to make polytechnics more autonomous

and more competitive, with a marked change in intended direction also shown in Figure Two.
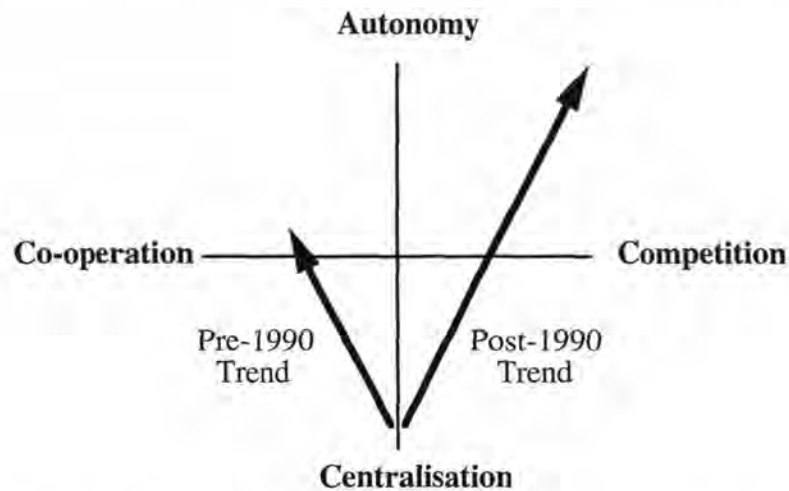
Figure Two: Trends in government policy intentions for tutor training

However, tutor training has not yet moved totally in the new directions, and Figure Three suggests some present positions. In the South Island, where there is no regional centre, the polytechnics show some increase in the degree of co-operation in tutor training and staff development, and are not at present competing with each other, although they have become more autonomous. In the North Island, many of the polytechnics maintain a considerable degree of co-operation, especially in the resource-sharing associated with accredited teaching of northern region CAT and CATE courses. But other polytechnics have developed their own qualifications, thus moving further towards autonomy, and are seeking to offer their courses externally after 1993, thus moving further towards competitiveness.
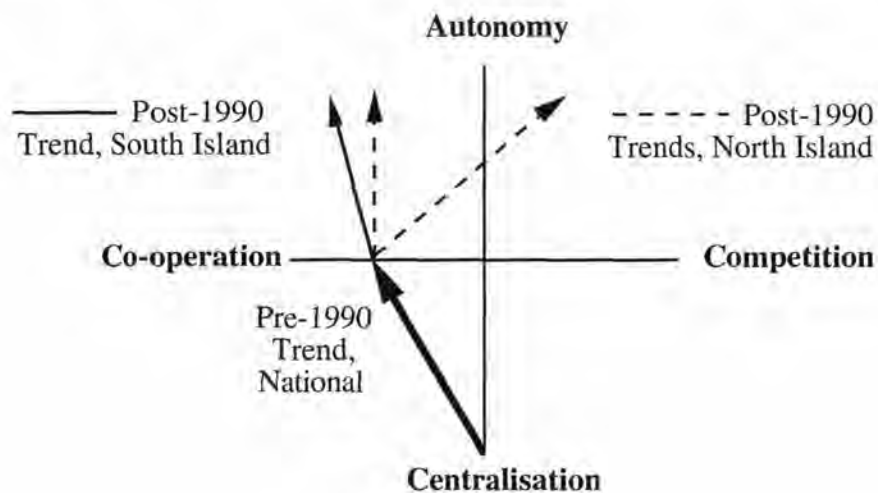
Figure Three: Trends in tutor training observed during the research study

Tutor participation trends

From 1990 to 1993 there was an overall 6% increase in the number of tenured tutors at the 15 polytechnics shown in Table One, but an 11% drop in the numbers considered eligible for training, a 10% drop in the numbers participating in training, and a 37% drop in the number of tutor-weeks of training completed. Interview data suggested no reason to think this trend was not typical of the remaining polytechnics not included in Table One. While some of the decrease in tutor-weeks of training may be explained by tutors doing independent learning projects instead of attending courses, this cannot account for all of the decrease in activity. Similarly, some but not all of the decrease in activity may be associated with the uncertainty and pressures of the last two years in polytechnics, which may have diverted attention from tutor training into other activities such as curriculum development for new programmes.

However, further examination shows that provincial polytechnics had a 44% decrease in the number of tutor-weeks of courses completed, compared with 28% in the metropolitan polytechnics. This suggests that provincial polytechnics have greater problems: those that are not big enough to provide most of their own tutor training in-house also cannot afford to send their staff to the regional centres for as many courses as they would have attended in the past. In the southern region where there is not the option of a regional centre, there has been increased use of in-house staff development activities and independent learning contracts, although the use of the Nelson CAT modules can be expected to show up as formal tutor-weeks of training completed.

The trend towards reduced use of the two remaining regional centres was further supported by verbal information that nearly half the participants attending courses at the regional centres are now non-polytechnic tutors, where in the past most of them would have been tutors from polytechnics, especially the provincial ones. It is true that many of the northern region's courses are now taught to polytechnic tutors in-house by staff developers accredited to do so, or by regional centre staff who visit the local polytechnics; but there is still a significantly reduced total number of tutor-weeks, whether completed in-house or at a regional centre.

As well as a drop in the total number of tutor-weeks of courses completed, there was a general drop in the average number of course-weeks per year per participant from 1990 to 1993 (Polytechnic G, which showed an increase, was the single exception). The current rates of completion (down from 2.8 to 2.1 course-weeks for provincial tutors, and from 3.6 to 2.6 for metropolitan) suggest that many tutors could take up to five years to

complete their initial training, instead of the average of about three years in the 1989-90 period. Five years is such a long period for a 12-week programme that there are likely to be dropouts as people move beyond the first two-year period in which they can be required to use their PDT and TDL for eight weeks of initial training - and the longer they take, the more they are likely to feel that they are now "experienced enough" to stop training. However, these figures need to be treated with some care, as they can include participants who have only one or two remaining weeks of courses to complete, or who were appointed towards the end of the year and unable to complete any or many courses that year. The case study polytechnic, for example, reported a drop in the completion rate that was considered to be only temporary, especially in the light of participation by a greatly increased percentage of those eligible.

In-house tutor training trends

Of the 20 polytechnics in Table Three, two included regional tutor training centres which obviously could meet a wide range of needs for their own polytechnic's staff; the remaining 18 are concerned mainly with in-house provision for their own tutors, though some add external participants to their courses. The numbers of polytechnics whose staff development tutors were accredited to teach in-house some of their regional centre's courses (or Nelson CAT modules, in the south) increased from 5 to 14 (out of the possible 18) in the 1990-1993 period. Two other polytechnics offer their own qualifications. Thus there has been a significant increase in the involvement of polytechnic staff developers in formal tutor training as distinct from informal staff development activities.

The numbers of staff developers employed increased (by 13.24) in eleven of these 18 polytechnics, decreased (by 1.5) in two, and five had no change.* The numbers of tutor trainers at the two polytechnics with regional centres decreased (by 6.7) in the same period, and so the net increase over the whole system was not large (5.04). An additional factor to take account of is that several of the polytechnics that increased their number of staff developers were also enrolling numbers of external students: this considerably reduces the amount of staffing increase that is directly supporting *tutor* training.

A clear trend in the southern region and some of the central polytechnics is for more use of independent learning contracts (ILC) by tutors for credit to the regional certificates and diplomas, and for the learning outcomes of staff development-type activities also to gain

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* The four polytechnics not included in Table 20 are also known to have had no overall increase in the numbers of staff available from 1990 to 1993. Between them they employed seven tutor trainers / staff developers in 1990, and six in 1993.

credit to such qualifications. This is partly a matter of the philosophy of learning adopted, based on the self-directed adult learner, and partly a logistical response to the provision of training at minimum cost to small numbers of participating tutors in scattered locations. However, not all tutors want to achieve their training as independent learners, and at the case study polytechnic far more have initially chosen to enrol for group study than for the range of ILC options offered. This is also justifiable in terms of learning process, if learning is seen to be fostered by group activities in which participants learn from each other's experiences and reflections and not just from individualised materials - and is also logistically desirable if a group reaches break-even size.

The trend in northern region polytechnics is for continued support of the regional centre by most polytechnics, but accredited teaching of its basic CAT and many of its CATE courses in-house in the local polytechnics, by the staff development tutors and/or visiting tutors from the regional centre.

Four polytechnics (Waikato, Wellington, Open Polytechnic and Nelson) had developed their own initial tutor training programme, leading to a formal qualification, by 1993. These programmes were developed in response to different internal and external conditions, but in each case depended on a strong team of staff developers being available and interested to develop a programme. In the Waikato case, increasing demand from external participants as well as internal staff needs added to the impetus, as did experience with offering a Unitech Certificate in conjunction with the university. At Wellington Polytechnic there was a long history of interest in internal staff training, and some dissatisfaction with the regional centre's curriculum and delivery. For The Open Polytechnic there was the need to establish specialist training for its own staff of distance educators, with agreement from TEC to recognise the learning outcomes for credit to its regional diploma. Nelson had a team that recognised a gap left by the demise of the southern regional centre, and is the only one of these four at present to have accredited other polytechnics to teach the modules of the new programme it has developed.

The development of these local programmes alongside the regional certificates and diplomas can also be seen as a reflection of the changed tertiary education environment, which encourages competition between polytechnics and increased flexibility and responsiveness to "customer" demand. Funding and costs were further factors considered by these four polytechnics: Waikato and Wellington have received no EFTS funding for their tutors doing these qualifications, but have identified costs savings in not using their regional centres; The Open Polytechnic receives some of TEC's EFTS allowance for accredited teaching of components towards the TEC diploma; Nelson has

received some of the southern EFTS funding for teaching components creditable to the southern diploma.

One factor that may have delayed the development of in-house qualifications by more polytechnics has been the protected EFTS funding linked to the regional centres until the end of 1993. Another factor may be the delays in the NSB consultation process and in the writing of units for registration by NZQA (mentioned in Chapter Three, section 3.4): if a National Diploma in Tertiary Teaching existed on the NZQA Framework, then any polytechnic could apply for accreditation to offer either the full programme, or some of its component units of learning.

Trends in the use of regional tutor training centres

The northern regional centre has had to adjust to changing patterns of demand, and has reduced its tutorial staffing from 17 in 1990 to 13.3 in 1993 - even though three or four polytechnics that formerly used the central regional centre have been added to the northern client list, and increasing numbers of external enrolments from non-polytechnic participants are being accepted to attend courses at the centre. Its size and resources, and location in Auckland, tend to give this centre strength; and the more conventional, course-based structure of its range of certificates and diploma may also be easier to administer, deliver and "sell" than the central region's more open diploma. Its co-operation with the university to develop a degree would also tend to strengthen the centre in future, adding diversity to attract new participants or hold existing ones for longer.

The trend for the central regional centre is one of reducing support from former client polytechnics, and significantly increased use by external participants: the open learning structure and ease of entry to its diploma programme have attracted numbers of external enrolments, some from as far away as Southland.

The increasing non-polytechnic tutor enrolments at both these regional centres signal a trend for resources built up in the polytechnic system in the past for the benefit of polytechnic tutors now to be used for a much wider clientele, and a diversion of some current staffing away from servicing the polytechnic sector. This can be interpreted as a reflection of the new entrepreneurial environment for polytechnics: the centres have had to move to find a new market (i.e. new clients) as they began to lose their former guaranteed market. The new market was readily to hand, as there has been an associated trend for private providers to seek tutor training in order to achieve NZQA accreditation. If this were just a matter of expansion by the centres there would not be a problem, but its

association with an overall reduction of participation by polytechnic tutors in initial tutor training gives cause for concern.

The closure of the southern regional centre at the end of 1991 has been noted in previous chapters. This centre was not included in Tables One, Two or Three, so that its loss of three tutor trainer positions was not included in the overall figures - however, that has been balanced by the establishment in 1993 of 3 EFT positions for staff development and tutor training in the former host polytechnic. The loss of the regional centre but continuation of the southern diploma has caused various adjustments of in-house provision among the client polytechnics, including the emergence of Nelson Polytechnic's CAT qualification to replace the former 12-week initial programme, creditable to the diploma. There were no indications of an intention to re-establish a regional centre, but co-operation and resource-sharing among the southern region staff developers (and involvement with the diploma Board of Studies) has maintained some of the sense of community that was associated with the centre.

A factor promoting the continued survival of the two remaining regional centres has been the three-year protected EFTS funding for diplomas agreed to by the Ministry of Education for 1991 - 3. When this changes in 1994-5 then there may be further reduction in the use of these centres, as other polytechnics will be able to secure EFTS funding to support their own provision of diploma-level qualifications. A counteracting factor has been the loss of funding for relief staffing, travel and accommodation to enable tutors from outlying polytechnics to attend courses at the regional centres.

The increasing interest in qualifications for tutors has been contrary to the expectations of the 1990 Policy, which assumed more informal delivery, but it is in keeping with the trend in most other occupations to encourage the attainment of formal qualifications (especially NZQA-approved ones) and increase the skilled workforce. The increasing number of diploma enrolments in the central region from non-polytechnic teachers is an indication of such a trend outside the polytechnics; a similar trend was reported from the northern region, even though specific figures were not available.

The support of ASTE and the host institutions for the interim funding protection of the regional centres was understandable. ASTE wanted to limit redundancies for its members in the centres, and to retain centres of expertise to be available for member tutors in other (especially smaller) polytechnics. They were well aware of the problems that could arise for smaller polytechnics if such centres closed down, or became too expensive by having to charge on a full cost-recovery basis rather than subsidised EFTS-based course fees -

especially if course costs were to be met from bulk funding paid at a flat rate across the country, with no adjustments for the smaller or more distant polytechnics. The host polytechnics would be aware that the new environment would encourage competition from other polytechnics, and so the interim arrangement gave them time to consolidate and develop the centres, or assess their long-term viability.

Trends in the resourcing of tutor training

This research project did not seek detailed financial information from the polytechnics or regional centres, but the numbers of tutor trainers/staff developers employed have been used as indicators. The varying ratios of staff developers to total tenured staff in polytechnics (see Table Three) suggest that funding of tutor training and staff development is given different levels of priority in different polytechnics. However, those with lower numbers of staff developers may be spending more on regional centre provision and other external courses or providers.

This variability of response is a marked change from 1990, when all tenured, untrained tutors were funded centrally for the costs of a standard entitlement of initial training, and each polytechnic had some "special staffing" funding for staff development in proportion to its size. The costing comparisons set out in Appendix E suggest that smaller and provincial polytechnics are likely to have more difficulty than larger and metropolitan polytechnics in funding tutor training for their staff under a bulk funding system.

Cost had been stated as a major factor in the 1990 Policy, and the problems that might follow for smaller institutions were acknowledged at that time. *Learning for Life* had referred to funding for staff development being provided through the bulk grant, and organisations having maximum discretion over spending (3.7.9.4, page 39), and so the Policy's stated recognition of the special needs of smaller polytechnics was very welcome. However, as reported in Chapter Three, there has been no move yet by the Ministry of Education to apply identifiable specific additional funding on a regular annual basis, as might have been expected from the statement "adjustments for small regional institutions will be treated as an addition to EFTS funding" (*1990 Tutor Training Policy*, page 6).

Cost was also a factor in the 1990 Policy's intention to avoid "an institutional mode of delivery" and to avoid forcing staff training into "a qualifications nexus" (page 5). There was also a reference to avoiding the "double-funding" that could arise if both bulk funding and course fees were used to support staff training. The cost-driven assumption

was that informal staff development rather than full-scale tutor training should be sufficient, which seems to reflect an attitude that tertiary teaching is not a demanding professional role, arising from a lack of appreciation of the needs of polytechnic teaching (see Appendices B and C for summaries of educational factors justifying the need for tutor training). That opposition to qualification-focussed tutor training also seemed inconsistent with *Learning for Life*'s emphasis on improved standards and qualifications for other occupations, and its clear reference (3.7.9.3, page 39) to "qualifications in staff development" being subject to validation by NZQA. The 1990 Policy intentions in this area have not in fact been supported by tutor training trends in the polytechnics in the period of study. Even though there has been some reduction in participation, there has not been a significant move of participants away from qualifications towards a preference for informal activities. Several staff developers in large polytechnics commented specifically on tutors' anxiety to obtain recognisable qualifications, perceived as necessary in the present competitive environment.

The reduction in the number of tutor-weeks of courses completed (from 1747 in 1990 down to 1100 in 1993, over the 15 polytechnics shown in Table One) and the reduced level of tutor attendance at the regional centres (and hence reduced spending on travel and accommodation) suggest that overall spending on tutor training is very unlikely to have increased. The only clearly identifiable increase in spending is the net increase of 5.04 EFT new staff developer/tutor training positions - but one polytechnic now employing six developers/trainers reported that three of those positions had been justified by external (non-polytechnic) enrolments in its courses, and at least two other polytechnics (other than regional centres) are also enrolling external participants. The level of expansion that can be related directly to tutor training must therefore be low. The merging of staff development and tutor training has also made it difficult to separate the two functions and study tutor training in isolation.

The example of the case study polytechnic suggests that the combined tutor training and staff development funding can be refocussed to get maximum value for the polytechnic with minimum additional spending, but economies of scale are involved here. The size and existing resource base of the case study polytechnic worked to its advantage when it wanted to expand its tutor training functions and qualifications; its activities could not necessarily be copied by a smaller institution starting almost "from scratch" under present across-the-board bulk funding arrangements. The size of the staff development unit of the case study polytechnic also makes it feasible for its staff to undertake entrepreneurial activities such as research and consultancy contracts, and thus generate additional funding.

One further aspect of funding addressed by *Learning for Life* was increased student contribution through fees. This has not been a major issue for polytechnic tutors, because staff training / development has continued to be institutionally funded. However, course fees paid to the regional centres by external participants have in some cases been paid by individuals rather than by their employers. Polytechnics that in future choose to treat post-basic education as an individual rather than an institutional concern may require tutors to pay all or part of their course fees, though these may be subsidised by the institution (for example, through a study support scheme like that of the case study polytechnic, used at present for subject-areas qualifications). This issue was raised by the Minister of Education (see Chapter Three, page 45) and has yet to be resolved. A few private (fee-paying) participants have enrolled at the northern regional centre for pre-service training, but are not able to complete their qualification until they have been appointed to a teaching position and completed substantial teaching: a move from in-service (institutionally funded) to pre-service (individually funded) training for tertiary teaching has not yet become a major trend, although it was also hinted at by the Minister (on the same occasion as above).

Some attitudes underlying the question of who is the "customer" and who pays for training emerged from some of the interviews and also some of the polytechnic professional development policies examined. *Learning for Life* had a clear picture of the learners as customers for tertiary education (purchasing a service), but this does not entirely fit the staff training situation. Management generally saw the polytechnic as the main customer, especially for initial staff training, and was concerned that, for example, timetabling of courses at regional centres be more responsive than in the past to a polytechnic's needs. Regional centres tended to see the individual "students" as their main focus, especially at post-basic level where continuation was optional, and the wording of their course brochures is generally directed at the individual learners. Staff developers within polytechnics often had a clearer sense of serving both institutional and individual tutor interests.

Such differing interpretations have implications for the evaluation of tutor training, as well as the question of who should pay for course costs. When polytechnics are paying most of the costs of staff training they have a clear interest in the quality and delivery of the service (training) or product (a trained tutor) that they are buying. Institutional attitudes to the role of staff training and development showed up in policy papers: most saw professional development as including a range of job, personal and academic development functions, with an overall focus on educational development that was likely

to be broadly valuable to the polytechnic; but a few tied training and development more closely to a human resources focus, and tended to use this approach to justify funding only training and development seen to be of value in making the tutor better fitted for the specific needs of his/her position in the institution.

Trends at the case study polytechnic

The case study polytechnic is one of only two in 1993 that no longer make any formal use of an available regional centre for initial tutor training (although tutors at both these polytechnics can enrol individually in the later stages of regional diplomas after completing their basic training internally). It is not possible to predict, at this stage, whether this precedent will be followed by many other polytechnics in the next few years.

It is the only polytechnic with its own qualifications that at present (December 1993) offers them only to internal staff, having chosen to await the Ministry funding decision before offering courses to external participants. The tutor training qualifications offered in this polytechnic have been designed to suit the institution's own needs, although the likely needs and interests of potential external participants (especially other polytechnic tutors) were also considered in the curriculum development, and will be addressed further when the qualifications are offered more widely from 1994 onwards. The more formal, course-based structure of its qualifications is seen as complementing the more open, self-directed structure of the TEC diploma, offering potential clients choice rather than duplication.

As noted in Chapter Three, the reasons for this polytechnic's particular treatment of tutor training can be found in a number of factors: its long history of staff development and tutor support, the qualifications and interests of the ASDD staff, the management's belief that the polytechnic is large enough and mature enough to cater for its own needs, and some dissatisfaction with its regional tutor training centre. This polytechnic has taken a strong approach to academic development across the whole institution: for example, it developed its professional development policy early in the life of its first Academic Board (1991), whereas a number of polytechnics reported in 1993 that they did not yet have a formal professional development policy.

The management practices and academic policies of this polytechnic have responded positively to the directions set in train by *Learning for Life*, and the polytechnic is concerned to define its market and specialisms or strengths within the greater Wellington

area. Its tutor training provision also needs to be seen in this context, intended to contribute to the quality of teaching and make the polytechnic more competitive.

The case study polytechnic's tutor training practices could in a number of ways be described as evidence for the success of *Learning for Life*'s intentions. Funding resources are being used more efficiently, with the savings from regional centre course costs being used to fund staffing to provide a much wider range of internal activities for an increased number of participants. Responsiveness and flexibility have increased, enabling tutor training courses to be provided that meet the institution's needs for course content and delivery times. Accountability has increased, with ASDD being more accountable to the polytechnic management than an external provider would be, and also closely in touch with its internal "students". There is increased "student" participation, with a higher percentage of those eligible for tutor training attending in 1993 than in 1990. Barriers to access have been reduced: for example, non-tenured staff may join internal tutor training courses, whereas they would not have been funded to attend the regional centre before 1991. An element of competitiveness can be observed: the polytechnic intends to offer its tutor training to a wider clientele, and did not do so earlier only because of the decision of the Ministry on protected EFTS funding for the regional centres. (This selective funding support of the regional centres' diplomas was in fact not consistent with the competition principles of *Learning for Life* - but **was** consistent with the equity principles, as it was intended to maintain access to centres of expertise for the client polytechnics.) Excellence in education is being addressed: the proposed degree, Bachelor of Education in Vocational Teaching, aims at further developing teaching expertise, advancing the knowledge base of tertiary teaching, and promoting high standards of professional practice.

Many of those successes are institutional, but flexibility, responsiveness and accessibility for *individual* participants must also be considered. Course evaluations by internal tutor training participants have confirmed they are generally satisfied with the flexibility and responsiveness of the basic Certificate curriculum and its delivery, and increased participation suggests that accessibility has been improved considerably. The numbers joining the optional post-basic (Advanced Certificate) programme suggest that this is also a positive addition to tutors' choices for further education and training, especially for those who wish to obtain formal qualifications. The potential for tutors with only trade-level prior qualifications to work towards a degree in future could substantially extend their educational opportunities.

As stated in the previous section, this polytechnic was fortunate that its size allowed economies of scale, and that it had existing staff development resources that had been built up before *Learning for Life*. Overall, the individual practices and values of this polytechnic would be typical of many others, though the particular combination of features is distinctive. All polytechnics have had to adapt in various ways to the new tertiary education environment, especially in their management practices, budgeting, development of internal policies, and search for ways to be both innovative and efficient in curriculum development and delivery. It is not clear at the time of writing whether this polytechnic's treatment of tutor training will become a trend-setter for others, or an exception to a national pattern that continues to use a mix of in-house and regional centre delivery of courses, together with a variety of informal staff development activities.

The intentions of *Learning for Life*

In this section the findings reported in Chapter Three and the trends noted above are compared with the principles stated in *Learning for Life*. In Chapter Two it was proposed that if the theory of *Learning for Life* holds good, then there should be growing evidence that tutor training is becoming more efficient in its use of resources, more rational in its organisation and management, and more flexible and responsive to the needs of clients; more opportunities should be available, tutor education should be readily accessible, and participation should be encouraged and assisted by polytechnics' "good employer" policies. Tutor training should also be contributing to the equity goals of polytechnics, and to "excellence" in tertiary education.

Does analysis of the trends in tutor training in 1993 suggest that these things are happening?

Reform of funding and efficient use of resources
Funding of polytechnics has been reformed as proposed, and direct funding of regional tutor training centres to provide a national service has ceased. Autonomous polytechnics now decide what proportion of their bulk funds they can afford to spend of tutor training and development, and how training will be provided for from their available resources.

The nationwide effect in 1993 is that bulk funding of polytechnics is apparently producing less tutor training overall than in 1990 (in terms of total tutor-weeks on courses, and percentage of eligible tutors participating), but with considerable variations in different polytechnics. No evidence was found to suggest that, across the sector, more

and better training is being provided for all eligible tutors from the available funding than in 1990, and there are marked differences between what can be funded by a smaller provincial polytechnic and a larger metropolitan one. The enrolment of non-polytechnic tutors in the two regional centres is helping to keep those centres viable, but also means that an increasing share of the resources is going to support training for non-polytechnic tutors.

Learning for Life proposed that across-the-board bulk funding of polytechnics would facilitate making comparisons between institutions: but in the case of training and development the trend has been for internal allocations and practices in different polytechnics to become so varied that comparisons are difficult, especially where training and development activities cannot be clearly distinguished, and where some costs may be treated as central overheads and others as departmental.

Decentralisation, increased autonomy of institutions, and rational management

The polytechnics in 1993 are much more autonomous than in 1990, and all major administrative functions have been decentralised. Polytechnics now have charters, and produce corporate plans, business plans and detailed annual reports as evidence of their rational management and accountability.

Tutor training delivery has also been decentralised, and the assets of the former regional centres have passed to their former host institutions. One of these institutions used its autonomy to close the southern centre at the end of 1991, believing it to be unviable in the new environment.

However, just as smaller polytechnics have had more difficulty than larger ones in coping with the effects of across-the-board bulk funding, so have smaller educational programmes had difficulty in surviving in some areas, despite their social and economic value to a local community. When initial tutor training existed as a "national entity" its collective effect (even after regionalisation in 1986) gave it some substance and status, and the curriculum was offered as a distinct educational programme in its own right. Now that initial tutor training has been decentralised to individual polytechnics, in some it seems to have become more difficult to identify and define in a way that can compete with other demands for funding - an effect at least partly resulting from the 1990 Policy intention for tutor training to be treated as "informal activity" paid for from the bulk funding, rather than as a distinct EFTS-based educational programme. Tutor training is

now clearly identifiable and comparable only in polytechnics where it is still undertaken as a specific educational programme.

There was a rationality about the 1990 standardised arrangements that was visible and perceived to be equitable for tutors across the country. Certainly there were costs: but travel and accommodation were funded in order that all tutors had equal opportunities to participate in their entitlement to a coherent 12-week initial training programme. It is difficult to assess the irregular delivery and effects of 1993 tutor training as being rational on a national basis: a tutor's treatment depends very much on the polytechnic he or she is appointed to.

Increased flexibility and responsiveness

If flexibility is defined as the ability of polytechnics to make local decisions about their use of resources or the provision of courses in response to locally identified conditions, instead of having to follow nationally imposed requirements, then considerable flexibility has been achieved by 1993. But in the area of tutor training the decisions resulting in apparently flexible responses appear more often to be the result of very limited ability to make other choices - the apparent flexibility is more often only "variability" from polytechnic to polytechnic.

Whereas *Learning for Life* envisaged students making rational choices of programme between competing providers, no such choice is really available in tutor training in 1993. The "market" is too small and scattered for true competition, and in the meantime smaller provincial polytechnics have had their affordable options for tutor training effectively reduced because they get no annually guaranteed extra funding for travel and accommodation costs incidental to the cost of the training itself. If polytechnics cannot afford to use regional or neighbouring centres of expertise as much as they would like, then choice and accessibility of educational opportunities have diminished.

A factor complicating the area of choice and competition was the transitional funding protection given to the regional centres for 1991-1993: because only the regional centres were able to charge EFTS-based fees for tutor training, polytechnics were encouraged to use them rather than developing their own programmes or using those of neighbouring polytechnics; yet the lack of supplementary travel funding had a counteracting effect, making it difficult for outlying polytechnics to use the centres, so that substitute mechanisms such as local accreditation or visiting regional tutors were increasingly used.

It is true that in 1993 there are more tutor training programmes and qualifications in existence than in 1990, and that their individual curriculum approaches show differing responses to differently diagnosed needs - but their existence does not guarantee nation-wide similarity of choice for tutors at all polytechnics.

It is also true that some polytechnics have chosen to cease using one regional centre in favour of using another - but in the south the option of a regional centre does not exist at all. Similarly, the increasing use of independent learning contracts and other forms of independent study has been noted, but one has to question how much these have been justified on educational grounds, and how much on economies and practicalities of delivery. Not all aspects of learning are fully suited to individualised instruction, and tutors (like other learners) should to be able to make informed choices between different available modes of delivery that suit their learning styles, their employer's needs, and their stage of progress through training.

Greater equity of opportunity and access in tertiary education

Equity needs to be questioned in two ways: firstly, whether equity of opportunity and access to tutor training have improved since 1990; and secondly, whether the effects of tutor training are contributing to making polytechnic education more equitable for tertiary students. The issue of what is understood by equity is also important to this analysis: Appendix K contains some background notes on aspects of equity and equality in education. In the context of this thesis, the *formal principle of equality* should be noted: that equals should be treated equally, and unequals unequally. This principle was applied in pre-1991 tutor training, when differing costs were met to enable all tutors, whatever the location or size of their polytechnic, to attend training centres and receive their equal entitlement to training. By contrast, in 1993 bulk funding applies the *principle of identical treatment*, with very unequal effects.

Learning for Life was concerned that tertiary education be more attractive to students from under-represented groups in society, and that curricula be developed to be suitable to their needs. Its main concern was for school-leavers or other individuals making choices about their tertiary education, and its focus was on reducing barriers to entry or participation. Tutor training, however, is aimed at people moving into a second career, who gain automatic right of entry to tutor training on their appointment to a polytechnic teaching position. All polytechnics have equal employment opportunity policies, and the entry/appointment requirements (qualifications and work experience) depend mainly on the needs of the occupational area a teaching department serves.

Where individuals have sought to enter tutor training as a pre-service programme, the regional centres and polytechnics offering programmes have applied very open access policies. External groups such as Access, Maori Access and TOPS tutors and industrial trainers have made substantial use of such tutor training programmes in recent years, which suggests that they are not encountering significant barriers to entry or participation.

Tutor training must also address issues of equity by preparing tutors to work with groups and individuals from all sectors of society, and can contribute significantly to the development of equitable attitudes and practices among the staff of polytechnics. In fact, preparation of tutors for this aspect of their work was identified as one of the defining characteristics of vocational teacher training in Hobart's work, summarised in Appendix C. The effects of this aspect of tutor training were not studied formally as part of the research, but general observations can be drawn from curriculum materials made available during the research. The actions taken by regional tutor training centres and polytechnic staff developers to include specific course materials and activities relating to equity issues since the mid-1980s were noted earlier: generally the trend has been for tutor trainers and staff developers to initiate action ahead of demand from many of their colleagues in the polytechnics - and this trend started before *Learning for Life*. The regional centres in particular have made specific efforts to be biculturally aware, including Maori protocols in their policies and activities and appointing Maori members to their staff teams. As well as biculturalism, they have addressed gender, ethnicity, cultural difference, disability and sexual preference as major equity issues in both formal tutor training courses and informal staff development in the local polytechnics.

All polytechnics' charters and policies formally promote positive attitudes and practices in relation to equity issues, although the personal attitudes of staff are likely to vary, reflecting a range of attitudes in society as a whole. ASTE policies and practices also support affirmative policies and action to achieve equitable processes, and create further standards for tutors. The context for tutor training initiatives to develop equitable attitudes and practices was therefore found to be very positive, but only the formal policy requirements were directly attributable to *Learning for Life*.

Promotion of excellence in education

This issue also needs to be addressed in two forms: whether tutor training is producing excellence in the education of professional tertiary teachers; and whether tutor training is facilitating excellence in the teaching of students who enrol in all the other courses and programmes at polytechnics. Quality was not specifically addressed in this research, but some comments can be made on the issue of excellence in tutor training on the basis of

curriculum data supplied by trainers and staff developers in the course of the research, and the clearly observable length of tutor training programmes.

Given the minimum entitlement of 12 weeks of teacher training that new tutors in most polytechnics still have, plus the very variable ways of delivering this training over often quite lengthy and broken periods of time, it is difficult to conclude that initial tutor training in New Zealand in 1993 can be "excellent" for all participants. Other professional occupations would not normally consider 12 weeks of professional training, subsequent to academic discipline studies, as sufficient preparation: for example, law and accounting have considerably longer requirements for "professional practice" studies that follow the initial academic degree qualification.

The potential for professional excellence can be found in the longer diploma programmes that build upon the initial 12-week provision. A number of tutors recognise this and make a personal commitment to go beyond the minimum, and are supported by their polytechnic employers to do so - but completion of a diploma is not mandatory for all tutors. TAFE teachers in Australia and FE teachers in England are all expected to do the equivalent of the New Zealand diplomas - not just 12 weeks, with further studies for a diploma considered as an "optional extra". This is not to deny the quality of the curricula offered for initial tutor training in New Zealand - course evaluations and comparisons with overseas curricula suggest quality is high - but clearly there are limits to what can be achieved in a comparatively short programme.

Has tutor training since the 1990 reforms contributed to increasing excellence in polytechnic education? The research did not seek answers to this complex question, and three years is considered too short a period for such a trend to be observed. Some trends observed in the course of the research, however, do give cause for concern. On the positive side, the initial tutor training certificates and subsequent diplomas address many areas analysed by polytechnics as being in need of attention, such as curriculum development, innovative approaches to teaching, assessment techniques, developing an equitable learning environment, and promoting professional practice. However, on the negative side, it is significant that the 1990 Tutor Training Policy Statement made no direct reference to the importance of tutor training in contributing to excellence in polytechnic education, even though this could have been used as justification for increasing rather than reducing the resourcing of tutor training. The 1990 Tutor Training Policy funding decisions allowed a situation to continue in which tutors may be placed under pressure to work across the whole range of expected responsibilities before they have been fully trained, and even be asked to delay attending tutor training because of

local curriculum development and assessment pressures; this means that some new tutors are likely to be proceeding by trial-and-error rather than in informed, professional ways. It would appear that short-term needs, largely cost-driven, have been allowed to deny the long-term advantages of more attention to tutor training/education, and that a history of government acceptance of minimum-time tutor training since 1973 has created and maintained a perception that not much training is needed to be a tutor. This perception is quite contrary to the international view presented by Hobart, summarised in Appendix C.

The longer-term implications of the issue of excellence in polytechnic teaching and in tutor training will be addressed in the final chapter, as an area deserving of further research.

Chapter Five: Conclusions

This chapter deals with conclusions that can be drawn from the findings and analysis, limitations that may have affected the research project, some recommendations, and suggested directions for future research.

Conclusions relating to the key research questions

The key research questions are used below to focus initial conclusions:

What provision has been made in polytechnics for initial tutor training in the 1991-3 period?

Chapter Three and Appendix F reported details of tutor training practice in the majority of polytechnics. Chapter Four's analysis showed that the main trends were towards variable but generally decreased participation in tutor training, increasing diversity in the forms of provision, increasing delivery in polytechnics, and decreasing delivery at regional centres. The reduction in tutor participation was more marked in provincial than metropolitan polytechnics. Not only was there a general drop in the percentage of eligible tutors participating, but those doing so were almost all completing fewer tutor-weeks per year than in 1990. More staff developers in polytechnics were becoming involved in tutor training delivery, and local qualifications were becoming available in addition to the regional diplomas. The two remaining regional centres were providing for increasing numbers of non-polytechnic participants. Fewer tutors from provincial polytechnics were attending courses at regional centres, so that less funding was being spent on travel and accommodation; and there was only a small overall increase in the numbers of staff developers / tutor trainers over the whole system to support initial tutor training.

The overall conclusion to this question is that tutor training has continued to be made available in some form by each polytechnic, but that provision is very variable around the country, and new tutors no longer all have equal access to an initial 12-week entitlement of training as they did in the pre-1991 period.

If changes are identified in the provision of tutor training in the 1991-3 period compared with the pre-1991 period, to what extent are they attributable to the effects of government policy decisions, especially those relating to funding and institutional autonomy?

The changes in provision noted above are directly attributable to the funding changes associated with the move to bulk funding of individual polytechnics, resulting from *Learning for Life* and the Education Amendment Act (1990), and the 1990 Tutor Training Policy's removal of direct central funding for tutors to attend regional tutor training centres. It is concluded that standardised bulk funding has had inequitable effects, particularly for the smaller provincial polytechnics: they are less able to provide access to tutor training than they were in the pre-1991 period because they have no guarantee of supplementary funding for travel and accommodation to enable their staff to attend regional centres; and their size means they cannot support a substantial in-house training department.

If changes are identified in the provision of tutor training in the 1991-3 period compared with the pre-1991 period, to what extent are they attributable to other factors such as institutional location or size, institutional values and organisation, the educational philosophy and practice of an institution's staff development unit, or a combination of these?

Analysis of the data, especially that relating to the case study polytechnic, suggested that a number of factors such as these did influence the form and amount of tutor training that a polytechnic might provide for its staff. Increased flexibility, responsiveness and accessibility were identified in the case study polytechnic's tutor training provision, but it was also considered that this was not typical of the national trends observed. The difference was interpreted as being largely due to that polytechnic's prior history of substantial staff development, its existing resource base, and its sufficiently large size to support a substantial tutor training facility. By contrast, smaller provincial polytechnics were less able to provide substantial courses in-house (a single generalist trainer cannot replicate the range of expertise available at a regional centre with multiple staff serving a number of polytechnics), and also less able to afford travel and accommodation costs to send staff to the regional centres (despite the centres' protected EFTS-based course fees). A further factor influencing local variations has been the impact of the Employment Contracts Act and the loss of a national agreement on conditions for tutors. It is concluded that local conditions may

either mitigate or exacerbate the effects on tutor training of the change to bulk funding and institutional autonomy.

If changes are identified in the provision of tutor training in the 1991-3 period compared with the pre-1991 period, to what extent can they be assessed as constituting significant variations between polytechnics?

The preceding paragraphs make it clear that there are now significant differences between polytechnics in their provision of initial tutor training. Gains in some polytechnics have been outweighed by substantial losses in many others. Before the administrative and funding reforms, all tutors shared in a national entitlement to 12 weeks of initial tutor training, regardless of the size or location of the polytechnic that employed them. Up to 1991, the central government funding of travel, accommodation and relief staffing (as well as the direct costs of the regional tutor training centres) meant that tutors in "unequal" situations were treated "unequally" in order to attain equal and equitable ends. Since 1991 the "equal" treatment of bulk funding has resulted in much more unequal effects, depending mainly on the size of institutions, but also to some extent on the management policies of the autonomous polytechnics.

The references in the 1990 Tutor Training Policy to the desirability of "informal staff training" suggest that the policy-makers may have anticipated such variations occurring and considered them acceptable, although no educational justification was offered in the policy to support any reduction in training provision that might result from the cost-cutting measures that were to be implemented. Nor was any educational argument offered in the policy to suggest that differences in the size and location of polytechnics would justify different forms or amounts of teacher training for their tutors: students and courses in polytechnics are reasonably similar across the whole sector and basic tutor training needs can therefore be expected to be similar across all polytechnics.

It is concluded that the observed changes in provision of and access to tutor training represent significant variations between polytechnics, and that this situation gives cause for concern as a major equity issue.

To what extent have the overall policy intentions of Learning for Life *for polytechnic education been achieved or contributed to by changes in tutor training provision in the 1991-3 period?*

This large question could not be fully addressed in the present research, but two aspects were considered briefly in the analysis in Chapter Four: firstly the effects on tutor training itself, and secondly the effects that tutor training can have on the delivery of quality education to all other polytechnic students.

It is concluded that in the short term the reforms have had very mixed effects and only limited successes. The move to greater institutional autonomy did not inherently create problems for tutor training, although it did create the potential for some polytechnics to place greater or lesser value on tutor training when setting institutional priorities. The effects of across-the-board bulk funding were much greater and much more immediate. Some institutions, such as the case study polytechnic, have responded to the new environment by increasing the range of teacher education available to their staff through offering qualifications beyond the basic 12-week programmes - but such post-basic tutor training has been treated as an "optional extra" and not required of all staff. Other polytechnics are having difficulty in enabling their staff to complete even the basic 12-week training within a reasonable number of years.

No evidence was found to show that there has been an overall increase in "excellence" in tutor training that can be directly attributed to the administrative and funding reforms, and it is concluded that this may stem from the expectation of the 1990 Tutor Training Policy that informal delivery of "non-qualification" activities would be sufficient. The researcher considers it ironic that the needs of tutors for high quality professional education should be so under-valued when *Learning for Life* makes statements such as:

> "The success of the reforms will be measured in how they advance both excellence and equity as twin goals of our education system." (page 4)

Questions as to the quality of tutor training, amount of training received, and its effectiveness have not become major issues to date in an NZQA accreditation of a polytechnic, as far as the writer is aware; but the potential is there for such questions to be raised in future, which could increase attention to the necessity for tutor training to be more substantial - and more substantially funded.

In the equity area, the research findings and analysis suggested that the tutor training curricula of the regional centres were already helping tutors to promote the

development of equitable practices in polytechnics before *Learning for Life*, and that the administrative and funding changes had had little effect on the achievement of equity goals. It is concluded that a contradiction exists between the pursuit of efficiency goals (based on cost-effectiveness, administrative rationality and across-the-board bulk funding) and the pursuit of equity goals (which may require special treatment, especially differential funding to create opportunities or limit disadvantage). The conclusion above that bulk funding had created an equity problem in the area of tutor training itself must be taken into account again here.

Other conclusions

The change of direction from a centrally funded, regionally-provided, largely co-operative model of tutor training, to a locally-funded, variously-provided, more competitive model is firmly established and would now be difficult to stop. However, polytechnic tutor training may not move as far toward the extremes as the policy-makers may have wished, because of various local differences and influences.

To be pragmatic, the researcher accepts that there will not be a return to centralised provision of regional centres that all tutors are required to attend. Significant changes in local practice have taken place over the past three years, and institutions like the case study polytechnic that have invested funds, and staff time and effort, in major new initiatives would not wish to turn the clock back - especially if their evaluations show that staff and management are satisfied with the worth of the new provisions. This is not to say, however, that all institutions and individuals are satisfied with the new order.

The very real problems identified for smaller and/or provincial polytechnics cannot be ignored. Ideally the best of both in-house and regional centre provision should be readily available and affordable, for all polytechnics, in order to provide real choice and real accessibility; this would also compensate for the fact that the two modes (in-house and regional centre) each have both advantages and disadvantages. Mechanisms are also needed to ensure that tutor training can be completed as quickly as possible, rather than spread over many years. Flexibility, choice and accessibility were among the intentions of *Learning for Life*, so it should not be unreasonable to expect policy to be developed to enable those intentions to be achieved.

It would have been more logical, in the light of *Learning for Life*'s equity and excellence principles, for the 1990 Tutor Training Policy to state that the time had come when tutor training should be resourced so that all new tutors from 1990 onwards would be expected to achieve a diploma, over a maximum period of three to four years. It appears that the cost concerns over-rode the educational and equity concerns. But it is ironic that training and qualifications for tutors should be downplayed just when improved skills and qualifications for the rest of the population are being promoted, with *Learning for Life* using phrases such as "actively encourage excellence... maximise educational potential... encourage free and independent thinking, expand the frontiers of knowledge, and develop vocational skills to the highest possible level." (NZ Ministry of Education, 1989b, *Learning for Life: Two*, page 9)

The conclusion is clear that the 1990 Tutor Training Policy addressed only the cost-efficiency intentions of *Learning for Life*, and not the equity and educational excellence intentions. The fact that the policy statement referred only to the Costings Taskforce recommendations and not to the Staff Training and Development Taskforce recommendations supports such a conclusion.

A further conclusion is that the influence of Treasury economic policy on the implementation of *Learning for Life*'s educational policy was considerable, and that the early concerns expressed by academics about this influence and its potential effects were justified. There is a paradox between the intention that polytechnics be autonomous, with minimum interference from the Ministry of Education, and the overall central control that remains associated with the Ministry as the source of bulk funding. Some issues, such as the question of whether the tutor or his/her polytechnic is the client or customer for tutor training, and whether training is a cost or an investment for the employer, remain open. Human capital theory emphasises the value of education and training to the individual, as a marketable commodity, and Treasury's view of education was that the benefits accrue mainly to the individuals - but the whole basis of staff training is that significant externalities are generated, i.e. there are benefits to others beyond the immediate trained/educated person. Certainly the expectation in providing for tutor training is that externalities will be generated that are of value to the employing polytechnic - and to all the students who enrol in polytechnics.

Despite hints by the Minister of Education in 1991 that tutors should pay for their own further education, or even have to pay for pre-service training, the research showed no present trend towards the full implementation of such suggestions. Current planning by polytechnics and regional centres is still focussed on in-service initial tutor training and

continuing staff development, funded by polytechnics from their bulk grants. It is therefore concluded that, although tutor training policy has been influenced by "New Right" theory relating to the desirability of bulk funding and institutional autonomy, it has not implemented a more extreme interpretation that would have seen the costs passed on to tutors rather than being met by the polytechnics.

Limitations

Certain limitations in the research study need to be taken into account when drawing conclusions from the findings and analysis.

The researcher's active involvement in the events and situations being studied, as a member of the professional development staff in the case study polytechnic, created the potential for some personal bias to influence the selection and interpretation of data. However, this can be balanced against the positive effects of having considerable background knowledge from which to build the research project and interpret data, and ready access to appropriate data for the case study; prior professional contacts with those invited to respond to the survey may also have contributed to their willingness to collect data for the study.

Because of the time available for a Masters research project, certain aspects were deliberately not addressed; for example, any assessment of the quality of tutor training would need much more time for a complex longitudinal study, and a wider literature survey would also need more time.

The changing nature of tertiary education, with institutions becoming more autonomous and competitive, meant that a decision was made not to seek detailed financial information about the resourcing of tutor training and staff development in the survey questionnaire, as many institutions were unlikely to release such operational details.

A number of institutions were unable to provide the requested survey data for both 1990 and 1993, either because of changes in the recording and storage of data, or because of limitations in the types of data recorded in earlier years. A further factor in this area was the difficulty some institutions have at present in separating "staff development" from "tutor training", which led to some inconsistent responses to some questions.

Even in the comparatively short data-gathering period of the study, from May to November 1994, the situation being studied was in a state of flux. When the research proposal was first developed in 1992, it was expected that ASTE would renegotiate a further national employment contract for tutors with standard conditions for initial training, and that a Ministry decision on post-1993 EFTS-funding of tutor training diplomas would be announced early in 1993 (rather than in December), so that polytechnics' plans for the future could have been reported as part of the findings.

Overall, despite these limitations, the researcher believes that sufficient reliable and verifiable data was obtained to indicate distinct trends, from which the conclusions above have been drawn, and the following recommendations developed.

Recommendations

Recommendations arising from the conclusions are proposed in three areas: policy relating to supplementary funding for initial tutor training, policy relating to post-basic qualifications for tutors, and areas for further research study.

Policy for supplementary funding

In view of the overall conclusions reached, it is recommended that the 1990 Tutor Training Policy's original intention to address the need for extra funding support to small and/or provincial polytechnics for tutor training should be implemented, through identified regular annual grants over and above the EFTS-based bulk funding. This recommendation for differential funding, particularly to meet travel and accommodation costs to enable tutors to attend regional tutor training centres, is justified in order to fulfil the equity and educational excellence intentions of *Learning for Life*, which appear to have been neglected in favour of the cost-efficiency, administrative rationality intentions.

Such an increase in funding would enable polytechnic managers to make more rational choices among options for tutor training, and would provide for the flexibility and choice (for both employing institutions and individual tutors as learners) that were also *Learning for Life* intentions.

Policy for further qualifications for tutors

A longer term recommendation is that policy should be developed and funded to promote the attainment of more substantial teaching qualifications by polytechnic tutors. If educational excellence is the aim of *Learning for Life*, then a Diploma in Tertiary

Teaching should become the norm expected for tutors (instead of a 12-week Certificate), to bring them into line with the standards that have been set in countries like Australia and England for many years. This has greater cost implications than the first recommendation, as it would involve increased course costs, probably some travel and accommodation costs, and also relief staffing provision if tutors are to be enabled to complete such a qualification within a reasonable period of time.

Further research

Because the present research study has addressed only the first three years of a major change in direction for the tertiary education sector, continuing research is recommended. The three-year interim funding arrangements for the regional tutor training centres are just ending, and so further changes are certain to develop in the next two or three years. The limitations acknowledged that detailed costings and the issue of what constitutes quality in teaching (and tutor training) were not addressed. Proposals for further studies therefore include:

(a) A longitudinal study of the funding and costing of tutor training, involving more specific financial data if polytechnics are willing to make such data available.

(b) Comparative case studies of polytechnics, focussing on their choice and use of different forms of tutor training (such as in-house or regional centre, part-time or block, and mixed forms), the local and national variables that lead to such choices, and the advantages and disadvantages of different models of tutor training.

(c) A substantial qualitative study of factors affecting tutor training, such as:
   tutors' and managers' conceptions of learning and teaching;
   conceptions of staff training, professional development and on-going education;
   tutors' preconceptions of polytechnic teaching compared with their perceptions
      during probation and initial training, and later reflections when more
      experienced;
   attitudes to pre-service and in-service training and education;
   implications of the impact of career change on tutors' readiness for new learning;
   perceived training needs at different stages of a tutor's teaching career;
   conceptions of professionalism in tertiary teaching;
   career anchors and motivations of professional tertiary teachers.

(d) Research into some of the relationships between tutor training and "excellence" of teaching in polytechnics

Personal conclusions and reflections

To sum up, I have found this research project very interesting, and believe it has been worthwhile to investigate New Zealand tutor training in the 1990s. Despite my expressions of concern at what is happening in some areas, I am impressed by the professionalism and dedication of those involved in the development and delivery of both tutor training and staff development in our polytechnics. I detect in them a mixture of pragmatism and idealism - pragmatism in determining to do the best they can for new tutors, despite the difficulties associated with the major funding and administrative changes; and idealism in always wanting to improve tutor training, to make it more professional and enhance its value to tertiary education as a whole. The administrators and policy-makers may sometimes appear to forget the educational purposes of tutor training, but those developing and delivering it do not.

If I were starting all over again, I would probably try to obtain more financial data; and I would seek to carry out a second case study in another polytechnic, preferably a smaller provincial one, in order to have more detailed comparative data. However, I believe that while this would have strengthened my data and analysis, it would not have significantly changed the conclusions and recommendations I have reached.

If other researchers undertake projects that follow on from this present study, I wish them well and believe they will be working in a fruitful area that is worth studying. I remain convinced of the value of tutor training in contributing to the quality of polytechnic education in New Zealand.

Glossary of Abbreviations

AAVA	Authority for Advanced Vocational Awards
APNZ	Association of Polytechnics of New Zealand
ASDD	Academic and Staff Development Department (Wellington Polytechnic)
ASTE	Association of Staff in Tertiary Education
ASTU	Advanced Studies for Teachers Unit
ATTI	Association of Teachers in Technical Institutes
CAE	College of Advanced Education (Australia)
CAT	Certificate in Adult Teaching
CATE	Certificate in Adult and Tertiary Education
CEO	Chief Executive Officer
CPD	Centre for Professional Development (Auckland Institute of Technology)
Dip.ATE	Diploma in Adult and Tertiary Education
EFTS	Equivalent Full-Time Student
ETSA	Education and Training Support Agency
FE	Further Education (UK)
FT	Full-time
FTE	Full-time Equivalent
HOS	Head of School
ILC	Independent Learning Contract
ITO	Industry Training Organisation
MIS	Management Information System
NEQA	National Educational Qualifications Authority, the name used in *Learning for Life* for the body that was ultimately called NZQA, q.v.
NSB	National Standards Body
NZAPT	New Zealand Association of Polytechnic Tutors
NZPPC	New Zealand Polytechnic Programmes Committee
NZQA	New Zealand Qualifications Authority
PAMC	Programme Academic Monitoring Committee (Wellington Polytechnic)
PBTE	Performance Based Teacher Education
PCET	Post-Compulsory Education and Training
PDT	Professional Development Time
PDU	Professional Development Unit (at Wellington Polytechnic)
PSET	Post-Secondary Education and Training
PT	Part-time
PTE	Private Training Establishment
RPL	Recognition of Prior Learning
TAFE	Technical and Further Education (Australia)
TCA	Technicians Certification Authority
TCB	Trade Certification Board
TDL	Tutor Discretionary Leave
TEC	1986-1992 Tutor Education Centre; 1993 onwards, The Education Centre (at Central Institute of Technology)
TIA	Technical Institutes Association (later became APNZ, q.v.)
TOP	Training Opportunities Programme
TRB	Teachers Registration Board
TRL	Teaching Refresher Leave
TRU	Teaching Resources Unit (at Wellington Polytechnic)
TTU	Tutor Training Unit

Appendix A

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22 May 1990

TUTOR TRAINING: POLICY STATEMENT

BACKGROUND

1 Polytechnics have traditionally divided **staff training** (initial tutor training) from **staff development**. Tutor training is carried out in three regional centres attached to a host institute. Staff development is performed in each institution.

2 The existing bulk funding arrangements for polytechnics in 1990 **includes** funding for the EFTSs generated by tutor training in the three regional tutor training centres. This funding is within the host institution's bulk funding.

3 The host institution's funding also includes the $1.2 million special operating funding granted annually to the three tutor training centres. This is used primarily on travel and accommodation.

4 The net effect of the 1990 arrangements is to continue the separate funding of polytechnic tutor training. Tutor training costs have not been included in the Costings Task Force cost categories. The Costing Task Force has proposed that polytechnics negotiate EFTSs for tutor training and that a cost category be determined.

5 On a wider front, funding for university and college of education staff training and development has been included in their bulk funding for 1990, and will continue to be included in such bulk funding for the triennium. Individual polytechnics have staff development (but not tutor training) included in their bulk funding.

PRINCIPLES:

6 **Learning for Life** established that similar courses should be funded across the tertiary sector at similar levels and in a similar way. The questions remains whether tertiary staff training in the different sectors is similar, or should be similar.

7 **Learning for Life** also established that individual institutions should control staff training and development. Their charters would contain broad statements reflecting a commitment to staff training and development. These in turn would be translated into measurable objectives in the corporate plan.

8 Polytechnics may choose to continue to support specialist training centres on the grounds that:

  * some polytechnics are too small to meet the diverse range of training needs from their own resources;

  * duplication of resources and expertise should be avoided;

  * individual polytechnics, with a different growth and staff turnover patterns, may be unable to provide viable numbers for cost-effective training;

  * quality training requires staffing that allows for some specialisation in the facets of teacher education. Tutor training includes adult learning; teaching method;

curriculum design and development; assessment; educational media; management and counselling.

However, the decision to support specialist training centres is a choice for each institution to make.

FUNDING:

9   At present only the polytechnic system funds staff training in an explicit way. The current level of funding is approximately $4 million (not including capital works, minor capital works, maintenance, tutor removal costs, equipment, or the largest cost: that of salaries of trainees while training, ie: replacement staffing costs). Replacement staffing costs in 1990 are included in all polytechnic bulk funding within the 6.8% leave entitlement. This is based on the total staffing entitlement of a institution (which includes many part-time tutors). It has had the addition of the 6.5% growth factor for 1990.

OPTIONS PROPOSED FOR TUTOR TRAINING FUNDING:

10   **Option A** is suggested by the Costings Task Force. It places polytechnic tutor training within the cost categories of the EFTS model and separates it from other staff training and development which is funded through a component inherent within each EFTS. A special cost category would be created. Individual institutions would claim EFTSs for the delivery of training. Institutions could trade in these EFTSs, and collaborate in supporting a regional mechanism for delivery.

11 **Option** B would fund all staff training and development as a component within each EFTS (across the entire tertiary system). That is, each EFTS would have built into its funding an inherent component for staff *training* and development. Institutions would indicate through their corporate plans the level of staff training and development they intend to carry out; such training will need to accord with award requirements and be appropriate; the *annual* report would monitor this.

12 **Option** C would adopt **Option** B in the long term. However, in the short term would disconnect tutor training from being funded as a component of all EFTSs and retain -it as a tagged item. This would allow a transition arrangement for 1991 until the EFTS system settles. Regional centres would continue in the meantime but with individual institutions having control over the level of their staff training input consistent with the award requirements.

THE AGREED POLICY:

13 **Option** C has been adopted. Included is the decision that tertiary staff training is sufficiently similar across the sector to be treated in a similar way.

14 **Option** A would result in:

a   double funding for staff training and development as a component inherent in the funding for all EFTSs, but also funded through an EFTS claimed by the institution;

b   staff training being driven into a institutional mode of delivery. It should be possible for staff training to be purchased from any source and not simply through the EFTS system internal to Government funded tertiary education. Informal staff training, which forms a large portion of training and development

within the system, is penalised in such an EFTS delivery. Similarly, staff training is forced into a qualifications nexus which does not suit informal provision.

TUTOR TRAINING CENTRES:

15 The implication for the tutor training centres of **Option C** (based on the longer term of **Option B**) is that they be incorporated within the host institutes who are at present the legal employers of the staff. It will be the decision of the host institute whether the centres function as separate departments within that institute and contract to other institutes for training as desired. The host institute would become owners of the assets. This will be a quid pro quo for possible redundancies if the centres do not maintain current levels of EFTS.

In general, the Ministry believes the majority of staff training can be delivered through the staff development structures of the polytechnics and universities. A superstructure exists within both sectors and will develop in colleges. Staffing may be sufficient for smaller institutions at current levels; larger institutions could absorb possible redundancies from the regional centres into their staff development structure. This does not prevent regional co-operation and contracting to other institutions.

17 The interim arrangement of **Option C** treats tutor training as a line item for 1991, moving to **Option** B in 1992. This will:

a give polytechnics and regional centres further time to adjust;

b oblige universities and colleges to begin to fund staff-training and development from out of existing resources.

18 Any disadvantages suffered by small regional polytechnics will be recognised in the bulk formula applied to those institutions. EFTS cost categories will remain consistent across the tertiary sector; adjustments for small regional institutions will be treated as an addition to the EFTS funding. The Costings Taskforce is currently establishing the social cost which will be applied to small institutions on a graded basis .

18 *(18 sic)* It is suggested that TCI continue the work already begun on developing a distance education package suitable for staff training. It would be logical for this to involve Massey University and ASTU from Palmerston North Teachers College. Alternatively, each sector could provide their own packages. The decision is essentially one for the institutions but the Ministry will facilitate talk.

19 It is not desirable to have the regional centres established as chartered institutions because of the considerable capital and administrative costs involves. For instance, current HODs will wish to become chief executives; payroll structures will have to be created for centres of between 5 and 15 staff; premises would have to be found. In addition, the viability of stand-alone institutions will be precarious if significant numbers of polytechnics decided to.purchase training elsewhere.

(Signed)

Dr Alan Barker
Co-ordinator
Interim PCET Group

Appendix B: Characteristics of TAFE Teaching

Scarfe, Janet, 1991, Literature Review, National Review of TAFE Teacher Preparation and Development:

Summary of literature review findings:

Scarfe found a consensus that TAFE is likely to be characterised by:

- a sense of being one component of the national and local vocational education and training system - recognition of other parts and articulation between them;
- increasing variety in teaching methods and venues, especially computer managed learning (CML) and computer assisted learning (CAL);
- more flexibility in course design and delivery, including self-paced, flexible entry / exit, and client-specific programmes;
- moves towards associating competence with demonstration of skills rather than time-serving;
- development of revenue-generating capacity, eg fee-for-service arrangements with industry;
- award restructuring and a different industrial relations situation for TAFE teachers;
- greater diversity in student population as a result of social change - e.g more women and other under-represented groups, higher school retention rates, and effects of industrial changes.

Scarfe reached these conclusions on the implications for teacher preparation (page 38):

"In summary, among the persistent issues in TAFE teacher education and professional development emerging from reports and articles are:

- the diversity of expertise and educational approach brought by beginning TAFE teachers. Related issues include credit for and recognition of prior experience and appropriately structured programmes to accommodate this experience and expertise;
- addressing the identity crisis beginning teachers experience as teachers and students, exacerbated by their transition from an industry environment to an educational environment;
- views on the core of knowledge essential for beginning teachers from their first day in the classroom;
- the appropriate providers of initial education and professional development;
- the quality of co-operation and communication between TAFE and the major higher education provider;
- the distinctiveness of TAFE, especially the qualitative differences between TAFE and education or training in other sectors;
- the most appropriate delivery modes; and
- the appropriate extent of specialisation."

Appendix C: The nature of vocational and industrial teaching

In the *International Encyclopaedia of Teaching and Teacher Education* (Dunkin, Ed., 1987) Hobart's chapter on Teacher Education for Vocational and Industrial Education made the following points that continue to be relevant to polytechnic teacher education today:

"To describe, therefore, the systems that are needed today for a comprehensive preparation it is necessary to consider three essential factors that shape those systems and determine their structure and content. First, a philosophy of industrial and vocational teacher training that influences the policies of governments for that training. Secondly, the nature of the students of industrial and vocational education. And thirdly, the nature of the task of industrial and vocational teaching." (page 788)

The following summarises Hobart's development of these three factors:

1. Philosophical considerations

Industrial and vocational teacher education has grown out of older traditions of apprenticeship or craft training, which engendered a belief that the content and skills to be taught are all that an instructor needs, and that teaching competencies will develop as a result of the experience of teaching. But there has been sufficient research to indicate that comprehensive programmes of teacher preparation do tend to increase teaching effectiveness.

The findings of a number of reviews and reports (in late 1970s and early 1980s) were critical of "task oriented and static" systems which reflected an ad hoc approach to, and a superficial provision for, the preparation of these teachers. The reports recommend an integral rather than peripheral approach, which would result in "coordinated policies and practices to recruit, train and maintain staff in a way that satisfies both the needs of the individual and those of the organisation." (page 789)

2. Students in industrial and vocational education

The teaching task is largely shaped by the nature of the students, and the occupations for which they are being prepared. Some dominant student characteristics of the students include:
- The student population as a whole has a broad range of learning abilities, therefore their teachers must develop skills to accommodate the wide range of differences.
- Many students have previously experienced learning difficulties or failure, therefore teachers need skill in determining learning confidence and applying strategies to develop greater student confidence.
- Many students may have a low level of skill in learning how to learn, but as the rate of change in occuptaions increases the amount of learning on the job will increase. Therefore teachers must use strategies that develop students' learning-how-to-learn skills.
- The academic potential of the students varies greatly, but for many it is lower than that of students in higher education. Therefore highly verbalised and abstract teaching is not suitable for some, and teachers must be able to make learning as concrete as possible and relate it to practical applications.
- Both full-time and part-time students are likely to be encountered. Part-time students bring work-force experience to the learning process, and can be critical if the learning does not seem relevant. Therefore teachers need the knowledge and experience to relate their teaching to the world of work, and the opportunity and ability to keep up to date.
- The ages of students can vary widely: school-leavers seeking initial preparation for work, adults re-entering the workforce or changing careers, and retired people

seeking new interests and skills. Therefore teachers must be able to select and use strategies suitable for all such groups.

• Many students come from lower socio-economic backgrounds where home attitudes to support further learning may be limited. Teachers therefore need to use strategies to motivate, support and encourage learning, and the system also has to provide support and resources. Teachers will need to help students to develop skills and confidence in using libraries, self-paced learning materials, laboratories and workshops, etc.

• Increasing numbers of students come from previously under-represented groups, e.g. females in traditionally male courses, or disabled people being mainstreamed. Teachers need the attitudes and skills to support and encourage such students.

Thus students need from teachers and from learning systems strategies that are flexible, cater for individual differences, highlight relevance, focus on practical applications of learning to occupations, accommodate variance in the time students take over learning tasks, encourage self-confidence, and develop skills in learning how to learn. These strategies need to be learned by tertiary teachers in a well-designed programme of teacher education.

3. The task of industrial and vocational teaching

There are some features that clearly differentiate this from teaching in other areas of education:

• The knowledge and skills of teachers quickly become out of date, as a result of rapid technological change. This creates a need to find ways of providing continuing education and work experience for teachers, such as through periods of release, special placements, or programmes of study.

• The organisational structure of the world of work is also changing significantly, and there is a need to give both teachers and students a greater understanding of the economic, political and social factors involved.

• Moves to offer special programmes of admission, training, remedial work and alternative programmes for people who have previously been discriminated against, and to eliminate sex stereotyping, have implications for the selection and training of teachers.

• Industrial and vocational teaching has a higher component of management than other areas of teaching, e.g. organisation and management workshops and laboratories, issue of tools and supplies, maintenance of tools and equipment, supervision of safe use, and maintenance of workshop records. Such management skills must be taught as part of teacher training.

• A significant part of the preparation of young people for work is the development of appropriate attitudes that will enble them to function effectively in that arena. Teachers therefore need to learn competencies to foster and assess these attitudes, in addition to vocational knowledge and skills.

• Close relationships with commerce and industry must be maintained, and teachers need to develop skills in public relations and liaising with groups such as professional bodies, unions, employers; they also need counselling skills for advising students about their careers.

• Industrial and vocational education is expensive to provide, and there is growing emphasis on accountability and cost-effectiveness.

"Such accountability has direct implications for the knowledge and skills needed by instructors to meet their role, and therefore for the preparation they must be given for that role." (page 791)

Hobart reported that an international conference as long ago as 1981 made the following recommendations for the preparation of teachers in industrial and vocational education:

- All industrial and vocational teachers must be qualified in their subject/discipline and trained as teachers.
- Industrial and vocational teachers require a teacher training programme that includes some specialisation in terms of teaching their subject discipline.
- The status of industrial and vocational teacher programmes must not be inferior to other forms of teacher preparation.
- Teacher trainers in this area must have wide experience and qualifications.
- Candidates for industrial and vocational teaching must have completed secondary education, qualified to at least craftsman level, and have had relevant work experience.
- Candidates for technical teaching must be qualified to degree level, and have had relevant work experience.
- The curriculum for teacher preparation for industrial and vocational teachers must include pedagogical studies, vocational and technical subjects, and general and liberal studies.
- Industrial and vocational teachers should have opportunities for their continuing staff development.
- Strong government support should be given to supply the resources needed, in particular to allow for teachers to be released for staff training and development, and sufficient staff and facilities for teacher training institutions.

Hobart concludes:
"As can be seen from the above, preparing instructors for industrial and vocational education is a complex task with many determining factors that have scarcely been addressed in either developing or developed countries. Unless these factors are more thoroughly applied in systems of such preparation, it is evident that industrial and vocational education will suffer from inadequate teacher effectiveness and learning systems that are less than appropriate for generating outcomes that are relevant to the contemporary world of work." (page 793)

Appendix D: Questionnaire

Survey of Changes in NZ Polytechnic Tutor Training

Part A: Tutor Training Participation Data

Name of Institute or Polytechnic: ....

1990 Data:

1.   In 1990, how many tenured full-time or proportional teaching staff were employed at your polytechnic?   ....

2.   How many of those staff were eligible for the initial 12-week tutor training entitlement? (i.e. all tenured except those exempt or completed training)   ....

3.   How many of those eligible staff actually participated in tutor training courses in 1990?   ....

4.   How many weeks of training in total were attended by those eligible?   ....

5.   How many FT equivalent staff development tutors did you have in 1990 to provide in-house staff development activities, courses, TTU liaison, etc?   ....

6.   Did your institution teach any courses to be credited to your regional tutor training centre's 12-week certificate or other qualification?   Yes / No

7.   If yes, please give brief details of course types, and numbers of tutor/weeks completed by your polytechnic's staff for such credit:

....

....

1993 Data:

8.   In 1993 , how many tenured full-time or proportional teaching staff are employed at your polytechnic?   ....

9.   How many of those staff are eligible for the initial 12-week tutor training entitlement? (i.e. all tenured except those exempt or completed training)   ....

10.   How many of those eligible staff have attended or are expected to attend any tutor training courses in 1993?   ....

11.   How many weeks of tutor training in total are expected to be attended in 1993 by those eligible?   ....

12.   How many FT equivalent tutors do you have in 1993 to provide in-house staff development activities, tutor training courses, TTU liaison etc?   ....

13.   Does your institution teach any courses to be credited to your regional tutor training centre's certificate or diploma qualification?   Yes / No

14.   If yes, please give brief details of course types, and numbers of tutor/weeks expected to be completed by your polytechnic's staff this year:

....

....

15.   Has your institution developed its own tertiary teaching qualification?   Yes / No

16.   If yes, please attach a programme brochure or other descriptive material.

Survey of Changes in NZ Polytechnic Tutor Training

Part B: Tutor Training Institutional Policy Data:

Institute or Polytechnic: ....

1. Did your polytechnic develop internal policy on teacher training and staff development for teaching staff after the implementation of the 1990 Education Amendment Act?   Yes / No

2. If yes, please outline the main provisions of such policy :
   (If you prefer, you may attach copied material, if you choose to make this available)

3. Please comment on the main considerations or reasons for your polytechnic's developing that policy:

12. Following the recent Ministry of Education statement that protected EFTS status for the three regional tutor training centres will cease at the end of 1993, has your polytechnic made any new or modified internal policy decisions about tutor training and staff development to be effective from 1994?

                                                                                    Yes / No

13. If yes, please outline the main provisions of those policy decisions:
    (If you prefer, you may attach copied material, if you choose to make this available)

14. Please comment on the main considerations or reasons for your polytechnic's developing that policy:

Appendix E: Costing of Tutor Training

Tutor training and staff development costs are typical of other overheads for an institution, in that a certain minimum level of funding is needed to initiate basic provision, regardless of total staff numbers.

Economies of scale apply: for example, once an in-house course is provided, greater numbers of staff can attend at very little extra cost. A polytechnic could employ someone to run a one-week, in-house tutor training course at the same cost for five or twenty participants - there would be minor variables in the cost of notes and materials, but the fixed salary would be the chief cost. This encourages the provision in-house activities provided there are sufficient numbers for a minimum cut-off point. If staff are enrolled in external courses they are each charged on a per head basis, and may also incur extra costs such as travel, accommodation, and relief staffing. Some hypothetical examples show the effects:

A. Take a notional very small polytechnic with 20 EFT tutorial staff on average salary of $40,000. 2% of the staffing budget* would be $16,000 - that would provide $800 per head p.a. if spent entirely on external course and conference attendances by individuals, or the salary for a 0.33 FT staff development tutor. There is little flexibility in either option to ensure a wide range of tutor training needs can be met, and the situation would put great stress on one part-time "all-rounder" if the second option were chosen. If the funding were used to contract several part-timers to provide seminars and short courses, there could be a problem of curriculum coherence and consistency in the training provided. If this polytechnic is a provincial one, then the problems are exacerbated, because use of the regional tutor training centre would add accommodation and travel costs to the course fees being met from the budget. Even bringing regional trainers to the local institute adds some travel and accommodation expenses.

B. Take a notional larger polytechnic with 200 EFT tutorial staff on average salary of $40,000. 2% of the staffing budget would be $160,000, still $800 per head p.a., but far more flexibility would be possible. This polytechnic could use the funds for a mix of varied external short course and conference attendances by individuals (say $70,000, $350 per head) plus employing two FT staff developers' (say $90.000 for two salaries) to provide in-house courses, consultancy, support activities, etc. The

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* 2% of staffing budget was chosen for this example because one or two polytechnics indicated this as the basis of their current training and development budget: this does not imply acceptance of 2% as the ideal level.

economies of scale are considerable and make far more variety of provision possible. If this is an Auckland or Wellington polytechnic, then proximity to the regional centre would make use of the centre cheaper than for polytechnic A, as no travel or accommodation would be needed for tutors to attend.

C. Smaller scale effects (TEC 1992 course fees used as basis of examples):

• To employ a part-time tutor trainer @ $50 per hour for 20 hours (4 hours class contact per day for a week) would cost $1000 for an in-house course. If the in-house course is timed to suit the polytechnic's teaching year, and held outside normal teaching times, then relieving costs can be nil.

• To send five Wellington area tutors to TEC for a week in 1992 the course fees would have been $800 ($160 x 5), so that would be cheaper than the option above, _if_ the week is not in normal teaching time. If it is, then relieving costs have to be added, and the in-house option becomes viable.

• To send ten Wellington area tutors to TEC for a week in 1992 the fees would have been $1600, so the in-house course would be the cheaper option, even before relieving is taken into account.

• To send one provincial tutor to TEC for a week in 1992 it would have cost $160, plus 4 nights accommodation at CIT's Halls of Residence or a motel, plus return fares.

Appendix F: Additional Descriptive Data

1993 Tutor Training Provision in Polytechnics

Polytechnic A:
Has not developed its own professional development policy, and has not made any decisions about changing current training and development provision after 1993. Courses have been developed and delivered locally for Access and TOP trainers. The staff development staffing has reduced since 1990, but all staff eligible for training received at least two weeks of training in 1993. As a southern provincial polytechnic, it no longer has a regional centre to call on for tutor training.

Polytechnic B:
Has developed a Human Resources Strategic Plan that refers to:
"Promote and support staff in completion of their Tertiary Diploma
Develop and implement an effective staff development programme across the polytechnic
Have all staff attain recognised tertiary qualifications as a basic requirement for teaching
Investigate...staffing and training implications of introducing more student-directed learning
Review present appraisal system and provide more appropriate training..."
This polytechnic (a southern provincial) has one staff developer, and offers three levels of support: orientation, staff training, and on-going professional development. Staff training includes modules of the Nelson CAT, and support for individual work towards the southern Diploma.

Polytechnic C:
No information given about formal policy. A small provincial polytechnic, this offers the Nelson CAT to all staff who wish to participate, and one-to-one support as needs are identified. All staff have funding available to spend on attending professional development courses / conferences of their choice, to suit identified needs. Stated that site employment contract for tutors no longer refers to a 12-week entitlement to tutor training.

Polytechnic D:
Has developed a formal policy for its tutor training, which supports the entitlements that were included in the 1991 national tutor employment contract. It also provides for proportional and limited tenure tutors to receive various amounts of training.

This polytechnic has developed a Certificate in Adult Teaching (CAT) to ensure that its staff still have access to initial tutor training despite the closure of the southern region centre. This enables training to be available to all tutors, regardless of tenure or other status. Modules 1 and 2 give a Foundation CAT , and a further 6 modules lead to full CAT (total 320 hours of study for all 8 modules). The professional development staffing has been increased from 1.7 to 2.5 since 1990 to fulfil these functions. The CAT has been made available for other polytechnic's staff developers to offer, and the CAT modules can be credited towards the southern Diploma.

Polytechnic E:
Has a policy for each staff member to have an annual development/training plan, and provides various levels of direct support for staff to attend courses, conferences, etc, in accordance with their agreed plan. A small provincial institution, its staffing has reduced since 1990, (both total tutorial and also staff development tutor time), but efforts are made to identify and meet staff needs. A part-time in-house tutor training course is offered, and its learning outcomes can be credited to the central region Diploma.

Polytechnic F:
Has not yet developed its own professional development policy, and has seen a marked drop in tutor/weeks of initial training completed. It is making only limited use of its regional centre's courses, but offers internal staff development activities. Further developments expected when management restructuring has been completed.

Polytechnic G:
Has developed its own policy for tutor training and development, which is intended to signal to Heads of Departments the importance of staff training, and to make it possible for staff to be released to attend training. Tenured staff are entitled to 12 weeks of initial tutor training, with a maximum of 6 weeks per year; non-tenured staff are entitled to up to 4 weeks per year until they have completed the 12-week programme. The polytechnic has changed from using the central regional centre to the northern, and has been accredited to teach the two basic courses that lead to the northern CAT, plus two more for the CATE: doing these in-house reduces the travel costs for tutors and so facilitates progress. This was the only polytechnic to report an increase from 1990 to 1993 in the average number of course-weeks per tutor per year.

Polytechnic H:
Has not yet developed its own professional development policy. It has continued to use the central regional centre, and offers eight of the central Diploma's stage one courses in-house, either taught by a TEC staff member coming on-site, or by the accreditation of the local staff development tutor to offer courses. Few staff members have been funded to attend courses at TEC.

Polytechnic I:
Has not yet developed its own professional development policy. Patterns of tutor participation in training similar in both 1990 and 1993. Was part of the central region, but is currently seeking accreditation as an outpost to offer the northern region's CAT and CATE qualifications from 1994 onwards. The response commented that travel and accommodation costs are the same whether Auckland or Wellington is used, and concerns about the central region diploma curriculum expressed by users have prompted the move to use the northern regional centre. The polytechnic also teaches "Working with Adults", a module of the Community Work Certificate.

Polytechnic J:
Has developed its own professional development policy, which establishes 2% of staffing budget for professional development (including general staff), and preserves the concept of a minimum 12-week tutor training for new teaching staff. This policy was influenced by the imminent demise of the old ASTE award, and implementation of negotiated individual or site contracts. This polytechnic is accredited to offer five weeks of modules for the northern CAT and CATE, and five further modules in 1993 were taught in-house by tutor trainers who travelled to this polytechnic from the northern region centre. External participants are enrolled in the CAT and CATE modules along with internal staff.

Polytechnic K:
Has developed its own professional development policy, mainly in response to the closure of the southern regional tutor training centre, to ensure that training was provided internally. Provisions relate to the tutors' collective employment contract, using PDT and TDL in the first two years of service and providing an entitlement to 12 weeks of initial training. The response commented that although policy is for 4 weeks of training per year in each of the first two years of service, the third and fourth weeks are not always achieved. Entitlements are negotiated individually if experienced teachers are appointed. Cost Centre managers may arrange more than the minimum entitlement provided for in the policy, if particular needs are identified. If staff attend courses at other polytechnics, their travel and accommodation costs must be met by the tutor's own department.

Polytechnic L:
Has a policy of supporting up to 12 weeks of initial tutor training in the first two years of service, paralleled by a one-year probation process. The first six weeks are a "package" of courses and workshops purchased from the regional centre. The second six weeks are more flexible, responding to individual needs and negotiated with the individual's HOD, with the potential for RPL (recognition of prior learning) and cross-credits.

The regional tutor training centre has now been fully absorbed into this polytechnic, and the internal staff development unit has been merged with it as one department.

Polytechnic M:
No formal policy for professional development, apart from recognition of employment contract obligations. Expected pattern of participation for new tutors is:
> Year One: Instructional Skills course (in-house), two weeks at regional centre, and one ASTU paper;
> Year Two: Four weeks at regional centre and one ASTU paper.
> (ASTU is the Advanced Studies for Teachers Unit, offering distance courses from Palmerston North; this polytechnic encourages its staff to use the papers on adult learning, studied in groups facilitated by the staff developer.)

Polytechnic N:
Has developed formal policy for professional development, and also its own tutor training qualifications. Has ceased to use the regional centre for the initial 12-week qualification This polytechnic is the subject of the case study in Chapter Three.

Polytechnic O:
This polytechnic has developed a professional development policy that is intended to be cost-effective and focussed on promoting the institution's achievement of the goals in its strategic plan. The model is:
> • Objectives of the strategic plan specify outputs required by the organisation, currently and predicted for future
> • Managers identify staff's present performance and performance required to achieve organisation's objectives
> • Managers contract through the training department to provide targeted training if that is appropriate
> • Managers own the training as they are the ones responsible for staff performance
> • Training is evaluated by the contribution it makes to the organisation's results

All new tutors are involved in an ITTP - Initial Tutor Training Programme - which provides for up to 30 days of training based on 8 units of learning; these units parallel those in Stage One of the central region diploma, but are especially oriented to meet the needs of this polytechnic. The ITTP is devised between the tutor, his/her manager, and the polytechnic's Staff Training and Development Centre, and RPL may be used where some learning outcomes have already been achieved. If tutors choose to enrol in the central region diploma, then cross-credits are arranged from the ITTP to the Diploma. About 80% of the ITTP courses are taught in-house, and about 20% by the regional centre.

Polytechnic P:
Has developed a formal professional development policy that recognises the obligations of the tutor employment contract and also the changing funding environment for tutor training. This polytechnic has planned for a transition period of movement away from dependence on the northern regional centre, and now offers a range of qualifications:
> • CAT - Certificate in Adult Teaching, 60 hours part-time, mainly for part-time staff and external community educators
> • Adv. CAT - Advanced Certificate in Adult Teaching, involving five more modules.
> • CTT - Certificate in Tertiary Teaching, 12 weeks of block courses (including optional modules), meeting the basic tutor training entitlement.

- Unitech - Unitech Certificate in Adult Education, a qualification offered in conjunction with the University.
- Dip.ATE - Diploma in Adult and Tertiary Education. This is the *regional* centre's qualification, whereas the previous examples were all *local* qualifications.

A Staff Development handbook details all component courses offered in the year, requirements to complete the various qualifications, the employment agreement provisions for training and development, and polytechnic fees support to staff for various levels of activity. This polytechnic enrols considerable numbers of external students in its tutor training courses, and this practice has justified extra staffing for the section.

Polytechnic Q:
Has developed its own professional development policy, intended to reflect senior management concern to maintain the quality of teaching in the institution. This provides for an initial tutor training entitlement of 12 weeks, with compulsory core modules specified. The response comments that there is expected to be a shift towards more in-house training, depending on how funding for the regional centre is treated in future.

The educational development section is accredited to teach the 2 modules of the northern regional CAT, and 5 modules of CATE / Dip. ATE. It also provides a wide range of other courses, seminars and workshops, and is involved with consultancy and Academic Board functions. The head of staff development commented that an issue yet to be decided is whether they should start to offer training to private providers who will then be in competition with the polytechnic.

Polytechnic R:
Has a formal policy for professional development, that meets the employment contract obligations by providing for 8 weeks of initial tutor training in the first two years of service (using TDL and PDT); to complete the remaining 4 weeks of the 12-week initial qualification tutors are expected to use further PDT. Staff are to design their own professional development programme and seek approval for it from their Head of Department or Section.

Induction training and seminars/short courses are offered by the Staff Development Centre, as well as the 2 modules of the northern region CAT, and 3 or 4 modules of the northern region CATE / Dip.ATE. A separate Educational Technology Centre provides further staff support, especially in the area of computing. Tutors' departments are expected to meet any course fees associated with the northern regional centre's courses. The comment was made that, after completing the first few weeks of tutor training, many staff prefer to use their professional development time to improve their subject qualifications rather than continue with teaching-oriented training.

Polytechnic S:
Has developed a professional development policy which is based on a good employer philosophy, and also states aims for staff development, strategies, delivery, purpose and staff entitlements. Theer is a 12-week minimum initial tutor training entitlement.

The regional tutor trainng unit has been fully absorbed into this polytechnic, and the internal staff development unit has been merged with it; individual departments of this large institution many also have tutors with departmental staff development functions. The polytechnic contracts CPD to fulfil staff development functions for the polytechnic, as well as carrying out its role as a tutor training centre for the region. Although its tutor trainiung qualifications (CAT, CATE, Dip.ATE, and a Certificate in Professional Leadership) are perceived by client polytechnics as regional, they are in fact "owned" by this polytechnic which has NZQA approval and accreditation for the Diploma.

Polytechnic T:

Has developed formal policy, supporting staff development oppportunities that will enable staff to "increase their job satisfaction, enhance their career development, maintain their accountability, and meet student learning needs". This is another polytechnic that has moved from using the central regional centre to the northern regional centre. The polytechnic delivers the basic CAT modules in-house, and in 1993 northern regional staff have come to the polytechnic to deliver other CATE and Dip.ATE modules. All staff, including part-timers, are encouraged to do the modules, especially the CAT modules, which are also available to external participants.

Appendix G:

Summary of Report on Research Project:
A Diploma in Tertiary Teaching
for Teachers of Adults in the Wellington Region

Introduction

Between June and September 1991 this project was carried out for the Wellington Region Inter-institution Working Party on Courses for Teachers of Adults. Data was collected from a literature survey, interviews, questionnaires, and various group meetings. The brief was to investigate options for the development of a regional Diploma-level qualification for tertiary teachers, both institutional and community-based, and produce a working draft document for further discussion. During the course of the research a national group emerged dealing with the same issues, and the researcher also worked with that group. A Maori researcher was also appointed, to make contact with Maori groups in a culturally appropriate way and report on their ideas and responses.

The report concluded that development of a suitable programme was feasible and likely to be well-received by the potential clients, and recommended adoption of a framework similar to the national development. The following material is summarised from the report.

Main research aims:
• To research documentation of existing similar programmes in New Zealand and overseas.
• To consult with probable local providers and a sample of potential clients.
• To provide background information for the Working Party.
• To develop an initial programme proposal to form the basis of further discussion for the Working Party.

The need for the research arose mainly from the following factors:
• The limited opportunities until recently for training and qualifications for teachers in PCET, especially polytechnic tutors.
• The moves in the northern and southern regions to provide for a Diploma for tertiary teachers, especially polytechnic tutors.
• The proposed changes in funding for tutor training, from direct funding of regional centres to dispersed funding in institutional bulk grants. (Very recently this has changed again, to EFTS funding for the regional centres teaching a Diploma qualification.)
• A perception among members of the Working Party that their clients would welcome opportunities for further training and a qualification.

Key issues from the literature on adult learning and teaching:
• the self-directed adult learner
• the lifelong curriculum
• the critically reflective practitioner
• an emphasis on learning / teaching process rather than information content
• the value of experiential learning / action learning
• the changing boundaries of tertiary education, and changing clienteles
• issues of opportunities, access and participation for clients
• issues of social policy, professionalism and legitimation, especially in the non-formal, adult education context
• the need to keep courses flexible, and under constant review
• the need for adult educators to be people who:
    understand and provide for the motivation, participation patterns and needs of adult learners
    understand the theory and practice of adult learning, and are familiar with the literature
    know the community and its needs, and the socio-political context of adult education
    know how to use various methods and techniques of instruction
    have communication and listening skills
    are able to evaluate and appraise educational programmes
    have an informed rationale for their own practice

The National Review of TAFE Teacher Preparation and Development, 1990 and 1991, concluded that the following were the major skill areas to focus on in the 1990's for TAFE teachers :

- teaching skills
- up-dating technical skills
- curriculum development
- administrative and managerial skills
- skills relating to determining client needs and industry liaison
- skills relevant to understanding TAFE and its role
- skills best described as personal qualities.

To sum up, most of the material on adult learning and teaching had dual relevance:
(a) for the *design of the actual learning and teaching environment* for the clients of any tertiary teaching diploma, and
(b) for the *curriculum content* of such diploma, developed to prepare clients to become teachers themselves.

Key issues from survey of other courses:

Most of the courses reviewed were concerned with institutional teaching, but a few were specifically for teachers in the non-formal sector. Others incorporated provision for community adult educators in their basic institutional programmes. The report compared the following areas:

- The aims and philosophies of courses
- Descriptions of assessment / evaluation methods used
- Specifications of formal requirements
- Specifications of time to be spent on course
- Structural patterns of relevant programmes.
- Statements of major areas of content - common core topics from a range of other courses included:
  Adult learning - theory and practice, foundations of adult education,
  Adult teaching - teaching and learning methods, vocational teaching, specialist teaching (of subject area)
  Programme planning
  Assessment / evaluation of learning
  Issues in tertiary / continuing education: gender, race, class, culture
  Leadership, working with people, social groups, management issues
  Interpersonal skills
  Research in tertiary education, research and development
  "Professional Studies"
  Bicultural studies
  Community development
  Educational psychology, individual differences, theories of learning
  Language and communication skills
  Educational media
  Adolescent learner
  Organisational context, eg PCET, institutional culture

Key issues from interviews, discussions and meetings:

Issues raised by providers
- There was general agreement on the desirability of a diploma-type qualification, and interest from all institutions in contributing some teaching components. The strongest interest and support came from the polytechnic sector.
- The potential for teachers to attend courses with a variety of regional providers was seen as an advantage, and a reason to maintain close liaison in the region. The professional development leave provisions of the new polytechnic tutor award were seen as likely to encourage people to work towards the diploma.

Issues raised by the national meetings
- Agreement in principle (by those in the working group to date) that a single National Diploma, approved by NZQA, is desirable.
- ASTE is concerned that its members (Polytechnic and College of Education teachers) have opportunities to become professionally qualified.
- Most national working group members at present are from the polytechnic sector, and some concern has been expressed that community educators and Maori educators may not have sufficient voice in the developments.

The key proposals of the national diploma working group to date are that:
- there should be a minimum basic national programme, held by NZQA as "trustee", and freely available to all providers to apply for accreditation to teach in a variety of ways to suit their clienteles;
- the basic framework should focus on major learning outcomes, and development of detailed curriculum (both content interpretation and teaching / learning processes) should be a matter for the discretion of providers, to be clarified in their accreditation applications as appropriate to their clients and sector;
- the development group or their representatives should be involved in any on-going advisory board and in the accreditation of providers.

Issues raised by the Maori researcher:

- Maori and community groups should be fully involved right from the outset of the development of any qualification like the proposed teaching diploma.
- Concern was expressed by Maori community educators that any "paper qualification" should not be compulsory; however, a qualification should be accessible to and meet the aspirations of Maori educators.
- Is the qualification going to guarantee equality across the board? If so, it is an advantage; if not, it is a disadvantage.

Disadvantages identified:
Might the initial credibility of any qualification be followed by qualification inflation?
Might funding be withheld from those groups without a qualified person?
Would an initially optional qualification later become compulsory?
Will Maori benefit - who are real beneficuaries of such a programme?
Potential standardisation and marginalisation of Maori culture in qualification programmes

Advantages identified:
Maori teachers of adults will be able to compete in the job market
Qualification would provide ongoing learning
Opportunities to learn new ways of teaching, relating to adult learners
Course funding probabilil!ty increased
Choice of participation
Potential for recognition of prior learning - affirmation by kaumatua of life and work experiences

Questionnaire responses:

Data relating to respondents:
1200 questionnaires were sent out, via working party members, and 458 were returned. The full report has a wide range of graphs and charts. The data has been retained in a computer database, and further graphs relating specific factors can be generated.

Most respondents were over 30 years of age, European/Pakeha, and almost even numbers of male and female. The return rates were much higher from the institutional than the non-formal sector, and a large majority of respondents were in full-time employment in tertiary education. 81% of all respondents were institutional teachers (in Polytechnics, University, or College of Education) and 19% were community / non-formal teachers. About 65% reported teaching as their major activity, with lower participation in research, management or other. About 70% reported some form of teacher training done, again mainly those teaching in institutions. About 65% had a university qualification. 27% of institutional teachers had had no teacher training, and 54% of community teachers had had none.

Major trends observed:
About 80% of all respondents said a teaching qualification was important or useful to them personally and/or for their area of teaching.
Reasons for personal interest in teaching qualifications: professional practice was the highest, followed closely by understanding, then about equal for challenge and promotion/tenure.
Most respondents thought that emphasis on practice should be higher in basic-level course components, and emphasis on theory higher in post-basic level course components.
39% of respondents were interested in and willing to participate in post-basic courses if employer-provided / funded, and a further 28% were prepared to do post-basic courses at their own cost and in their own time, within reason. The trends here were very similar for both institutional and non-formal.

29 respondents identified as Maori or part Maori. In most areas their responses echoed the main trends. About 70% were institutional, and 30% non-formal/other, the latter slightly higher than for total

respondents. A larger proportion of Maori than of total respondents thought teaching qualifications were very important to them personally, and half were prepared to do post-basic training at their own cost and in their own time.

Discussion of Findings

Overall, the interviews and questionnaire results supported the working party's perception that a qualification at diploma level would be desirable and feasible, and the literature review and course comparison data provided useful material for curriculum development. The emergence of a national working group during the progress of the research project reinforced recognition of the strong desire for a qualification, for polytechnic teachers in particular.

There is some tension between the desire of the polytechnic sector to move fairly quickly towards getting a qualification, and the need for non-formal groups to have more time for consultation among people who are scattered and do not meet often.

There is a core of non-formal / community teachers of adults interested in a teaching qualification, and it is known that others are involved with similar courses around the country. However, questionnaire responses from that sector were comparatively low and largely favourable - it seems likely that many of those not interested or against the idea of "professionalism" implied by a qualification did not reply.

Both the national and regional working groups will need to decide whether a qualification that suits the interests of the formal / institutional majority can adequately accommodate the interests of the non-formal / community minority, or whether separate qualifications may be preferable; also how any consultation process is to operate.

Conclusions

1. That continued work on the development of a Diploma in Tertiary Teaching is both justified and feasible in the present conditions of tertiary education.

2. That it is desirable to take into account current national developments, while stressing the Wellington working party's desire for regional and local variations of content, emphasis and delivery to be possible. The researcher believes the Wellington region interests could be satisfied by joining the national initiative, and that Wellington input to the national programme would be valued and significant. A nationally approved diploma would carry maximum credibility for those in the region who achieved it.

3. That the draft description in the recommendations below can meet the needs of the groups represented on the working party, is in keeping with the main trend of national diploma development, and should form the basis of further discussion and decision-making.

Recommendations

That the Wellington Working Party consider the draft programme proposal following, and decide whether to continue to pursue a regional development, or whether to support the National Diploma working group, which is developing a programme proposal which is similar in structure and focus.

Proposal for a Diploma in Tertiary Teaching for the Wellington Region

A. Philosophy

The following features of tertiary education in New Zealand in the 1990's should be acknowledged and addressed:

- The great diversity of teaching environments and requirements in the tertiary sector.
- The need for a qualification structure that acknowledges differences in the experience, personal goals and training needs of individual teachers, by providing for a variety of learning paths and methods of delivery.
- The need for any programme of study for tertiary teachers to build on prior experience and learning, through a flexible framework that allows for cross-credits and recognition of prior learning.
- Recognition of partnership in the New Zealand setting, and the significance of bicultural values.

- Recognition of equity issues, with sensitivity to issues of gender, race, disability, and socio-economic class as they affect tertiary education.
- The need for personal as well as professional development to empower teachers in their relationships with students and colleagues in the modern teaching environment.
- The desire to provide experienced educators with opportunity to improve their professional practice through undertaking projects in their own workplaces, with a focus on critical analysis and collaborative enquiry.
- The recognition of professional development as an on-going process throughout the teaching career, especially for teachers in the formal sector.
- The need to relate teaching practice to standards of professional conduct and ethics appropriate to tertiary education

B. Aims and Objectives

The purpose of the diploma is to
- provide a structure and incentive for professional development for tertiary teachers,
- improve standards of teaching and learning, through research, professional development and skills acquisition by practising teachers.
- enable teachers to gain recognition for skills in teaching and promoting student learning
- encourage the development of reflective practitioners
- provide a recognised professional qualification in tertiary teaching that is portable in NZ and overseas.
- provide opportunities for tertiary teachers to:
  * develop basic teaching skills during induction
  * develop the planning, teaching and evaluation skills required in tertiary education
  * grow and develop as professional educators
  * develop as leaders in their professional environment
  * develop a sound theoretical base for their professional practice
  * establish standards of professional conduct and ethics appropriate to teachers in tertiary education
  * establish the knowledge, skill and attitudinal foundations for continual professional and personal development in a teaching career

C. Structure

Diploma qualification at the end of the equivalent of a three-year full-time course of study and practice, to be comparable to basic TAFE Teaching Diplomas in Australia and Certificate of Education (for Further Education) in the UK.

This would comprise three main elements:
(a) One year's credit ("subject year") for advanced standing gained from subject qualifications (recognition of experience and employability as a teacher to be considered in the absence of formal qualifications, especially for community teachers)

(b) One year's credit ("training year") from:
12 weeks of the initial basic TEC Certificate (or the equivalent in any new curriculum)
12 weeks of post-basic studies / projects etc,
(or 24 weeks of total teacher education studies) and
12 weeks of mentored advanced teaching practice (applying the learning from the coursework above).

(c) One year's credit ("practice year") for a further full-time year (or equivalent, part-time) of suitably recognised "successful teaching".

These three components would make this into a three-year equivalent undergraduate qualification, following the Australian TAFE model. The second and third years proposed would be equivalent to the two years of concurrent coursework and teaching in the TAFE system.

Further matters for Wellington region, not tied to the national initiative:
(a) Consideration should be given to awarding lesser certificates at the end of, say, 6 and 12 weeks of basic training (eg 6-week certificate for part-time community educators, 12-week for polytechnic and other institutional teachers).

(b) Consideration should later be given to a potential B.Ed. qualification on subsequent completion of a teaching-oriented research thesis and/or advanced papers.

D. Content outline
Flexibility is desirable, so that providers may interpret the curriculum in an integrated or modular way. The national group has agreed in principle on the following minimum outcomes, which are recommended for a Wellington diploma also:

Mandatory learning outcomes - the graduate from the programme must be:
Able to facilitate/expedite adult learning
Able to design and evaluate programmes and educational experiences
Able to assess and evaluate student learning
Culturally safe to practise
Sensitive to gender issues
Able to carry out an educational research project
A reflective practitioner

A minimum of one credit (equivalent to one week's full-time study) is to be earned in each of the above, and a minimum of 12 credits over the whole group. That leaves 12 more credits to be earned from optional areas of study - ie 24 credits equal 24 weeks of study over basic and post-basic areas.

If the outcomes are described as above, they could be achieved through a variety of courses / topics / units of learning, which need not be standardised. Providers should detail in their accreditation applications how they have interpreted and developed the curriculum content to meet the outcomes in a manner that is educationally sound and suited to their clients.

E. Assessment
In the earlier parts of the Diploma, assessment may be mainly formative, but as the programme progresses more summative assessment should be used, to confirm achievement of the major intended learning outcomes. Attendance and participation are not sufficient for a qualification that is to be portable and comparable to other formal qualifications at Diploma level. At the higher levels the activities required should provide for integration of learning, reflection, and incorporation of relevant theoretical background.

The range of assessment approaches should be appropriate to the types and levels of learning involved. Reporting of results should be achievement-based, generally pass/fail. Where differential levels of achievement are distinguished, grades rather than marks should be used. The emphasis should be on positive feedback, even where there is also a summative purpose.

Providers should detail in their accreditation applications how they have interpreted and developed the assessment procedures to be appropriate to the curriculum content and required learning outcomes.

F. Delivery
Individual providers should identify their client group(s) and develop appropriate interpretations of the diploma curriculum in consultation with them. The intention to include non-formal, community educators should be affirmed, but more research by some providers may be needed in order to be responsive to specific groups.

The programme structure should be adaptable to suit different client groups in terms of delivery, timing and location. The emphasis on the developing the "reflective practitioner" in the proposed outcomes should be noted, as it has implications for course delivery modes.

Providers should recognise that some potential clients may be highly self-directed from the outset, while others may prefer to commence study in a more formal and directed manner: modes of delivery should not preclude either group from participating. Providers should also be able to incorporate particular emphases in the delivery of course components to suit their institutional cultures or specialist skills available.

It is desirable that no more than a certain proportion be able to be completed by distance delivery, because of the value to be gained from interaction and collaborative group learning.

The time is right to provide for increasing post-basic study and professional development activities, because tertiary teachers are being encouraged to see on-going professional development as a part of the job of teaching. In practical terms, the time availability for polytechnic tutors makes 5- and 10-day part-time or block courses attractive.

Selection from remaining part of recommendations:

Recognition, portability, comparability:

The three components outlined in *Structure* (C, above) would be acceptable for portability throughout New Zealand, and should be sufficient to give portability in Australia. Recognition in the United Kingdom would have to be tested, but the Australian comparability would strengthen the diploma's position.

Flexibility:

It is important that the framework enable flexible modes of participation, for both providers and clients. A minimum unit of learning / course should be the equivalent of one week's full-time study, following the model of the national diploma proposals. Cross-crediting and accumulation of credits should be facilitated - units of learning should therefore be in multiples of weeks / credits. Units / courses should be able to be studied full-time or part-time, or achieved by independent learning. The possibility of a full-time, pre-entry course should also be left open - but with no final qualification possible until required teaching experience has been completed.

Researcher: Alison Viskovic, Wellington Polytechnic
Maori Researcher: Te Aroha Mackintosh
1991, Wellington

Appendix H:

WELLINGTON POLYTECHNIC

CHARTER

1991

This is the Charter negotiated between the Minister of Education and Wellington Polytechnic.

SECTION ONE: GUIDING PRINCIPLES FOR OUR TERTIARY EDUCATION AND TRAINING MISSION

1 PARAMOUNT EDUCATIONAL PURPOSE

1.1 PARAMOUNT EDUCATIONAL PURPOSE

Wellington Polytechnic accepts its obligation to develop policies and goals which:

1.1.1   aim to provide at appropriate levels vocational education of the finest quality in accordance with the best prevailing international standards. This education should challenge the students' potential in their areas of learning and aim to develop their intellectual independence while respecting their dignity, rights, individuality and cultural background;

1.1.2   assist students to learn, thereby meeting their needs to develop knowledge, understanding and skills at the level appropriate to their course of study;

1.1.3   through scholarship and research contribute to the maintenance and advancement of knowledge;

1.1.4   affirm and give effect to the articles of the Maori version of the Treaty of Waitangi with recognition that the achievement of a partnership between the Tangata Whenua and the Tauiwi in the provision of our programmes is a matter of priority (Appendix 1);

1.1.5   promote and systematically achieve identified equity objectives and promote equal educational opportunity to the socially and economically disadvantaged and those for whom inequities currently exist.

1.2 QUALITY EDUCATION

1.2.1 Wellington Polytechnic accepts its obligation to provide educational programmes developed and taught to standards which enable students to develop appropriate knowledge, understanding and skills.

1.2.2 Wellington Polytechnic accepts that the provision of a high quality learning environment requires that:

* staff are adequately qualified, culturally aware and provided with opportunities for personal growth and professional development

* staff continually update their knowledge of relevant intellectual and professional developments

* there are formal and informal arrangements for consultation with relevant occupational, industry, user and community groups so that programmes will be responsive to the changing needs of the workplace, students, society, and the environment

* cooperation exists with other educational institutions, professional organisations and statutory bodies in pursuit of these goals.

1.2.3 Wellington Polytechnic accepts an obligation to develop services and amenities within available resources sufficient to meet the needs of our students and staff.

SECTION TWO: PURPOSE AND GOALS OF WELLINGTON POLYTECHNIC

2.1 WELLINGTON POLYTECHNIC'S ETHOS AND MISSION

An ethos is a system of values and beliefs that act as guiding principles for actions and decisions.

2.1.1 WELLINGTON POLYTECHNIC ETHOS STATEMENT

We value the dual heritage of the people of Aotearoa New Zealand and the multicultural dimensions introduced by those from other cultures.

We believe that a partnership between the Tangata Whenua and the Tauiwi based on respect for the values of both will ensure a just, progressive and sustainable society.

We respect our unique and precious New Zealand environment and strive for its protection, preservation and enhancement for the benefit, enjoyment, sustenance and survival of present and future generations.

2.1.2 WELLINGTON POLYTECHNIC STATEMENT OF MISSION

The Polytechnic's mission is to develop as an educational institution committed to and recognised for:

- **building a learning environment with education programmes which will encourage students to develop their personal attributes and career potential**

- **providing education programmes with a vocational emphasis which lead to formal qualifications including trade certificates, certificates, diplomas and degrees**

- **providing vocationally orientated continuing education programmes to support practitioners in the community it serves**

- **undertaking consultancy and research services for industry, commerce and the wider community.**

The Polytechnic undertakes to publish Annual Statements of Objectives and Annual Reports.

2.2 WELLINGTON POLYTECHNIC'S POLICY STATEMENTS AND GOALS

The following Policy statements and goals pertaining to teaching and learning, and the Wellington Polytechnic's relationship with its students, communities and employees, constitute the philosophical base from which the Polytechnic pursues its mission and establishes its Corporate Plan.

2.2.1 Teaching Programmes

Wellington Polytechnic will continue to maintain and promote teaching programmes which are of the highest standard.

Wellington Polytechnic will achieve this through:

(i)   constant attention to the development and refinement of curricula in consultation with its communities with particular reference to the Tangata Whenua

(ii) constant review of its course and qualifications structures

(iii) staff development and appraisal

(iv) academic quality assurance processes.

2.2.2   The Learning Environment

(1)   The Polytechnic recognises its responsibility to educate students to live and work in a bicultural society.

Wellington Polytechnic will meet its obligations under the Treaty of Waitangi by:

(i)   providing staff development to increase awareness and understanding of Treaty and bicultural issues

(ii) continuing to develop a bicultural environment at Wellington Polytechnic

(iii) encouraging, through affirmative action, greater participation and retention of Maori students in our educational programmes

(iv) promoting a partnership between the Tangata Whenua and the Tauiwi.

(2)   The Polytechnic recognises its special ability, and states its desire, to advance equal opportunities for employment of existing and future members of the workforce, through vocational education and training.

Wellington Polytechnic will:

(i)   actively work towards achieving greater participation of under-represented groups, on all courses for which it selects students

(ii) provide a learning environment in which members of hitherto under-represented groups are able to achieve

(iii) offer opportunities for students to acquire education and training across disciplines to enhance their future employment prospects.

(3)   The Polytechnic recognises the effect the total learning environment has on students' and staff health, and their ability to achieve their educational goals.

Wellington Polytechnic will:

(i)   work in consultation with students and staff to achieve a high quality physical environment, including buildings, furnishings, equipment and natural outdoor surroundings

(ii) ensure the maintenance of a safe, healthy and harassment free environment for students and staff.

2.2.3   Relationships with our Communities

(1)   Wellington Polytechnic will be responsive to education and training needs of employers, employees, occupational, professional and other community groups.

Wellington Polytechnic will consult with:

(i)   liaison committees

(ii)   local and national industry

(iii) individuals and enterprises

to ensure that our courses and qualifications meet local and national needs.

(2)   The Polytechnic acknowledges its local community.

Wellington Polytechnic will:

(i)   strive to be a good neighbour
(ii)   be sensitive to issues and needs identified by the local community.

(3)   The Polytechnic may form special relationships in which it acts as a funding vehicle between the Ministry of Education and nominated community groups.

2.2.4   Industrial Relations

(1)   Wellington Polytechnic Council will be an equal opportunities employer and a good employer consistent with the State Sector Act 1988, with respect to its Chief Executive Officer. The Council will ensure through contractual obligations, that the Chief Executive Officer acts likewise with respect to the staff of the Polytechnic.

At all levels Wellington Polytechnic will:

(i) use consultative and participative forms of management

(ii) consult with Tertiary Institutes Allied Staff Association, Association of Staff in Tertiary Education or their successors and other staff associations or unions

(iii) work to eliminate all forms of discrimination in employment, and implement, maintain and operate an Equal Employment Opportunities programme

(iv) uphold the staff's right to question the Polytechnic's performance and provide mechanisms to enable this to occur.

(2) Wellington Polytechnic recognises that its ability to provide a high standard of management, teaching and service, depends on the abilities and skills of its staff.

Wellington Polytechnic will:

(i) encourage and enable all staff to develop their skills and experience within the needs and resources of the Polytechnic

(ii) recruit staff with appropriate qualifications, experience and expertise to enhance the activities of the institution.

2.2.5 Trade Union Education

To better prepare students for paid employment Wellington Polytechnic provides education about trade unionism, as well as the bargaining provisions of the Employment Contracts Act 1991.

2.2.6 Relationship with Students

Wellington Polytechnic is committed to providing a learning environment which meets the needs of all students.

Wellington Polytechnic will:

(i) review from time to time with the Wellington Polytechnic Students Association (WePSA) a statement of rights and responsibilities which is published in the official Student Handbook

(ii) regularly review the Wellington Polytechnic Student Regulations and ensure these are available to all students at enrolment

(iii) uphold the students' right to question the Polytechnic's educative and administrative performance and provide mechanisms to enable this to occur

(iv) provide, in cooperation with the Wellington Polytechnic Students Association, student health, counselling, accommodation search, recreation and other services.

2.2.7 Academic Freedom

Wellington Polytechnic is committed to maintaining academic freedom in the terms presented in the Education Amendment Act 1990.

2.2.8 Global Environment

The Polytechnic recognises its responsibility to educate students so that they live and work in harmony with the environment and ensure its sustainability.

Wellington Polytechnic will:

(i)   enable students

*   to become conscious of their impact on the environment by providing relevant information and skills within education programmes

*   to be aware of the impacts of their disciplines on the environment

*   to be responsible practitioners

(ii) demonstrate by example that care and protection of the environment is essential

(iii) enable its staff to acquire the skills to implement (i) and (ii) above.

SECTION THREE: ADDITIONAL MATTERS

3.1 COMPOSITION OF THE WELLINGTON POLYTECHNIC COUNCIL

3.1.1   The Wellington Polytechnic Council is constituted in accordance with the Wellington Polytechnic Notice 1990, see NZ Gazette of 1 November 1990, Appendix 2.

3.1.2   Length of Tenure of Council Members

Notwithstanding any individual organisation's policy on the length of tenure of their representative(s) on the Wellington Polytechnic Council, the maximum length of service shall be three consecutive terms for elected and nominated members.

Coopted Council members have a maximum permitted tenure of four consecutive years of service.

3.2 ENTREPRENEURIAL ACTIVITIES

Wellington Polytechnic will engage in entrepreneurial activities with the aim of expanding and enhancing the educational opportunities available at the Polytechnic, provided that such activities:

*   are consistent with the Polytechnic's Charter
*   provide reinforcement of the Polytechnic's educational programmes
*   are not subsidised by government funds
*   do not detract from the management, administration and teaching of any government funded programmes offered by the Polytechnic
*   are conducted so that the students and staff are protected from exploitation
*   do not undermine the State's commitment to being the prime source of finance for education.

3.3.   INTERNAL AND EXTERNAL CONSULTATION

The Council recognises that consultation with regard to its charter is an ongoing, expanding and evolving process and it has instituted a variety of processes and procedures to ensure appropriate and ongoing charter consultation with its community.

3.4. RECIPROCAL OBLIGATIONS

It is accepted that the Minister of Education has a general responsibility for the co-ordinated, efficient and equitable use of resources in the tertiary education sector.

Wellington Polytechnic undertakes to fulfil its roles as defined in the Charter in respect of government funded programmes in so far as the resources made available to it permit.

The Minister, working through the Ministry of Education, undertakes to respect and sustain the autonomy of operation of the Wellington Polytechnic in accordance with the principles of the Charter, and will not take any action which would, or could compromise the integrity of the Wellington Polytechnic.

Signed for and on behalf of the
Council of the Wellington Polytechnic
by the Chairperson, Devon Sutcliffe:

Signed for and on behalf of the
Ministry of Education by the
Chief Executive Officer,
Dr Maris O'Rourke:

Signed by the Minister of Education,
Dr Lockwood Smith:

Appendix I:

Wellington Polytechnic Academic Board 13.11.91

Policy for Academic Professional Development

1. Introduction

1.1 Wellington Polytechnic believes that its most valuable resource is its staff.

1.2 Wellington Polytechnic, under its Charter, aims to provide a high quality learning environment for all its students, and recognises a close relationship between teaching expertise and student learning outcomes. The Polytechnic believes that quality learning can best be achieved by ensuring that the academic staff are adequately qualified, culturally aware, sensitive to equity issues, and provided with opportunities for on-going professional development. Professional development in the Polytechnic has an overall focus on education for social and environmental responsibility.

1.3 The Polytechnic also recognises its obligation to respond to the professional development requirements, relating to the quality of teaching, of relevant external bodies such as the New Zealand Qualifications Authority.

1.4 While it is the responsibility of the Polytechnic to ensure that professional development opportunities are made available, and the right of staff to have available such opportunities, it is the responsibility of all staff members to make personal effort to undertake professional development appropriate to their teaching needs.

1.5 Definitions:

1.5.1 **Professional development** in relation to the Polytechnic as a whole includes:
- An acceptance of the responsibility to employ staff who are adequately qualified, culturally aware and sensitive to equity issues, or have the potential to achieve that status.
- A commitment to provision of opportunities for staff to develop in the following areas:
    - Teaching competency
    - Personal and interpersonal skills needed for teaching
    - Subject-based knowledge, understanding and/or skills
    - Awareness of and sensitivity to cultural and equity issues
    - Advanced qualifications in their discipline or vocation
    - Research and scholarship
- A commitment to summative and formative appraisal of teaching, to assist in professional development planning.

1.5.2 **Professional development** in relation to individual teaching staff includes:
- An acceptance of the responsibility to be adequately qualified, culturally aware and sensitive to equity issues
- A commitment to participate in on-going development in the following areas:
    - Teaching competency
    - Personal and interpersonal skills needed for teaching
    - Subject-based knowledge, understanding and/or skills
    - Awareness of and sensitivity to cultural and equity issues
    - Advanced qualifications in their discipline or vocation
    - Research and scholarship
- A willingness to participate in and respond to summative and formative appraisal of teaching, to assist in professional development planning.

2. Policy

2.1 The Polytechnic

2.1.1 The Polytechnic has a responsibility under its Charter to provide and/or facilitate professional development for teaching staff, through the provisions of the Corporate and Business Plans.

2.1.2 The Academic Board encourages all Schools to make provision in their Business Plans for the professional development of their teaching staff.

Such provision should take account of the Polytechnic's Charter, any employment agreements, any relevant external requirements, and identified Polytechnic and/or School priorities.

2.1.3 As well as the provisions made by individual Schools, the Polytechnic may also centrally provide professional development support to staff.

2.1.4 In recognition of the importance of improving the quality of teaching, the Polytechnic provides and promotes the services of the Professional Development Unit (PDU) for all teaching staff, and encourages teaching staff to work towards obtaining a recognised tertiary teaching qualification.

2.2 Heads of Schools

2.2.1 It is the responsibility of the Head of School to support professional development of the School's teaching staff, having regard to School and/or Polytechic priorities and budget, the extent of direct benefit to the School and/or Polytechnic, and identified individual lecturer needs.

2.2.2 Each Head of School is responsible for preparing an annual review of the current year's professional development outcomes, and a professional development plan for the coming year for the School's teaching staff. The review and plan are to be included in the Business Plan each year, and copies of them should also be submitted to the Academic Board each year.

The annual professional development review and plan should indicate the School's overall professional development priorities; agreed professional development activities for teaching staff; the usage of lecturers' Professional Development Leave, and, if appropriate, Tutor Discretionary Leave; and the budgeted cost of provision.

2.2.3 It is the Head of School's responsibility to ensure that staff without appropriate teaching qualifications are enabled to attend a teacher education programme for a period of time equivalent to at least 0.16 FTE. *(ie six weeks FT equivalent)* during their first two years of appointment.

2.3 Individual Teaching Staff

2.3.1 On appointment, a lecturer accepts the responsibility to maintain currency in his or her subject area, and to gain and/or improve teaching competency, as an on-going part of the teaching appointment.

2.3.2 Annually, after the first two years of service, each lecturer shall propose a professional development programme of no fewer than ten days for the following year.

2.4 The Professional Development Unit

2.4.1 The PDU shall respond, within available resources, to identified professional development needs of both Schools and individual teaching staff. The PDU may also initiate professional development courses and activities that its specialist staff identify as being of value to the Polytechnic, and appropriate in terms of the Charter.

3. Process - guidelines and procedures

3.1 General

3.1.1 There shall be an annual professional development cycle, related to the budget cycle.

3.1.2 Within available resources support may be given to staff members using their Tutor Discretionary Leave for professional development purposes.

3.1.3 Group as well as individual professional development activities are to be encouraged, both within Schools or sections, and in inter-School activities. A sense of collegiality is to be encouraged, to foster mutual support among staff. The Polytechnic as a whole should be seen to benefit from the professional development engaged in by individuals and/or groups, with expertise and resources being shared.

3.2 Directorate Responsibilities

3.2.1 The Directorate shall identify any Polytechnic-wide professional development goals and priorities.

3.2.2 The Directorate may require the PDU, through the Head of Liaison and Education Services, to meet identified Polytechnic-wide professional development needs.

3.3 Head of School Responsibilities

3.3.1 Heads of Schools should submit a copy of the professional development review (of current year) and plan (for coming year) to the Academic Board by 1 November each year.

3.3.2 HOS should indicate to teaching staff any School or Polytechnic goals and priorities for professional development, before staff complete their individual proposals for the coming year's professional development. Such priorities may relate to the types of activities to be encouraged, or the levels of budget support that may be available for certain types of activities. In particular, Schools are encouraged to give priority in the five years 1992-6 to professional development that includes matters relating to approval and accreditation requirements, especially curriculum development and assessment.

3.3.3 HOS will negotiate with individual staff members the timing and budget support (if any) for use of Professional Development Leave; also negotiate Tutor Discretionary Leave arrangments, if staff propose to use that leave for professional development purposes.

3.3.5 HOS will identify individual members of staff who are required to spend any part of their annual Professional Development Leave in directed activities, in response to needs identified in the annual summative performance review or any formative appraisal of teaching effectiveness, and negotiate an appropriate remedial programme for them.

3.3.6 HOS will budget in the Business Plan to meet the approved costs of professional development for staff in the coming year.

3.3.6 HOS may negotiate with the PDU for the provision of in-house professional development for groups of lecturers, if required, to meet School-identified professional development needs.

3.3.7 Where teaching staff do not supply an appropriate annual proposal for the use of their Professional Development Leave, the HOS will propose a professional development programme for them or direct them to other duties.

3.4 Individual Staff Member Responsibilities

3.4.1 Annually each lecturer should propose a professional programme for the following year. Agreement on timing and budget support (if any) should be negotiated and agreed with the Head of School. Lecturers may also propose further activities, to be carried out in their Tutor Discretionary Leave, with funding and timing to be similarly negotiated. (Note: The award / employment agreement makes some special provisions for the first two years of service.)

3.4.2 It is recommended that, in developing the proposal, regard be paid to the School's identified professional development priorities and the outcomes of the lecturer's formative teaching effectiveness appraisal.

3.4.3 Activities such as the following are likely to be approved as standard forms of professional development:
Initial and post-basic teacher education (whether or not for qualification)
Attendance at relevant conferences or seminars
Gaining or improving specialist subject qualifications
Gaining up-to-date industrial or commercial experience
Gaining or improving expertise in research and/or scholarly activities

3.4.4 Annually each lecturer shall report to the HOS on the outcomes of his/her current year's professional development programme, as part of his/her summative performance review.

3.5 Professional Development Unit Responsibilities

3.5.1 The PDU lecturers should be familiar with current trends in teaching and learning in order to provide educational leadership to the Polytechnic as a whole, and professional development for the teaching staff.

3.5.2 The Teaching Resources Centre and Video Studio should be well-equipped with up-to-date facilities and materials, in order to support PDU lecturers in their efforts to provide quality professional development for the Polytechnic's teaching staff, as well as assisting all staff in their teaching.

3.5.3 In early October each year the PDU shall provide a programme of major PDU teacher education courses and activities it proposes to offer in the coming year, to assist teaching staff in making their annual professional development proposals. This will not preclude PDU from offering additional sessions and short courses during any year, to meet identified needs and interests.

Appendix J: Wellington Polytechnic Tertiary Teaching Qualifications

Extracts from 1993 programme handbooks:

1. Wellington Polytechnic Certificate in Tertiary Teaching

DESCRIPTION

The programme provides introductory professional education for tertiary teachers, in particular the teaching staff at Wellington Polytechnic. It may be taken as a stand-alone programme, or as a component contributing to a Diploma in Tertiary Teaching. Successful completion qualifies the graduate to enter the Wellington Polytechnic Advanced Certificate in Tertiary Teaching.

The programme involves eight core courses in major topic areas, plus two further courses chosen from several optional topic areas. Participants are encouraged to apply the coursework in their own concurrent teaching practice, and to reflect on their development as professional teachers.

AIMS

The programme aims to:
1. Provide a structured introduction to teaching for tertiary teachers, and an opportunity to gain credit towards a later advanced qualification in tertiary teaching.

2. Meet the initial teacher education requirements of Wellington Polytechnic.

3. Provide support for new tertiary teachers, who commence practice concurrently with their participation in the on-going programme.

4. Provide opportunities for tertiary teachers to begin to:

> • establish the knowledge, understanding and attitudinal foundations for continued professional and personal development in a teaching career;
>
> • develop the planning, teaching, evaluation, research and leadership skills required in tertiary education;
>
> • develop as reflective practitioners, with a sound theoretical base for their professional practice;
>
> • develop standards of professional conduct and ethics appropriate to teachers in tertiary education in New Zealand.

5. Enable participants to commence study towards a formal teaching qualification, pending the development of a National Diploma in Tertiary Teaching. While this Certificate programme can be undertaken as a single "stand-alone" programe of study, it is also designed to be integrated with the Polytechnic's Advanced Certificate in Tertiary Teaching, and to lead to on-going professional development.

4.   GRADUATE PROFILE

Graduates from the Wellington Polytechnic Certificate in Tertiary Teaching should be able to:

1. Practice professionally as beginning teachers in a tertiary institution, and appreciate th concept of life-long learning

2. Demonstrate practical competence in the planning, implementation and evaluation of teachin and learning situations, as appropriate to their own discipline area

3. Demonstrate an appreciation of ethical standards of practice, and maintain and promot relevant safety standards

4. Work effectively either independently or as a member of a professional team, showin awareness of lines of responsibility in the institution

5. Demonstrate effective self-management skills, in both teaching and administrative areas (work

6. Demonstrate cultural sensitivity and communicate effectively with both colleagues an students

7. Demonstrate an awareness of social, cultural, environmental, technological and industri; relations issues as they apply to tertiary teaching

8. Relate to the philosophy and mission of the educational organisation within which they ai employed

9. Be "reflective practitioners".

LEARNING OUTCOMES OF THE PROGRAMME

At the end of the programme graduates will be able to:

1. Organise and lead, deliver or facilitate learning situations for tertiary students, using an appropriate basic range of teaching techniques and resources

2. Assess student learning, using an appropriate basic range of assessment and evaluation tools and procedures

3. Participate in a programme development team, and prepare course documentation, schemes of work and teaching plans

4. Identify and appreciate a range of research approaches, and able to use a variety of sources and materials in preparing for teaching

5. Respond appropriately to ethical, environmental, cultural, equity and gender issues in tertiary education

6. Communicate effectively with students, colleagues, management and relevant external agencies, both individually and in group situations

7. Reflect critically on their own experiential learning and development as a professional teacher, and relate their teaching practice to a sound basis in educational theory

PROGRAMME STRUCTURE AND CREDIT VALUES

1. Core courses:
Each participant must complete the eight 100-level core courses worth 40 credits in total.
The core courses of study and their credit-values are:

Code	Title	Credits
101	Intro. to Learning & Teaching, Part I	8
102	Intro. to Learning & Teaching, Part II	8
103	Working with People	4
104	Course Development	4
105	Assessment of Student Learning	4
106	Learning and Teaching, Part III	4
107	Specialist Teaching Project	4
108	The Wider Context of Tertiary Education	4

2. Optional Courses:
Each participant must complete at least two 100-level, 4-credit, optional courses worth at
least 8 credits in total.

The optional courses of study (at least two to be completed) are:

109	Biculturalism in Tertiary Teaching I	4
110	Computer Skills	4
111	Audio-Visual Media Workshop	4
112	Teaching Practical Subjects	4
113	Introduction to Educational Leadership	4
114	Introduction to Research Skills	4
115	Independent Learning Contract	4
116	Developing Open Learning Materials	4

3. Credit values:
Four credits will be earned from coursework and/or directed study and/or other learning
activities equivalent to one week's full-time study (40 hours, using NZQA basis of one
credit for ten hours of learning time). Most coursework will be offered in four-credit
modules, but the first two (101 and 102) are each eight-credit modules.

Independent projects or other learning contracts may be negotiated with the Programme
Leader in lieu of a course or courses, to earn the same credit value, provided that each is
at least equivalent to the replaced course in time commitment, level of learning and
significance of content, and that the minimum programme outcomes are met in a
participant's overall combination of courses and learning contracts.

Cross-credits and Recognition of Prior Learning (RPL) are also possible.

4. Practical teaching component
Satisfactory practical teaching performance must be also demonstrated for completion of
the programme. During the probationary period of service, normally concurrent with the
first year of coursework for this programme, participants will be observed teaching by
representatives of the Academic and Staff Development Department (ASDD) who are
also teachers of courses in this Certificate programme. Formative feedback will be given,
and additional individual assistance as needed. Satisfactory completion of probation
(resulting in confirmation of tenured appointment) will be taken as evidence of attainment
of an acceptable basic level of competent practice as a beginning teacher.

2. Wellington Polytechnic Advanced Certificate in Tertiary Teaching

This programme is intended to provide professional education for tertiary teachers, in particular the teaching staff at Wellington Polytechnic. It may be taken as a stand-alone programme, or as a component contributing to any future national Diploma in Tertiary Teaching.

It builds on the introduction to tertiary teaching provided by the Wellington Polytechnic Certificate in Tertiary teaching (1993 onwards), or the Stage One programme of the TEC Diploma in Tertiary Teaching, or the TEC's former twelve-week Certificate, or any similar introductory level programme. The courses of the Advanced Certificate are intended to extend participants' practical competence to a higher level, and also to develop a more substantial theoretical understanding of learning and teaching.

Individual component courses may be taken as stand-alone modules for professional development by teachers who do not wish to complete the full programme.

The content and structure of the programme are intended to:

- Encourage Wellington Polytechnic lecturers to improve their teaching practice, and so to improve the quality of learning for our students;
- Develop a greater theoretical understanding of teaching practice;
- Encourage a reflective approach to teaching practice;
- Offer alternative structures and pathways to study, to complement the options offered by TEC;
- Offer staff an opportunity to work towards a tertiary teaching qualfication.

The courses of this programme will be offered in both part-time sessions during the year and blocks in the Polytechnic's identified discretionary / professional development leave weeks. They are offered as options that staff may choose to do in their professional development leave time.

The programme provides a way for participants to commence further study as soon as possible towards a qualification, pending the development and completion of national diploma regulations and approval processes. Courses studied for this Certificate should be cross-creditable to a future National Diploma in Tertiary Teaching. You should also be able to claim credit towards the TEC Diploma for learning outcomes from this Certificate.

AIMS

1. To provide a structure and incentive for professional development for tertiary teachers and an opportunity to work towards a professional qualification in tertiary teaching.

2. To provide opportunities for tertiary teachers to:
   - establish the knowledge, understanding and attitudinal foundations for continued professional and personal development in a teaching career;
   - develop the planning, teaching, evaluation, research and leadership skills required in tertiary education;
   - develop as reflective practitioners, with a sound theoretical base for their professional practice;
   - develop standards of professional conduct and ethics appropriate to teachers in tertiary education in New Zealand.

GRADUATE PROFILE

This programme is equivalent to Diploma level, and therefore graduates should be able to:

1. Demonstrate professional competence in the planning, implementation and evaluation of teaching/learning situations, as appropriate to their own discipline area

2. Demonstrate effective self-management and problem-solving skills, and use professional skills to manage and critically appraise their own practice

3. Work effectively either independently or as a member of a professional team

4. Demonstrate an appreciation of the need for lifelong learning, and a commitment to professional development

5. Seek opportunities for innovation and collaboration with their peers, especially in advancing the body of knowledge of learning and teaching

6. Demonstrate an appreciation of and commitment to ethical professional practice

7. Demonstrate cultural sensitivity and communicate effectively with both colleagues and students

8. Demonstrate an understanding of social, cultural, political, economic, environmental, technological and industrial relation issues as they apply to tertiary education

9. Relate to the philosophy and mission of the educational organisation within which they are employed

10. Be a "reflective practitioner".

LEARNING OUTCOMES

At the end of the programme graduates should be:

1. Able to lead, deliver or facilitate learning situations for tertiary students, drawing upon understanding of and skill in applying an appropriate range of teaching techniques and resources
2. Able to assess or evaluate student learning, drawing upon understanding of and skill in applying an appropriate range of assessment and evaluation tools and procedures
3. Able to design and evaluate programmes and courses, drawing upon understanding of and skill in applying an appropriate range of curriculum development techniques
4. Aware of a range of research approaches and able to carry out an educational research project,
5. Aware of and responsive to ethical, environmental, cultural and gender issues in tertiary education,
6. Reflective practitioners: critically aware of their actions, thoughts and feelings as teachers, committed to continued learning and development in response to self-appraisal, and conscious of relating their teaching practice to soundly based educational theory.

Learning outcomes 1, 2, 3 and 4 are intended to provide an understanding of broad principles and practice, together with more specific application to the students, subject area and teaching environment of each participant. Outcomes 5 and 6 are addressed throughout the programme, with outcome 6 in particular serving to integrate the learning from the various courses.

COURSE STRUCTURE

The programme consists of two main parts and a final reflection component.

1. Coursework component

Each participant must complete 200-level coursework worth at least 40 credits in total, including at least 4 credits in each of the learning outcome areas 1 to 5. Outcome 6 should be addressed in every course and in the period of supervised practice.

Four credits will be earned from coursework and/or directed study and/or other learning activities equivalent to one week's full-time study (40 hours). Most coursework will be offered in modules that are four-credit in size, but larger modules are possible. Independent projects or other learning contracts may be negotiated with the Programme Leader instead, provided that each is at least equivalent to a four-credit course in time commitment, level of learning and significance of content, and that the minimum outcomes specified above are met in a participant's overall combination of courses and learning contracts.

Courses for group attendance will be taught by a range of tutorial and other participative techniques. Credits may also be earned by completing approved comparable courses offered by other providers (such as TEC, other polytechnics or universities), up to a maximum of 20 credits in value. The Programme Academic Monitoring Committee (PAMC) and Programme Leader will approve cross-credits from such alternative courses.

2. Teaching practice component

Each participant must complete a period of supervised successful teaching practice. This may be carried out concurrently with or following study of the courses in component one above. "Supervision" involves working in association with two mentors - the first an experienced colleague from the participant's own School who has been approved by their Head of School and the Advanced Certificate Programme Leader; and the second a representative of ASDD. The supervision will include reflection meetings as well as observation of and feedback on selected teaching sessions that are typical of the participant's range of teaching. The participant is also expected to keep a diary or journal to record self-evaluation and reflection on the application of course learning during this period of teaching practice.

Participants are required to enrol for this component, as for a course in component one above. It is described as Course 301 and carries a credit value of eight credits.

Wellington Polytechnic defines successful teaching practice as:
> Demonstrated ability to organise, initiate, guide or facilitate, and evaluate learning situations appropriate to the teacher's students, subject area and teaching environment. Evidence of success may be provided through reports from competent observers, and student-, peer - and self-evaluation. Participants may, if they wish, use feedback gained through the Polytechnic's formative appraisal procedures as part of their evidence of successful teaching.

3. Final evaluation

On completion of the coursework and teaching practice requirements for the programme, each participant will be asked to meet with a panel comprising the Programme Leader, one of the supervision mentors, and a teacher of one of the courses completed by the participant. The participant may be accompanied by a whanau representative if desired. The intention of this meeting is to evaluate the participant's development throughout the programme as a reflective practitioner.

4. Learning Time

The 200-level coursework component of 40 credits requires 400 hours of directed study or learning activity, 40 hours per four-credit course. The balance between group and individual time may vary from course to course, depending on the topics and desired outcomes. The individual time will be used for assignments, projects, research and other appropriate application of the learning. Participation in group study or other group learning activities is considered important, in order to foster a collegial approach to professional development. Participants will therefore be expected to attend scheduled sessions in any courses that are taught in a participative manner and/or have an applied practical element.

The period of supervised teaching practice, a 300-level course worth eight credits, may be concurrent with or subsequent to the study of coursework components. For full-time teachers, the supervised practice period requires an average of at least 12 hours teaching contact with students per week, over a period of at least 10 weeks, and a minimum of ten meetings with the mentors over that period. For proportional teachers, at least 4 hours per week over a period of 30 weeks will be required, or proportionately fewer weeks for higher hours per week, and at least ten meetings with the mentor over that period.

COMPONENT COURSES:

> The courses available are listed below. Each involves 40 hours of directed study and is worth four credits (except 226, eight-credit).

201.	Adult Learning
202.	Learning in Groups
203.	Assessment and Evaluation of Learning
204.	Curriculum Design and Development
205.	Introduction to Educational Research
206.	Audio-Visual Media
207.	New Ideas in Learning and Teaching
208.	Equity, Ethics and Values in Tertiary Teaching
209.	Effective Communication in Learning and Teaching
210.	Approaches to Individualised Learning
211.	Gender Issues in Tertiary Teaching
212.	Biculturalism in Tertiary Teaching II
213.	Adolescent Learning and Teaching
214.	Moving Image in Education
215.	Teaching Students with Special Needs
216.	Environmental Sustainability and Vocational Education
221.	Specialist Teaching Method Project (Prerequisite 201 or 202)
222.	Special Topic or Action Research Project
223.	Assessment Project (Prerequisite 203)
224.	Curriculum Design Project (Prerequisite 204)
225.	Research Project (Prerequisite 205)
226.	Major Research Project (8-credit)
227.	Educational Video Production
	(Note: Group projects are possible in 221 to 227)

Appendix K: Equality in education

Studies in educational philosophy show that "equality" has no single meaning or usage, and that equality in education can be approached from various angles. Peters (1966) says:
"there is only an issue of fairness because of the assumption that what is to be distributed is valuable."
Kleinberger (1967) comments:
"...there is no reasonable sense whatever in which the notion of equality can serve as a guiding principle for educational policy....This does not mean that we are relieved of the moral obligation to rectify discrimination in education and that we may leave inequality in this field to chance, without attempting any planned intervention. I believe it to be the moral duty of a democratic society to remedy...every deprival of possibilities for educational advance."
Kleinig, in a chapter on equality in "Philosophical Issues in Education," (1982) identified the following eight categories:

1. Principle of identical treatment
For example, provision of a common core curriculum. Because this principle takes no account of differences between students, it does not result in equal or equitable outcomes.

2. Principle of identical results
That is, treating people differently in order to produce more equal outcomes. This again is unsatisfactory, in assuming that the same outcomes of education are desired or needed by all, but does recognise differences between people entering education.

3. Formal principle of equality
This proposes that equals should be treated equally, and unequals unequally.

4. Presumptive principle of equality
No-one is presumed to have a claim to better treatment than others; however, in application this usually ends up like the previous formal principle: "Other things being equal...all people's claims should be equally considered."

5. Principle of equal humanity
This principle of "respect for persons" provides the basis for rejecting racism, sexism, elitism and other forms of discrimination; however, it does not ensure equal treatment.

6. Principle of equal consideration of interests
This can be described as the "equivalence of the different and unique". The intention of the equivalence principle is that individual learners' different needs and interests should be provided for, and competition and selection should be minimised.

7. The principle of equal opportunity
There are several variants, such as: opportunities of equal worth should be available to all - but people also need to be capable of taking up the opportunities; or certain opportunities should be available to all at appropriate stages of life - but stress is often on unimpeded access rather than equal access.

8. Principle of procedural equality
A 'formal' principle, used in procedures for determining results, such as examinations. Often differential treatment is applied to try to equalise the starting point for those entering a course, but once they are in equal procedures are applied to all. Does not create real equality, but a more "equitable" way of explaining inequality in results and achievements.

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