Education Specialisation and Support (ESS) Qualifications Needs Analysis

March 2014
Prepared to support the Mandatory Review of Teacher Education (TEd) Qualifications
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Introduction

New Zealand needs educated people to meet the complexities of the 21st century, which is becoming steadily more challenging in all spheres of our lives. Our welfare and prosperity depend on people being able to adapt to continuous change and so to contribute to a positive and dynamic future. New Zealand is a bi- and multi-cultural society with diverse educational needs. Schools themselves reflect this diversity, which can be based on ethnicity, religious and/or philosophical affiliation, ‘special character.’

New Zealand needs to meet its obligation under the United Nations Convention on the Rights of the Child to ensure all children, including those with disabilities can participate fully in education and achieve their potential.

New Zealand has a significant numbers of students who underachieve, and the biggest gap between high and low achievers (PIRLS survey) as well as significant number of adults who have poor literacy and numeracy (New Zealand data: International Adult Literacy and Lifestyle survey). Costs to society in terms of unemployment, mental health and justice system is high.

There are many causes for underachievement and poor progress at school, necessitating multimodal approaches. Diverse educational settings also of course assist all learners to achieve, particularly learners who face greater challenges than most, including because of specific learning disability and for physical reasons.

As a result, all learners can be enabled to be successful learners and to reach their potential and take a full and active part in our diverse New Zealand society, with resulting benefits for our people, our workforce, and our society generally.

Education Specialisation and Support (ESS) qualifications can empower educators/teachers, parents, and school communities to help students reach their potential, with benefits to themselves, their families, and their communities.

ESS qualifications are of four types:
- ‘Special Character’ qualifications for diverse educational settings including schools with a particular underpinning identity, whether cultural, religious, philosophical, ...
- ‘SLD’ qualifications for teachers with a specialist focus on assisting learners to overcome their specific learning disability
- ‘Teacher Aide’ qualifications for people who support learners in their learning and/or assist teachers in their educational setting; and
- Teaching English to speakers of other languages (TESOL).

Teachers who gain these qualifications will help:
- To reduce the tail of underachievement in NZ education system
- To offer differentiated education that meets needs of diverse learners and/or reflect cultural and spiritual differences and parental choices
- To provide benefits to all learners and contribute to the good of the whole society
- To reduce the load on other welfare services
- To contribute to the prosperity of New Zealand through meeting the needs of overseas students (TESOL).
New Zealand is a bi-cultural/multicultural society with diverse educational needs. Teachers and support workers need an education qualification suitable for a range of educational approaches. Such a qualification should not be derived from a ‘one size fits all’ methodology: it should have the capacity to meet the needs of different learning communities.

Since 1975, the New Zealand government has recognised and supported the ‘special character’ of designated state-funded integrated schools. The proposed new qualification will be suitable for teachers and others wishing to work in these schools. In addition, it will provide a broad-based professional development pathway for education providers working in a range of social, cultural and spiritual communities, for example: families/whanau seeking a particular educational orientation for their children, home-schoolers wishing to offer education with a special character, teachers who wish to orientate towards a particular values based pedagogy. Both professional workers and members of these communities stand to benefit from such a qualification.

**Why does NZ need a qualification in this area?**

- The proposed qualification will meet the diverse educational needs of New Zealand as a bi-cultural, multicultural society with a rapidly growing ethnic population additional to Maori-Pacific population.
- Government recognition and support of ‘special character’ schooling requires a flexible, broad-based teacher education qualification in order to ensure adequate preparation and professional development within the sector.
- Such a qualification could provide a model for meeting the needs of an increasingly diverse society, at home but also abroad.

**Who will benefit and how?**

- Stakeholders who have a spiritual, philosophical, religious, cultural (Pacifica, Maori, Asian etc.) orientation and a need for this to be reflected in their children’s education.
- Developing communities, both domestic and abroad, who wish to modernise whilst maintaining their cultural, ecological and spiritual roots.
Qualified teachers, graduates and individuals seeking professional orientation and personal transformation through engagement in ‘special character’ education

Pupils in ‘special character’ schools and other similar education settings who need teachers with in-depth understanding of the particular character of the school’s educational approach.

Schools with a Special Character’ who need staff who understand and engage critically with the school’s distinctive educational approach.

Charter schools working in distinctive environments requiring a special character approach

Private schools aiming for a distinctive educational approach

Parents who are seeking a religious orientation for their children’s education

Parents who are seeking a cultural/spiritual orientation, which sits outside mainstream education

Teachers who want to teach in a way that fits with their moral/ethical values

What is the evidence for this?

The Private Schools’ Conditional Integration Act 1975

Since 1975 there has been legal recognition and government support for state-integrated schools deemed to have a ‘special character’. This has been through The Private Schools’ Conditional Integration Act 1975 which provides state integrated schools with a legal right to:

- Teach, develop and implement programmes reflecting the faith and or educational philosophy articulated in the special character, and to establish customs and traditions that authentically reflect these.
- Administer staff appointments and arrange staff composition in a manner that recognises the special character of the school.
- In the first place to enrol children of parents who identify strongly with the special character of the school.
- To uphold the right of the school’s community to make a tangible financial contribution towards the cost of maintaining the school by way of fees.

In the light of the above, there is an evident need for a broad-based qualification pathway for teachers, managers, administrative staff and others wishing to work in or support schools that have a special character. This qualification pathway would need to be suitable for a range of different communities, for example, those with religious orientation such as Seventh-day Adventist, Anglican, Presbyterian, Methodist, Jewish, Muslim or non-Denominational Christian. It should also meet the needs of more philosophically-orientated learning communities such Rudolf Steiner or Montessori.


‘Special Character’: statement issued by the Association of Integrated Schools in New Zealand.
Available at: http://www.aisnz.org.nz/special-character

Rapidly-increasing Ethnic Diversity

Arguing that a strategic approach to dealing with rapidly-increasing ethnic diversity is vital for the future of New Zealand, Mervin Singham (2006) notes that:
New Zealand is one of the highest migrant-receiving countries in the world. The 2001 Census revealed that 10% of the population is comprised of ethnic minority people other than Māori and Pacific peoples. This figure is projected by Statistics New Zealand to be 18% by 2021.

As an example of the 2006 Government’s efforts to eliminate discrimination and assure fundamental human rights for all citizens (including minority groups), he quotes Helen Clark, the then Prime Minister, who was speaking at a Regional Interfaith Dialogue Conference (March 14 2006).

“We regard the building of greater understanding through dialogue as of the utmost importance in the Asia-Pacific. Our wider region is one where all of the world’s great faiths are to be found – and the same is true of New Zealand itself, which is becoming increasingly multi-cultural and diverse... In dialogue, we can empower each other, affirm our hope, nurture our relationships and achieve mutual respect for each other. We can also affirm our commitment to tolerance and our rejection of extremism and violence”


The above narratives make a compelling case for developing, eight years on, a broad-based qualification for teachers, managers and administrative staff that could meet the needs of increasing ethnic and cultural diversity in 21st Century New Zealand.

The New Zealand Curriculum Principles

In 2012, the Education Review Office produced a report on The New Zealand Curriculum Principles: Foundations for Curriculum Decision-Making (July 2012 19/07/2012). In the section on ‘Cultural Diversity’, the report states that ‘the limited evidence of this curriculum principle at both school level and in classrooms is of concern as the diversity of New Zealand society and schools grows’. The report goes on to note that ‘many teachers appeared to lack knowledge about how to engage with culturally diverse families and use the resource these students and their families can potentially provide to enrich the learning of all students’. Later in the report, mention is made of special character schools which ‘often demonstrated a strong commitment to valuing and celebrating cultural diversity’.

The fact that official concern is still expressed 37 years after the 1975 ‘Private Schools’ Conditional Integration Act’ is a sure indicator that there is a need for a qualification pathway which would encourage more schools and teachers to address the issue of cultural diversity more extensively and with greater depth.


The 2013 Census

The 2013 Census shows the total school population in NZ in 2013 was 762,400. Of this 110,731 (14.5%) either had ‘religious or organisational affiliation’. Analysis of groupings shows the following and suggests the need for a qualification appropriate for enabling the further development and support of ‘special character’ schooling:
<table>
<thead>
<tr>
<th>Affiliation</th>
<th>Number of pupils</th>
</tr>
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<tbody>
<tr>
<td>Anglican</td>
<td>13,885</td>
</tr>
<tr>
<td>Jewish</td>
<td>159</td>
</tr>
<tr>
<td>Presbyterian</td>
<td>8,590</td>
</tr>
<tr>
<td>Roman Catholic</td>
<td>65,712</td>
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<tr>
<td>Seventh Day Adventist</td>
<td>1,588</td>
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<tr>
<td>Reformed Congregation of New Zealand</td>
<td>102</td>
</tr>
<tr>
<td>Hare Krishna</td>
<td>93</td>
</tr>
<tr>
<td>Non-Denominational Religion</td>
<td>12,450</td>
</tr>
<tr>
<td>Muslim</td>
<td>613</td>
</tr>
<tr>
<td>Pentecostal</td>
<td>1,174</td>
</tr>
<tr>
<td>Methodist</td>
<td>310</td>
</tr>
<tr>
<td>Open Brethren</td>
<td>71</td>
</tr>
<tr>
<td>New Life Church of NZ</td>
<td>442</td>
</tr>
<tr>
<td>Abundant Life Centre</td>
<td>227</td>
</tr>
<tr>
<td>Baptist</td>
<td>37</td>
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<tr>
<td>Rudolf Steiner</td>
<td>2,266</td>
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<tr>
<td>Trust</td>
<td>2,188</td>
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<tr>
<td>Maori Trusts</td>
<td>604</td>
</tr>
<tr>
<td>Montessori</td>
<td>220</td>
</tr>
<tr>
<td>No Affiliation</td>
<td>651,669</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>762,400</strong></td>
</tr>
</tbody>
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**Table 1:** From Education Counts (2013) Statistics: Student Numbers: One-on-One Dimensional Tables for Student Numbers: School Affiliation.

**References**


Specific Learning Disabilities (SLD)

The definition of a specific learning disability is a disorder in one or more basic psychological learning processes that involves difficulties in understanding or using language, spoken or written. It will be reflected predominantly in difficulties in listening, thinking, speaking, reading, hand-writing, written language, spelling and/or maths.

The qualifications related to SLD are the Certificate in Specific Learning Disabilities (Level 5) 40 credits, (developed by SPELD NZ) and the Diploma in Specific Learning Disabilities (Level 5) 120 credits, (developed by the Seabrooke McKenzie Centre).

The target audience for the qualifications are existing teachers, educators and other related professionals that wish to up-skill in the specialist area of SLD.

It is noted here that people with SLD have a right to access education pursuant to the Human Rights Act 1993 and to fulfil NZ’s obligations under the UN Declaration of Human Rights.

Why does NZ need qualifications in this area?

Teachers, educators and other related professionals that gain these qualifications will help:
- Individuals with SLD to achieve their potential and engage in life-long learning;
- To reduce the tail of underachievement in NZ education system;
- To provide benefits for all learners and contribute to the good of the whole society;
- To reduce the load on other welfare services.

Who will benefit?

- Society will benefit due to a greater level of work and education participation and reduce the number of those not in education, employment or training (NEETs);
- Employers will benefit by having a more literate workforce;
- Schools will benefit through teachers at schools bringing the specialist knowledge and experience that is not currently provided within existing teaching degree programmes (at undergraduate level), and to disseminate this knowledge to other colleagues;
- Individuals with SLD will have a greater opportunity to succeed at school and in education and work, bringing the additional benefits to:
  a. increase academic success;
  b. reduce the need to access mental health services;
  c. increase students’ self-esteem;
  d. improve the students’ life skills and ability to work and engage in further study;
  e. and reduce the risk of offending.

What is the evidence?

Numbers affected by SLD

There are differing definitions of SLD. Historical NZ figures are based on UK, USA or Australian figures. Since 2007 the Ministry of Education has recognised Dyslexia as an established fact and the
Ministry are generating their own research on SLD. However a 1972 figure based on the Otago University Longitudinal Study estimated that 7% of the school aged population had some form of SLD. This was a conservative figure compared to British Dyslexia Association figure of 10 % and International Dyslexia Association estimates 15-20% of the population have a learning-based difficulty. Therefore, depending on the definition of SLD between 7 and 20 % of the population have some form of learning disability.

Available from: [http://www.interdys.org/FactSheets.htm](http://www.interdys.org/FactSheets.htm)

“Dyslexia is widely accepted to be a specific learning disability and has biological traits that differentiate it from other learning disabilities. Dyslexia is the most common specific learning disability and is estimated to affect from 3 to 20 % of the population around the world. The Specific Learning Disabilities Federation of New Zealand (SPED NZ) which provides specialist tutoring services within New Zealand estimate that 7.1 % of all students have specific learning disabilities, which equates to approximately 55,000 school age children. However there is no empirical evidence to confirm this statement. Findings from the 1996 International Adult Literacy survey (Chapman et al., 2003) have 7.7 % of New Zealand adults identifying themselves as having a reading disability; based on today’s population this equates to around 265,000 adults. However, as the survey only focused on reading problems and not all possible learning difficulties it is reasonable to assume that at least to assume that at least 10 % of the population experiences some type of specific learning disability”. Ministry of Education literature review, is attached. The numbers must be significant for MoE to recognise dyslexia in 2007 and to publish a teacher resource ‘About Dyslexia’ in 2008. SPELD NZ collaborated in this publication.

Report available: [An International Perspective on Dyslexia (PDF 537KB)](http://www.interdys.org/FactSheets.htm)

SPELD NZ stats: Over the last 6 years SPELD NZ received about 150-200 Certificate in SLD training enquiries each year. Between 2008 and 2013 (inclusive) there have been 331 teachers enrolled on the Certificate in SLD. Evaluation surveys completed by CSLD graduates frequently say that the course is invaluable: they wish the course information had been presented during their teacher training. Teacher training left them inadequately prepared to deal with the needs of the SLD learner.

SPELD NZ receives approximately 24-30 enquiries a day seeking help from SPELD services for assessment and/or tuition. SPELD NZ provides help each year to about 2600 families: approximately 700 of which were new membership applications- the balance are membership renewals.

For the Seabrook McKenzie Centre, in Christchurch alone there were 632 new clients in 2013. Of these 450 went on to use the services of a trained SLD teacher.

Available from: [http://www.magazinestoday.co.nz/Features/Education/Suffering+in+silence.html](http://www.magazinestoday.co.nz/Features/Education/Suffering+in+silence.html)

**Negative behaviour statistics affected by SLD**

a) The Dunedin Multidisciplinary Health and Disability Study (which is ongoing) notes that: 23.5% of ‘normal readers’ in the study attained Bachelor’s degree compared with 2.7% of dyslexic readers. ‘Normal readers in the study had a median income before tax of $30k -$40k compared with dyslexic readers in the study with a median income before tax of $20k-30k. Scores for stress/alienation/aggression/socialised aggression/conduct disorders and anxiety for Dysexics were significantly higher than non-dysexics.

b) An Examination of the Relationship between Dyslexia and Offending in Young People and the Implications for the Training System Gavin Reid and Jane Kirk: Originally Published in Dyslexia Journal 2001. The 2001 Polmont prison Study is a startling piece of research, conducted at Polmont by Gavin Reid, a psychologist and senior lecturer in the faculty of education of Edinburgh University, and Jane Kirk, the University's dyslexia study adviser. In the population as a whole, between 4 and 10 per cent of people are
affected by the range of learning difficulties classified as dyslexia. But previous research has suggested a higher than average incidence among young male prisoners. Before making the programme Gavin Reid and Jane Kirk had anticipated that the proportion at Polmont might be between 15 and 30 per cent. The results of the screening are dramatic - half of the inmates at Polmont show indicators of dyslexia. Jane Kirk says: "Dyslexia is a continuum of processing difficulties, and 50 per cent of the samples were somewhere on that continuum. Many of them had many of the indicators, and few were borderline. We identified more young dyslexics than we expected."

c) Criminal Offending and LD in NZ Youth –Does reading comprehension predict Recidivism? Rucklidge & McLean Crime & Delinquency 2009. Numerous references within the article. 60 young people from youth prison sites were assessed with 91% having an LD. 4 years post assessment recidivism rates and investigated: reading comprehension predicts future offending.

d) Criminal offending in the US. Dyslexia in the Prison Population notes that while the prevalence of dyslexia in the general population is up to 20%. The prevalence of dyslexia in prisons is more than twice that, or 48% according to a scientific study conducted at the University of Texas Medical Branch in conjunction with the Texas Department of Criminal Justice (published 2000).”


f) NZQA evidence shows a 33% increase from 2012 to 2013 of demand for reader/writer assistance in exams Figures for pupils receiving special assessment conditions (SAC), were released by NZQA under the Official Information Act.


g) PISA research shows a large gap in NZ between high and low achievers in writing. Available from: SPELD NZ commissioned NZCER in 2009 to undertake an ‘Evaluation of the Effectiveness of SPELD in NZ’. The research covered the following questions:

- What evidence is there of shifts in achievement for students who participate in SPELD?
- What evidence is there of shifts in attitudes to learning for students who participate in SPELD?
- What components of the SPELD tutoring programme are perceived to contribute to positive shifts in student outcomes?
- Do the shifts made by SPELD students differ according to student characteristics such as gender, ethnicity, or initial achievement levels?
- Do the shifts made by SPELD students differ according to other conditions such as school characteristics, their tutor, or the process by which they are referred?
- How effective are the activities designed by SPELD NZ to build sector capability (e.g., professional development, conferences) perceived to be?

Answers to these research questions are set out in the paper as follows: https://www.google.co.nz/#q=Evaluation+of+the+Effectiveness+of+SPELD+in+NZ+

SPELD NZ in 2010 conducted a further pilot study of the quantitative analysis of the effectiveness of SPELD NZ intervention. The results were analysed by Dr K Waldie who presented a summary paper at SPELD NZ conference 2012. The full analysis will be published in The NZ Journal of Educational Studies in 2014. SPELD NZ initiated research was conducted showing gains from SPELD NZ tuition (initial assessment followed by tuition then reassessment to show gains). For example, children are increasing their predicted reading success by 20-44% (The Record, Nov 2012, Vol 56)
Research from Prof. Tom Nicholson, Professor of Literacy Education at Massey University (http://www.massey.ac.nz/massey/expertise/profile.cfm?stref=967930) examines the challenges facing Maori students in New Zealand “where one of the biggest challenges in this country is to raise Maori achievement in literacy. Maori are the first nation, and it seems unjust that their literacy levels are not on par with those of Pakeha despite massive efforts to close this gap. In this review it will be argued that Maori children in New Zealand fail to receive a fair deal (equity) in learning to read for a number of reasons, but primarily because our schools employ the wrong method of teaching reading;

Why the NZ National Literacy strategy has failed and what can be done about it? Tunmer, Chapman et al. July 2013 noted the following conclusions:

- schools’ approach to literacy is "fundamentally flawed", and gaping inequalities continue to be ignored, despite more than $40 million being spent on reading recovery each year by the Ministry of Education.
- the large gap between Pakeha and Maori children had not closed and "misguided policy decisions" were to blame. E.g. "Maori children, on average, are performing to the equivalent of literacy rates in Georgia, and for Pasifika children they’re equivalent to those in Trinidad and Tobago.
- Prof Chapman and colleague Professor Bill Tunmer have been researching literacy for 25 years and said their professional advice had been ignored. In the early 1990s, they were funded by the ministry to examine falling literacy rates. Their advice was that the reading recovery programme, which has been in place for 30 years, was not working. The same advice was given to a literacy taskforce established by the Government in the late 1990s.

The Tertiary Education Strategy 2010-2015 notes that two of the key priority areas for 2010-2015 are:

- More young people (aged under 25) achieving qualifications at levels four and above, particularly degrees where there is a significant wage premium for people who complete higher-level study, particularly Bachelor degrees. Skills are regarded as one of the Government’s six key productivity drivers. For New Zealand to increase its rate of productivity growth, a change in the skill level of the working population is needed. We need more people completing degrees (including applied degrees) and advanced trade qualifications (typically at levels four to six).
- More young people moving successfully from school into tertiary education. The Government wants to have more young people engaged in and successfully completing tertiary education. Completing a vocational or professional qualification early in adult life has a higher return for both the individual and society. Those who enrol in tertiary education directly from school are more likely to complete a qualification than students who enter from the workforce or unemployment, largely because school leavers are more likely to study full time and have fewer other commitments. Targeting young people can therefore improve the return on public funding.

New Zealand also has relatively low participation rates in all types of education at ages 15 to 19. Seventy-four percent of 15 to 19 year olds in New Zealand were enrolled in education in 2006 (compared to the OECD average of 81.5%). The Government Better Public Service targets are:

- 85% of 18-year-olds will have achieved NCEA Level 2 or an equivalent qualification in 2017; and
- 55% of those aged 25-34 years will have a qualification at Level 4 or above in 2017.

Diagnosing SLD at an early age will help Government achieve these targets.
TEC 2008 “Learning Progressions for Adult Literacy and Numeracy” notes that approx. 50% of adult NZ population has low numeracy and literacy scores.

The Characteristics of Adult Readers in Entry Level tertiary Settings in NZ Janet McHardy 2009 University of Waikato Findings show that around half the adult population in NZ have literacy levels below the minimum level of competence required to meet everyday life. (MoE 1998; 2001; 2005,2007).

**Teacher Aides**

*Why does NZ need qualifications in the area?*

All children with disabilities have a right to be acknowledged as equal partners in learning ‘equitable opportunities for learning, irrespective of gender, ability, age, ethnicity, or background’ (Ministry of Education, 1996, p.66). Children with disabilities should not be discriminated against and should have qualified/educated, knowledgeable and appropriate support teachers working alongside them. This challenges equity for children.

Equipping untrained teachers with skills and knowledge to effectively support the learning of early childhood, primary and other educational setting, both in group settings and individually is invaluable for the teachers, families/whanau, child and the support worker/teacher aide. Prospective teachers in New Zealand need a base qualification with appropriate knowledge and skills in order for them to make knowledgeable decisions as to whether they wish to teach early childhood, primary, intermediate or high school. This base qualification needs to give a basic understanding of the needs of all children, in particular children with special needs.

Supporting children with special learning needs, literacy and behaviour issues is a growing concern and requires specialist knowledge. One in five New Zealanders has a long-term impairment. Many are unable to reach their potential or participate fully in the community because of barriers they face doing things that most New Zealanders take for granted. The barriers range from the purely physical, such as access to facilities, to the attitudinal, due to poor awareness of disability issues. The aim of the NZ Disability Strategy: Making a World of Difference - Whakanui Oranga is to eliminate these barriers wherever they exist (The Office of Disability Issues, 2014). Available from: [http://www.odi.govt.nz/resources/publications/nzds/foreword.html](http://www.odi.govt.nz/resources/publications/nzds/foreword.html)

New Zealand adopted the UNCRC - UNITED NATIONS CONVENTION ON THE RIGHTS OF THE CHILD in 1989 and ratified it in 1993. UNCRC is obligated to support all children, specifically children with special needs. A statement discussion on how essential it is, that they [staff] have sound, up-to-date theoretical and practical understanding about children’s rights and development; that they adopt appropriate child-centred care practices, curricula and pedagogies; and that they have access to specialist professional resources and support, (General Comment 7, 2005, V, 23). Available from: [http://www.nzare.org.nz/pdfs/ece/Anne-Smith-keynote.pdf](http://www.nzare.org.nz/pdfs/ece/Anne-Smith-keynote.pdf)

The NZ Disability Strategy - Objective 3: provide the best education for disabled people – ensure inclusion and opportunities to reach potential. Article 30 (A30); The right to learn and use the language and customs of your family whether or not these are shared by the majority of the people of the people in the country where you live and A12; voice and respect (UNCRC, 2007).
It is the Government's aim is to provide the best education for disabled people by the following goals:

- Make sure every disabled child can go to their local school.
- Make sure disabled people have help to communicate effectively.
- Be sure teachers and educators understand the learning needs of disabled people.
- Make sure disabled people have fair access to the things they need to get the best education.
- Make sure schools meet the needs of disabled students.
- Help disabled people to have further education once school is finished.
- Make sure that all learners reach their potential through having knowledgeable and skilled teachers.

And to also: Promote the involvement of disabled Maori and Pacific peoples so that their culture is understood and recognised (The New Zealand Disability Strategy Making a World of Difference Whakanui Oranga, 2014). To support diverse children with disabilities is to work as a partner with all families and understand that communication is via a social practice with different expressions and gestures varying from culture to culture. The person working alongside a child must be able to see these significant differences to help the child with literacy and to interpret and teach effectively. To do this we need to include families in decision making, have mutual respect, Waiora - whereby the total wellbeing for the individual child and family are catered for (Pere, 1997). I relate this to Article 30 (A30); The right to learn and use the language and customs of your family whether or not these are shared by the majority of the people of the people in the country where you live and A12; voice and respect (UNCRC, 2007).

This is to enable success for all – Every School, Every Child. The Government’s vision and work programme is to achieve a fully inclusive education system. It builds on the views of more than 2,000 people from across New Zealand who made submissions to the Government’s Review of Special Education 2010. Read the submissions [External website] on the Review of Special Education 2010 website.

The Government has set a target of 100% of schools demonstrating inclusive practices by 2014 and has a programme of activities to achieve this. These activities look at improving inclusive practices and improving special education systems and support. More children receiving support. The Ministry has also extended the Communications Service to an additional 1,000 students aged 5-8 with complex and significant communication needs who don’t qualify for ORS, (Ministry of Education, 2014).

- There is a gap whereby there is no special learning needs qualification at lower level. Current qualifications include special learning needs within the broader teacher aiding qualifications. It is recommended that special needs focussed qualifications be included within the ESS group.
- Employer demand for qualified support staff (teacher aides, education support workers and community support workers). Supported by unions. ie. schools – across the range, tertiary, EC centres, OSCAR, community support with disabilities, All staff working in schools with children need to have some level of training/ qualification to effectively work with children and to enhance the knowledge and skills they have as parents etc. Increasing premature births – mainstreaming in schools – these children teacher aides working with these children.
- Ensuring we have people with knowledge to work alongside all children and with special learning needs.
- Ensure equitable opportunities for students with special learning needs to participate in education opportunities
- Government policies to move people from benefits to work – trend of people being enrolled in Teacher Aiding and OSCAR programmes.
Pathways

This qualification is a stepping stone towards higher education in teaching or other careers. It is often used as bridging and confidence building (second chance learners and others wanting a career path/work). In New Zealand we have an issue with our aged people (baby boomers) retiring within our current teaching workforce; we need to have an introduction qualification which allows diverse people of New Zealand to have an opportunity to work alongside children either supporting, or furthering their career in teaching:

- ‘Historically the education industry has been one of the biggest employers in New Zealand. Presently, this industry employs a wide variety of highly skilled workers from pre-school to tertiary level with a trend towards higher level qualifications in all sectors.
- Over the coming years, the significant number of workers in the older age groups could lead to a rapid loss of knowledge and skills within the industry as teachers retire. This applies particularly to the primary school sector and senior academic and management level positions in universities. With population projections indicating increases in the size of the primary school age population, there will be added pressure to increase the number of primary school teachers in the future’ (Labour Market, February, 2014) Available from: [http://www.dol.govt.nz/services/LMI/tools/skillsinsight/snapshots/education/index.asp](http://www.dol.govt.nz/services/LMI/tools/skillsinsight/snapshots/education/index.asp)

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<th>Work</th>
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<tbody>
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</tr>
<tr>
<td>Primary Teaching</td>
<td>Teacher Aide ECE</td>
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<td>School administrator</td>
</tr>
<tr>
<td></td>
<td>RTLB</td>
</tr>
<tr>
<td></td>
<td>Nannying and Family Day Care</td>
</tr>
<tr>
<td></td>
<td>Before and After School Care</td>
</tr>
</tbody>
</table>

Table 2: Potential Pathway from Qualification to Career

Further training can provide the opportunity to become a Behaviour Consultant, Specialists Educator, Counsellor, School Teacher, Working for Hearing Impaired, Ministry of Education co-ordinator for ESWs, Health and Disability Co-ordinator, Vision and hearing screening, brain injury support, mental health and addiction support, or social services.

The Careers NZ Website indicates that “a relevant qualification such as a certificate in teacher aiding or diploma in education support, and relevant experience may be preferred by employers” Available from: [http://www.careers.govt.nz/jobs/education/teacher-aide/how-to-enter-the-job](http://www.careers.govt.nz/jobs/education/teacher-aide/how-to-enter-the-job)

The benefits of this type of training also includes: Parent as learner role modelling to families, up skilling in literacy, numeracy, child development, personal and academic confidence building in a professional environment. Learning skills in the workplace that can be applied within own family...
and wider environment. Understanding of one’s self as an adult learner. Additional income / school term tenure and school day hours.

OSCAR – Out of School Care and Recreation programmes align with those for teacher aiding but with specialist components related to caring for ‘groups’ of primary –age children without the support of qualified teachers. Suggest a specialist small qualification – level 4. We currently have a situation in New Zealand where training is not mandatory for homebased educators yet they are looking after groups of children from ages 5-13 (can be up to 30 to 50 at one time) in group care situations for up to periods of 3 hours to full day. Specialised skills and knowledge are required to provide a programme that engages children and ensures their wellbeing during this time (refs to be found although not a lot of research on OSCAR). A rounded knowledge to work with children across the primary lifespan requires deeper learning than the knowledge of how to provide recreation activities. (Ministry of Social Development, 2014).


Stakeholders- who will benefit & how

Students

Female, often older -35 or over, (although younger ones supporting young children in early childhood settings, and then go onto further training). All from diverse backgrounds and needs. Some are returning to workforce, new immigrants, often parents juggling families, often high numbers of Maori and Pacific. This group are often individuals with no or limited formal qualifications and will benefit through a formal qualification which gives them specific skills and knowledge to better foster and support the learning and wellbeing of learners with the aim of assisting them to reach their potential.

Employers

Early childhood centres - ESWs work alongside educators to support the inclusion of children with the highest needs. ESWs work under the guidance of an early intervention specialist, and as part of a team of parents, whānau, specialist education practitioners, educators, and health professionals. This team works together to develop an IP to support the inclusion of the child in the service. (Ministry of Education, 2014). Hence, the reason to have some basic knowledge and experience to be able to do this work and to be able to communicate with both parents, teachers and children.


All Retrieved from
Out of school care and recreation (OSCAR) differs from primary and early childhood education, including staff who are not registered teachers. Group size can range from 5 to 120 children aged from 5 to 13. OSCAR services are delivered by a wide range of providers of varying size, staff expertise experience, training and location throughout NZ.

The range of services is diverse: before school (1-2 hours per day), after school care (ASC), 3 hours per day) and holiday programmes (up to 10 hours per day. Programmes operate from a variety of venues, often school or nearby halls.


### Why does NZ need a qualification in this area?

Currently an OSCAR qualification is not mandatory. CYF requires MSD funded programmes to have some limited training, primarily child protection and first aid.

About 700 OSCAR providers, operating 2000 services were funded by MSD in 2013. ([Cabinet paper 15 March 2013](http://www.oscn.org.nz/parents.html)). In January 2014 Work and Income had 1,398 OSCAR approved OSCAR providers listed on their website. An estimated 35,000 plus children attend OSCAR programmes a day. An OSCAR programme is responsible for all aspects of programme delivery, ie compliance with all Acts of Parliament and legislation relevant to providing child care services but without the protection of schools’ infrastructure. OSCAR is not part of the mainstream school system.

OSCAR needs a qualification which reflects the diversity of the roles and responsibilities and a qualification providing some consistency of delivery of OSCAR which would strengthen the confidence of parents. OSCAR staff experience and expertise is often limited, which conflicts with MSD’s statement. “A rounded knowledge to work with children across the primary lifespan requires deeper learning than a knowledge of how to provide recreation activities.” ([Ministry of Social Development, 2014](http://www.oscn.org.nz/parents.html)).


International best practice requires qualifications and registration of OSCAR programmes. In 2012 Australia the Federal Government introduced Standards for all Out of School Services (OSS) and registration of all OSS. Training is mandatory in most states.

### Who will benefit?

- **NZ Government** for the provision of OSCAR services for working parents which is critical to the Working for Families package ([Cabinet papers 26 April 2004](http://www.oscn.org.nz/parents.html)).
- **Employers** who have employees caring for children who are knowledgeable, professionals.
- **Employment** for people for youth students, people returning to the workforce, new immigrants. This group often includes individuals with no or limited formal qualifications who would benefit through a formal qualification which gives them specific skills and knowledge and confidence to engage in further study.
- **Parents** in employment will know that their children are being cared for by trained professionals or at least there is a qualification in place for untrained staff to work towards.
- **Children** who need staff who know how to understand and engage with children.
- **Society** as a whole will benefit from the education of (currently untrained) OSCAR staff who interact with children for more hours a day than parents during the working week.
- **OSCAR students** who are-equipped with skills and knowledge to effectively support the learning of primary aged children is invaluable for teachers, families/whānau.

**What is the evidence?**

Government policy i.e. the Working for Families package from 1999 has supported the growth of the OSCAR sector. This included introduction of the OSCAR childcare subsidy in 1999 and MSD funding for OSCAR programmes in 2002.

**Working For Families: Cabinet Minute of Decision 26 April 2004** Working for Families package noted:
- the Childcare Assistance changes will help reduce childcare costs, which can act as a barrier to employment, particularly for women.
- the objective of the Childcare Assistance initiatives is to improve outcomes for low and middle income families with childcare costs by reducing a barrier to work and making quality ECE and Out of School Care and Recreation more affordable.

**Families Commission Report: When School’s Out** 2007 Conversations with parents, careers, and children about out of school services. Donnella Billet and Marny Dickson:
- Staff qualifications are a highly visible indicator of quality. Almost all parents expressed a desire for trained, qualified staff to be involved in running OSCAR.
- Australia: Four out of seven states require OSS meet minimum standards. Training is mandatory in some states eg ACT.
- Sweden: High quality and part of the education system. Staff have relevant university training.

The recommendations from the Chair of the Cabinet Social Development Committee as reported in The Further Findings from the review of the quality assurance framework for out of school services: Work force development. 2007 were:
- Research indicates that quality relies on a combination of factors including ratios, types of activities, staff training and experience, and interactions between children and adults.
- To increase the capacity of the sector to train and develop its own workforce

The government continues to support the provision of OSCAR services, and undertook a review of OSCAR funding in 2012/2013. Government policy continues to be focussed on moving people from benefits to paid work or training to obtain work. **Cabinet Paper: Cabinet Social Policy Committee 15 March 2013 Out of School Care Grant funding:**
- Currently 699 providers who run more than 2000 funded OSCAR services. Under the current grant funding system, with total funds at $16.9 million per year. $1.9 Million added to grant funding for 2013/14 to support transition to the changed funding regime from the 2012/13 surplus. Through the income tested OSCAR subsidy, the crown paid out 31.3 million in the 2011/12 fiscal year to support OSCAR attendance for 10,000 children.
- **Better use of existing OSCAR capacity as well as growth in area with adequate supply of OSCAR programmes will support the Welfare Reforms. These programmes provide more options for parents to move off the benefit system into full time work while their school aged children attend OSCAR programmes.**

- 2011 $188,107,000 Actuals ($31,300,000- OSCAR subsidy = 16.6% of total
- 2012 187,755,000 Actuals
- 2013 185,742,000 Estimated actuals
- 2014 183,660,000 Main estimates

Pathways for OSCAR

OSCAR qualified people have a number of pathways to pursue in either employment or undertaking on-going learning.
- Sport and recreation (further learning and/or employment)
- Coaching (further learning and/or employment)
- Sport officiating (further learning)
- Nannying (further learning and employment)
- ECE (further learning)
- Primary Teaching (further learning)
- Teacher aiding (further learning)
- Community recreation (employment)
TESOL Needs Analysis

Summary

The members of the working party reported a clearly demonstrated need for a TESOL/Language teaching qualification at Level 4 and Level 5. There was a lesser demonstrated need for level 6. The main drivers are: New Zealand’s recently acquired characterisation as a “superdiverse” population (the Royal Society, 2013) and resultant demand for English language learning and teaching; the case for teaching additional languages in schools (Harvey, 2013); the growth of New Zealand as an international education destination; and the international demand for language teachers. It is expected that provision of a rigorous and consistent qualification will contribute to the health of an increasingly multicultural society.

End users of such qualifications are many and varied and include the graduate themselves and those who receive the flow-on benefits of this training, including students and prospective employers. While the qualification would be contextualised to New Zealand, and would include the teaching of languages other than English in NZ, it would also need to meet the needs of teachers planning to use the qualification overseas.

The new qualifications will need to be underpinned by a sound understanding of the way in which languages are learnt and the vital role of language in people’s learning and identity construction (Baker 2011; Ellis 2008; Ortega, 2009)

P.S. The qualification’s title requires further discussion: TESOL/Language Teaching.

Potential candidates

Candidates include both domestic and international students who may or may not have existing tertiary qualifications.

- Non-Native Speakers wanting to teach English and/or their own language
- Expert users of English wanting to teach in voluntary or paid positions
- Beginning teachers (school leavers or those wanting a career change)
- Qualified teachers (NZ qualified, Overseas qualified)
- Those wanting a qualification i.e. to teach
  - English or other languages
  - English for specific purposes
  - General English
- Those wishing to teach in: the community or the primary, secondary or tertiary sector.

Analysis of Need: Why does New Zealand need graduates of this type?

Government Level

The need for TESOL qualifications is supported by the Ministry of Educations Tertiary Education Strategy (TES), and Education NZ English Language Sector strategy.

In summary:

- the TES has a strategy to increase the language, literacy and numeracy skills of learners, especially at foundation level, to which TESOL teachers can contribute (teachers with TESOL quals are already working in the adult literacy space).
• Education NZ is a crown entity charged with achieving the government’s goal of doubling income from international students by 2025. International students frequently are required to learn English before entering tertiary education. Thus qualified teachers are needed.

• The Education NZ roadmap workshop (see excerpt below) has identified TESOL as a product that New Zealand could offer internationally.

![Diagram 2](http://www.educationnz.govt.nz/our-services/international-education-industry-strategic-roadmaps/english-language-sector-roadmap)


• TES statements regarding international students.


• Aligns with TEC strategy for Literacy: The Tertiary Education Strategy describes that it is an expectation that ITOs, PTEs, ITPs will work to increase language and literacy levels. There is a need for people who know how to do this (most of which is addressed in LLN quals, some of which may be addressed by TESOL).


In short, provision of such courses aligns with Government policy. They would meet the needs of:
• existing and potential domestic and international candidates
• community teachers of other languages and those wishing to teach an international language in the tertiary system
• immigrants and citizens (non English speakers/learners needing English language development/learners of heritage and community languages) by provision of skilled English and other language support.

NZ People

• To provide the community with more highly educated members
• To develop inter-cultural awareness and publicly celebrate linguistic and cultural diversity
• To provide the community with a higher level of awareness of another language

Graduates

• To have a NZ qualification that is on NZQF to enable international students to get a visa, and domestic students to qualify for funding
• To have a qualification, which is specific to our NZ context i.e. programmes can be developed to meet the needs of candidates in NZ
• To have a qualification that incorporates methodologies and practices used in NZ educational context
• To have the potential to teach in NZ and overseas
• To have greater confidence to participate in and contribute to NZ society
• To equip NNS learners and NS learners with the skills to pathway into employment or further study
• To enable NNS learners and NS learners to assist their family in daily life and to participate in and contribute to NZ society

What benefits will these graduates bring?

• The ability to contribute to the economy of NZ by creating employment opportunities for others e.g. new businesses
• Effective language teaching
• Qualified language tutors will be able to share expertise within the general educational setting and bring a focus on the role of language in learning (Koefoed, 2012; Scott & East, 2012).
• Develop inter-cultural awareness and recognise linguistic and cultural diversity (TEC date? Harvey, 2013; the Royal Society, 2013;)

Are there potential candidates – is there demand?

Data tracking demand

1. TESOLANZ : Number hits on website TESOL qualifications page
(http://www.tesolanz.org.nz/Site/Publications/directory.aspx)

<table>
<thead>
<tr>
<th>Month</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014-Feb</td>
<td>453</td>
</tr>
<tr>
<td>2014-Jan</td>
<td>1104</td>
</tr>
<tr>
<td>2013-Dec</td>
<td>954</td>
</tr>
<tr>
<td>Nov</td>
<td>959</td>
</tr>
<tr>
<td>Oct</td>
<td>857</td>
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<tr>
<td>Sep</td>
<td>798</td>
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<tr>
<td>Aug</td>
<td>794</td>
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<td>Jul</td>
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<td>Jun</td>
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<td>Mar</td>
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<tr>
<td>Feb</td>
<td>810</td>
</tr>
<tr>
<td>Jan</td>
<td>869</td>
</tr>
</tbody>
</table>

Table 3: Number of hits on the TESOL qualifications page
To put that in perspective, this was the third most popular webpage until last October, when it became the first (behind the home page). The TESOLANZ website gets around 2,500-3,000 hits per month so nearly one in three visitors look at this page.

2. Enrolments in the TESOL qualification at Level 4 at North Shore Language School support the demand:

<table>
<thead>
<tr>
<th>Qualification Number</th>
<th>Name of Qualification</th>
<th>Level of Qualification</th>
<th>Provider</th>
<th>Number of enrolments 2011</th>
<th>Number of enrolments 2012</th>
<th>Number of enrolments 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>112029</td>
<td>Certificate in TESOL</td>
<td>Level 4</td>
<td>North Shore Language School</td>
<td>109</td>
<td>128</td>
<td>103</td>
</tr>
</tbody>
</table>

**Table 4: Number of Enrolments in the TESOL qualification at L4 at North Shore Language School**

- Unitec has trained on average 30 teachers per annum between 2010-2013
- Industry demands a robust standard of qualification
- On-going demand for teachers due to turn over rate and fluctuation of student numbers
- Number of sts and no. of teachers required to service this (evidence)
- Education Tourism
- Candidates are coming to NZ to gain TESOL qual. 7% of Unitec’s graduates were from overseas (2010-2012).
- Graduates from other degrees seeking specialisation in TESOL
- Beginner and qualified teachers
- Unemployed
- School Leavers eg catering to TEC priority group for under 25s. See the following data from enrolments in the TESOL qualification at Level 4 at North Shore Language School in the TEC priority group for under 25s:

<table>
<thead>
<tr>
<th>Qualification Number</th>
<th>Name of Qualification</th>
<th>Level of Qualification</th>
<th>Provider</th>
<th>Number of enrolments 2011</th>
<th>Number of enrolments 2012</th>
<th>Number of enrolments 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>112029</td>
<td>Certificate in TESOL</td>
<td>Level 4</td>
<td>North Shore Language School</td>
<td>Age 18-24: 36</td>
<td>Age 18-24: 39</td>
<td>Age 18-24: 34</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Age 25+: 73</td>
<td>Age 25+: 89</td>
<td>Age 25+: 69</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>TOTAL: 109</td>
<td>128</td>
<td>103</td>
</tr>
</tbody>
</table>

**Table 5: Number of students Under 25 enrolled in the TESOL qualification at L4 at North Shore Language School**

- Those wanting a career change/upskill
- NNS / NS
- Domestic and international
Number of international students and domestic students in the TESOL qualification at Level 4 at North Shore Language School:

<table>
<thead>
<tr>
<th>Qualification Number</th>
<th>Name of Qualification</th>
<th>Level of Qualification</th>
<th>Provider</th>
<th>Number of enrolments 2011</th>
<th>Number of enrolments 2012</th>
<th>Number of enrolments 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>112029</td>
<td>Certificate in TESOL</td>
<td>Level 4</td>
<td>North Shore Language School</td>
<td>Domestic: 96</td>
<td>Domestic: 120</td>
<td>Domestic: 100</td>
</tr>
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<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>International: 13</td>
<td>International: 8</td>
<td>International: 3</td>
</tr>
<tr>
<td>TOTAL:</td>
<td></td>
<td></td>
<td></td>
<td>109</td>
<td>128</td>
<td>103</td>
</tr>
</tbody>
</table>

Table 5: Number of International and Domestic students enrolled in the TESOL qualification at L4 at North Shore Language School

Who are the end users? I.e. employers of the graduates/further education providers

- Educational Organisation with language programmes or Learning support (PTEs, ITPs, General Education setting)
- Educational Organisation with foundation programmes
- Educational Organisation overseas and overseas government programmes (TALK in Korea)
- Community Organisations
- Immigrant support groups
- Corporations eg banks, airlines,
- Defence forces
- NZ Government run programmes e.g. OSCAR
- Tourism

References


The Royal Society of New Zealand. (2013, March). Languages in Aotearoa New Zealand