The Dynamics of Transformation at the Auckland College of Education 1985 – 2000 : An Analysis of the Impact of Socio-political and Institutional Change on Pre-service Teacher Education.

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Stuart Alan Middleton

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Abstract

Colleges of Education in New Zealand had during most of the 1900's enjoyed a protected position as sole providers of teacher education, providing the nation's centres and schools with teachers. The New Zealand Department of Education exercised tight control over the colleges and a degree of autonomy was accorded to them progressively from the 1960's. Change had been incremental and evolutionary in response to shifting socio-political pressures.

Socio-political change over the period 1985 – 2000, however, was dramatic in style and profound in effect, as successive governments sought to reform the economy, the state sector, the administration of education and the shape of tertiary education. Colleges of education, along with other tertiary institutions, were manoeuvred into a competitive and contestable environment which imported into education the principles of the "free market".

This qualitative study analyses the impact of those changes on pre-service teacher education at the Auckland College of Education over that intense period as transformational changes moved the College from its previously protected teachers college configuration, relating closely to the school system, to one which more typically reflected that of other tertiary institutions alongside which it now stood and with whom it now competed. A theoretical framework is developed that analyses the changes on two dimensions. A vertical axis assesses the nature of the pressures to change and the realities of the skills, knowledge, aspirations and dispositions that the staff of the College brought to them. A horizontal axis tracks the progress of the changes and their impact on the College. The study, which employed interviews with both individuals and focus groups and documents as its prime sources of data, adopted an eclectic methodological approach.

Clusters of changes that impacted on pre-service teacher education emerged as "change narratives" based on sets of changes that reflected the impact of various institutional mergers, administrative and professional restructuring, the development of a research culture, the review of the degree taught jointly with the University of Auckland, and the development of a provider degree. The impact of those developments on the provisions for pre-service teacher education is evaluated and from them a set of principles for the management of transformational change in colleges of education or similar institutions and organisations is developed.

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Chapter 1

Introduction : From Pale Imitation to Dynamic Institution

Simply by sailing in a new direction
You could enlarge the world

Alan Curnow *Landfall in Unknown Seas*

Background

After a hundred years of working in the sheltered and protected waters of teacher education, a niche in the tertiary system that saw six colleges supplying all the nation's teachers under the benign control of the New Zealand Department of Education in a relatively resource-rich environment, teacher education in New Zealand in the mid-1980's faced the turbulent waters of reform and the competitive market. Throughout the world there had been a demise of teacher education in stand-alone institutions and teaching had been subjected to the same kinds of 'credential creep' that had characterised other occupational classes. After a lengthy period of incremental change, teacher education and the colleges were to face a time of discontinuous and transformational change. Widespread reform of education, the state sector and the economy would bring about changes of unprecedented magnitude. Tertiary institutions in general and teacher education institutions in particular would have to respond to those changes simply to survive and dramatically alter the way they worked if they were to do more than this.

Institutions for the training and education of teachers evolved in New Zealand as part of the tertiary education system, but at a level below that of the universities. They predominantly prepared school leavers for a return to the classroom as teachers and were largely staffed by experienced school teachers. The intended relationship between the colleges and the schools of education at the nation's universities did not develop as closely as had been intended. Entry level requirements to college courses were markedly below those for university courses and college graduates exited with certificates and diplomas. Degrees were, until 1989, the sole preserve of the universities.

Colleges had not remained unchanged, however, and as they grew synchronously with the increase in New Zealand's school population, their programmes expanded, student

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intakes became more diverse, courses were lengthened and entry levels were raised. In the 1970's colleges took on an increasing role in the inservice professional development of teachers. But these changes were all under the protective control of the New Zealand Department of Education whose shelter came at a cost. Colleges had only quasi-autonomy, as funding, capital expenditure, aspects of operating expenditure and procedures, student selection and course approvals were all subject to the control of the Department. This enabled the government to control the supply of teachers through introducing new courses, and even new colleges, in times of demand and, when that demand decreased, through closing colleges.

No period of change and development in the history of colleges over the earlier period of the twentieth century would match the natures and scale of the changes in the tertiary education system that was to occur over its last fifteen years. Whilst to that point change had been largely incremental, over these particular years the changes experienced were undoubtedly transformational in nature.

The Study

This study examined that period of transformational change as it found expression at the Auckland College of Education ("the College"), a large teacher education institution situated in Auckland, New Zealand's largest and most diverse conurbation. While in addition to teacher education programmes, the College teaches special education, social work and human services courses, the research presented here is centred on pre-service teacher education. Throughout the period being studied (1985-2000) the College was led by Dennis McGrath, Principal and Chief Executive Officer who figured prominently in the changes within the College. He became Principal of the Secondary Teachers College in 1985. When the Auckland College of Education was created by the merger of the Auckland Teachers College with the Secondary Teachers College he became one of its three Principals before becoming the sole Principal and Chief Executive Officer of the College in 1989. He retired in 2001.

From the time of their inception until the mid 1980's, teacher education institutions were clear in their role. They prepared teachers for schools by offering courses in general education, professional education and practice teaching. In surveying the reviews of teacher education that had occurred in the latter half the 1900's, Alcorn painted a picture of the colleges throughout New Zealand as being homogenous and contained largely within "a shared culture" (Alcorn, 1999a). The latter part of the twentieth

century, however, was to see this shared culture replaced by a competitive and egocentric focus as each college strove to effect a transformation that would enable it to claim, as one Principal did, that "Out of the ashes... has emerged a dynamic tertiary institution that is at the forefront of teacher education both nationally and internationally" (Keen, 2001, p.11).

Where colleges had attempted to replicate courses in areas covered traditionally by the universities (largely in the areas of general education), they tended, in Fletcher's (2001) terms, "to be a pale imitation of what the universities were doing" (p.9). The history of teacher education institutions had been marked by a tradition of partnership between the colleges in a national system of teacher education. Relationships between the colleges and their local universities were loose and distant for most of that period. Although there had been no tradition in New Zealand of locating teacher education in the university system, from the 1970's a range of differing relationships had developed. These relationships were not always without conflict, but uneasiness in such relationships was not new. Butchers (1932) reported that the lack of clarity in the relationship between the schools of education in the universities and their local colleges had then resulted in an "unsatisfactory" situation (p.145).

In 1987, the Auckland College of Education was created by a merger of the then Auckland Teachers College (a primary teacher education institution) and the Secondary Teachers College. A range of wide-sweeping education reforms from 1987 allowed the new College autonomy of governance and management, created a competitive, market-driven environment for tertiary education, and introduced a qualifications framework in which it was possible for institutions other than universities to teach degree courses. In 1990 the College began teaching a BEd degree jointly with the University of Auckland. The emerging threats of contestability were balanced by new opportunities as the College restructured to meet the challenges and worked to develop a research culture that would mark it as a tertiary institution able to autonomously teach at degree level.

In late 1996, the Auckland College of Education announced that it was to merge with the Auckland Institute of Technology (later to become the Auckland University of Technology) and the Central Institute of Technology (Wellington) combined and a long period of negotiation commenced. Towards the end of that process, however, the College Council determined that a relationship with a university partner would be a preference and attention turned in early 1997 to attempts to broker an arrangement

with the University of Auckland. However, differences in style and an apparent lack of willingness to accommodate brought those talks to a point where it was agreed that no suitable arrangement was possible. Almost immediately, therefore, an agreement was reached to merge with Massey University. It had been a period in which merger was very much in the minds of College staff. The College, at the end of 1997, was clearly going to merge.

Emergence of the Research Study

The period 1985–2000 was a time of profound and significant change at the College. A number of wide-ranging issues and researchable questions were embedded in the dynamics of such change. What were the changes that had taken place? How had those changes impacted on teacher education and the work of teacher educators? In what ways had the College changed in character? What can be learned from these events to assist the implementation of change in the future?

At the point of such considerations, the College/Massey merger was seen as a key defining event, and a longitudinal study of its impact was contemplated for this study. However, a number of factors conspired to change this focus of attention. In 1998-99 it was becoming clear that the merger process would be attenuated by the uncertainty of governmental approval, a factor not helped by a change of government in 1999. In the event, this assumption proved to be correct with the actual process taking until the end of 2000 at which point the Minister of Education declined to approve the proposed merger with Massey University.

The proposed study had, by then, undergone changes to its design and focus to centre on the analysis of the wider impact of socio-political and institutional change on preservice teacher education at the College. Such changes to the environment in which the tertiary sector operated had a number of impacts on the College. These had their clearest expression through the various restructurings that the College underwent to better meet the changing environment, the overt and conscious attempt to develop an academic research culture in the College, the development and teaching of a new degree programme and the general merger ambience that pervaded throughout.

The Research Questions

In order to analyse the impact on the College of the changes that resulted from the climate of education related reform generally in New Zealand during the period 1985–2000, the following questions were identified:

1. What were the significant contextual changes that took place over the period 1985-2000?

2. What were the key changes that took place within pre-service teacher education provisions at the Auckland College of Education in response?

3. What was the impact of those changes on teacher education on the College and related environments?

4. What can be learned from these changes to inform the management of transformation in similar institutions during a period of significant change?

The Change Narratives

Early in the study, documents and the first round of interviews revealed that the changes at the College seemed to cluster around five major change themes. The five areas that emerged and in which the changes were clearest, were to become what the study would style as *'change narratives'*. They are dominant stories that have an existence in and over the period being studied and which all share the theme of change. In addition, the five had each to some degree or other been alluded to as issues of concern and focus by the Principal of the College, Dennis McGrath, in early seminal papers through which he launched the College on a series of interrelated developments. These papers suggested their intentions with titles such as *'Designing the Future'* (McGrath, 1994c) and *'Restructuring ACE'* (McGrath, 1994d). The five areas that became the change narratives of this study are:

1. The ghosts of mergers past, present and future

In the period 1974 to 1985 there had been a series of amalgamations/mergers at the College. First, Ardmore Teachers College closed at the end of 1974 (Openshaw, 1996, p.54) and various staff were transferred to other colleges including Auckland Teachers

College. This was followed by a national move to shift kindergarten teacher training into the colleges and this occurred in Auckland in 1975 (Fletcher, 2001, p.246). But the 1980's were characterised by more dramatic events as the Government announced the transfer of the North Shore Teachers College to the Auckland Teachers College in 1982 and, in response to pressure from the Government, the Auckland Teachers Colleges Council announced that the Auckland Teachers College (the primary teacher education institution) and the Secondary Teachers College would amalgamate. This was achieved in 1985 with the creation of the Auckland College of Education. Then over a two year period, 1996-1997, the College considered possible merger with a range of potential partners before agreeing late in 1997 to merge with Massey University – subsequently to be stymied by Government decision in 2000. The theme of merger has been instrumental in change over the period of attention.

2. Shuffling the pack: restructuring the administrative and professional context

The College had addressed issues of the internal administrative and professional structures to achieve the amalgamation of the primary and secondary colleges in a manner that preserved an acceptable degree of autonomy for the different sectors. A three-principal arrangement was replaced by a single principal set-up and some minor changes were made in 1989 to accommodate the establishment of Te Puna Wananga, a faculty concerned with programmes in Maori Education. The College focused on a major restructuring during the period 1994-95, which altered the focus of the professional groupings in the College from one based on school community sectors (i.e., Early Childhood, Primary and Secondary) to one which brought pre-service teacher education together in a faculty structure and staff together in academic groups called "centres". The dynamics of responding to change has been an underlying feature of these various modifications.

3. From using to doing: developing an academic research culture

Universities are traditionally characterised by both teaching and research and this has been at the heart of their traditional right to teach degree programmes. However, the new qualifications environment that was introduced in 1987, while opening the way for the teaching of degrees by institutions other than universities, required research to be a feature of any institution with such aspirations. To facilitate this, a wider definition of "research" was adopted and the College responded to this opportunity. This raised wider issues of the general academic culture of the College. The nature of this culture

and ways in which staff could promote it became an increasingly important concern throughout the College during the period 1985-2000.

4. Degrees of change: a jointly taught degree

The Auckland College of Education was the last of the colleges of education in New Zealand to introduce a BEd degree programme taught jointly with an associated university. A BEd programme in conjunction with the University of Auckland ("the University") started in 1990 and was due for review in 1995. The impact of this experience was an important line in the story of the College during the period of this research study.

5. Change of degrees: a college provider degree

The establishment of the New Zealand Qualifications Authority (NZQA) in 1987 led to the possibility that institutions other than universities could offer degrees. The development and introduction of a provider degree, the BEd (Teaching), was the most significant event at the College in the 1990's. Introducing its own degree for teacher education became both a challenge and an achievement for College staff as they worked over the period of this research study to establish a presence for the College in a new and evolving tertiary environment.

These five change narratives are presented in the order in which they seemed to emerge as a feature of change at the College.

The Research Approach

To pursue the identified research questions, a qualitative study was designed to analyse the changes made at the College during the period 1985–2000 and to develop from that analysis general principles for managing change in contexts of this kind.

Following this introductory chapter (Chapter 1), Chapter 2 details the socio-political and institutional contexts of the period and examines the impact of these contexts on the College.

Chapter 3 develops a theoretical framework that allows for the analysis of the impacts on both vertical and horizontal axes based on a view of the nature of change in an

institutional setting and the processes through which change implementation proceeds. The creation of this framework draws on institutional and organisational studies.

Chapter 4 outlines the methodology for this study, which utilises an eclectic range of research approaches. The College is a complex institution and the nature of the research made such an approach desirable. The collection of data was based on four major sources - literature reviews, interviews, focus groups and document searches. The data collection from College staff was completed through a series of individual interviews with eight lecturing staff (the Reference Group), three management staff in key positions and five former staff members. Three Focus Groups were established and consisted respectively of five management staff, four lecturing staff and five members of the College's communities of practice in Early Childhood, Primary and Secondary. (Interview schedules are included in Appendix A.)

A series of five chapters follows, each of which deals with one of the change narratives.

Chapter 5   The ghosts of mergers past, present and future.
Chapter 6   Shuffling the pack: restructuring the administrative and professional context.
Chapter 7   From using to doing: developing a research culture.
Chapter 8   Degrees of change: a jointly taught degree.
Chapter 9   Change of degree: a college provider degree.

Chapter 10 discusses the impact of these socio-political/institutional changes on pre-service teacher education provisions at the College, and Chapter 11 concludes the study with the development of a set of principles derived from the study and which, it is claimed, underpin the successful management of significant change in institutions such as colleges of education.

The Researcher

The Researcher has been a member of the staff of the Auckland College of Education on two occasions. From 1980 to 1990 he was a Senior Lecturer: HOD Secondary English at the Secondary Teachers College. He continued in this role following the merger of the Auckland Teachers College and the Secondary Teachers College within the newly created institution, the Auckland College of Education. After a period of seven years (1990-1996) as a secondary school principal, he was invited to return to

the College as Director of Secondary Teacher Education at the beginning of 1997 with a brief to effect changes to the format of the secondary programme and to promote its development. He was also asked in 1998 to accept the additional position of Director of Information Technology Services to establish a new service group within the College to implement a co-ordinated approach across the College in the areas of information technology infrastructure development, user support and professional development. He undertook this role in addition to the responsibility for Secondary Teacher Education.

During the period of this research, at the beginning of the 2001 academic year, he changed position within the College to become General Manager: Academic Services, with responsibilities that included student services, library services, the Academic Board and staff development across the College. In June 2002, while in the final stages of completing the thesis, he left the Auckland College of Education to become Executive Director Student Affairs at the Manukau Institute of Technology.

The ethical and practical issues faced in undertaking research of this kind as a staff member of the institution are examined in Chapter 4.

Adding to Our Understanding of Teacher Education

This study is an intense and focussed study of the impact of a set of changes on pre-service teacher education provisions at a college of education over a fifteen year period of time. It is not an historical study of the College, such as the studies that have been completed of Palmerston North Teachers College (Openshaw, 1996), the Christchurch College of Education (Fletcher, 2001), and the Dunedin College of Education (Keen, 2001; Morton & Morton, 1976). It is not in itself a critical analysis of the wider socio-political context like that done by commentators such as Alcorn (1995, 1999), Kelsey (1995, 1999) and Jesson (2000). However, it does contain elements of historical and critical socio-political analysis as it pursues its aim of examining the impact of change on the work of teacher educators and the environment in which they daily work, the qualitative changes to their lives as teacher educators and the general impact on teacher education as an academic/professional field or activity at a critical time in the history of education in this country. Out of the study a set of principles has been developed that, if applied, are likely to expedite the implementation of change and maximise the positive impact of it in similar contexts.

Finally, it should also be stated that this study, while not purporting to be a study of leadership *per se*, does highlight the central importance of this in change. The part played by Dennis McGrath as Principal, the instructional, administrative and professional leader of the College over a period of some fifteen years is clearly significant. It seemed appropriate that at the time of his retirement in August 2001, much of the imagery employed to describe and acknowledge his contribution to the College was that of the sea, the "Captain of the ship" who had "steered the College through turbulent seas". This research examines those turbulent seas and the new directions that Dennis McGrath and his crew both charted and responded to in an attempt to enlarge the world of the College. It analyses a journey from "pale imitation" to "dynamic institution".

Chapter 2

The Socio-Political and Institutional Contexts

This study examines the impact of socio-political and institutional change on pre-service teacher education at the Auckland College of Education as reflected in the context of the reform agenda of successive governments during the period 1985 to 2000 and of the particular nature and history of the Auckland College of Education as a stand-alone teacher education college in New Zealand.

Socio-Political Context

Background

New Zealand had long enjoyed a world-wide recognition for its state concern for the social well-being of its citizens. Initiatives such as those in social welfare, wage and other industrial legislation, benefits for the aged and the enfranchisement of women had established an environment which New Zealand's first Labour Government, elected in 1935, built upon by extending social welfare provisions to create the "welfare state" that provided for a free health service and welfare benefits for those unable to work and for the benefit of children. A free universal education system, enshrined in legislation since 1877, received new energy from the visionary and defining statement of the then Minister of Education Peter Fraser:

> Every person, whatever his [*sic*] level of academic ability, whether he be rich or poor, whether he live in town or country, has a right, as a citizen, to a free education of the kind to which he is best fitted and to the fullest extent of his powers. (House of Representatives AJHR, E1, 1939, p.2)

This statement was to capture the direction and commitment of the New Zealand education system for the next thirty or so years (Beeby, 1986, p.xxii). After the exigencies of the depression years and the fraught period of the second world war, New Zealand entered a period of considerable population growth. The rolls in primary school doubled between 1945 and 1966 while at the same time the population growth and higher participation rates in education compounded to quadruple the secondary school rolls between 1945 and 1975 (Treasury, 1987, p.11). This product of the post-

war "baby boom" created demand for more schools and greatly increased numbers of teachers. The four original teachers colleges (Auckland, Wellington, Christchurch and Dunedin) were supplemented with new colleges at Ardmore (1948), Palmerston North (1956), Hamilton (1960) and North Shore (1963) (National Advisory Council on the Training of Teachers, 1965, p.4).

The social policies established by the first Labour Government were fundamentally maintained for almost fifty years, until the fourth Labour Government saw its election in 1984 and re-election in 1987 as an overwhelming mandate to pursue change. As Hermansson and Webb (1993) stated:

> With even more vigour than their reforming forbears of the 1930's who created the welfare state, the Labour Government of the 1980's set about dismantling it. In a little over a decade they, along with the National (Conservative) Government that has succeeded them, implemented economic and social policies that have totally changed the fabric of New Zealand society (Hermansson & Webb, 1993, p.215).

Labour were responding in part to the pressure for monetary reform. The sustainability of the welfare state in its current form was being questioned and the state sector, with its large bureaucracies, centralised control, interventionist involvement in the economy and excessive degrees of regulation, was ripe for reform. A high level of public expenditure and increasing levels of national debt were seen as cause for alarm and attending to both of these inevitably led to the conclusion that the government had to spend less on social welfare, health and education. Expenditure on education had steadily increased to reach, in 1981, 5.6% of gross domestic product (compared to 3.3% in 1961). This represented 14% (11.2% in 1961) of net government expenditure, despite a decline in student numbers from the mid seventies with the result that the expenditure per student continued to rise (Treasury, 1987, pp.14-15).

Economic Reform

The Government elected in 1984 was also to pursue an agenda of political and economic reform that was based on new right ideology and which was in tune with prominent business interests (Jesson, 1999). What later came to be called the "New Zealand experiment" (Kelsey, 1995a) was "the relentless pursuit of free market principles that began in 1984" (Kelsey, 1999, p.8).

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A careful analysis of New Zealand's economy in the 1980's placed it somewhat in the middle of most performance indicators when compared to other OECD countries (Easton, 1997, pp.7-14). The confluence of a small group of radical monetarists within Treasury who had published their blueprint in briefing papers for the incoming government (Kelsey, 1995a, p.55) and the election of that Labour government with its subsequent appointment of Roger Douglas as Minister of Finance created the willingness to embark on a programme of radical reform (Easton, 1997, pp.218-219), with support from the private business sector (Kelsey, 1999, p.3).

Snook (1994) described the Treasury briefing to the incoming government in 1984 as "an amazing document from a department of state, which is supposed to give **financial** advice to the government. It is a work, not of economics, but of social philosophy" (p.9) (see also Fletcher, 2001, pp.318-319). The advice to the government relating to teachers colleges was based on anecdote (Treasury, 1987, p.157) and claimed that "teachers' colleges attract a mixed press" (Treasury, 1987, p.141). Overall the briefing papers painted a less than favourable view of the colleges, describing costs as high ($16,632 per equivalent full-time student compared with $9,731 for the universities and $8,458 for the technical institutes)and the teaching ratios as favourable (1:10.6 compared with 1:13.3 and 1:12.7 respectively for the other sectors). They described the colleges as being "professional enclaves" in which teaching experience was not formally required (NZ Treasury, 1987, pp.182-185).

> Shorter, sharper courses, less emphasis on and regard for academic qualifications for teaching junior forms and more emphasis on reward for work experience gained outside teaching may assist in lowering the class barriers. Teachers colleges could be run by the universities to bring training provision for teaching more into line with other professions and relieve the Department of Education of the impossible task of achieving equity and efficiency in providing for the training needs of its own sector (Treasury, 1987, p.194).

What resulted from the Treasury briefings was an "orgy of deregulation" (Collins, 1987, p.49), which saw the removal of wage controls, the ending of rent controls, deregulation of banking, diminution in the role of producer boards, liberalisation of areas such as transport and the liquor industry, the progressive removal of the state as a provider of services and the removal of agricultural subsidies. An overwhelming central role was given to the market (Collins, 1987; Easton, 1997; Kelsey, 1995a; Snook, 1994).

The rise of the commitment to the market-oriented philosophy was accompanied by an increasing suspicion of "capture" which manifested itself, it was claimed, as "consumer capture", "provider capture" and "administrative capture" (Olssen & Matthews, 1997, p.14).

> Business leaders were commissioned to oversee policy reviews which prepared the ground for controversial change. Education, for example, was the subject of numerous reports which were led variously by the head of a retail distribution chain; the director of the Institute or Policy Studies; the former general manager of a major rubber and carpet manufacturer; and a senior partner in Price Waterhouse. (Kelsey, 1995a)

Reform in Education

Thus the government was to embark on a series of reform initiatives in education that were based on economic rationalism/new right theories which emphasised that, in Snook's (1994) view, the way to improve schools was to ensure they are consumer driven, that the user should pay, that private schools are more successful than state schools and should be encouraged and that the school system should be more accountable (pp.11-12). These views were embedded in the wider political framework of the new right that wanted an open deregulated economy, free market competition, minimalist state involvement, widening gaps between rich and poor, individuals viewed as consumers, systematic attacks on all forms of collective organisation, and the increased concentration of power into the hands of an elite minority (Noonan, 1994, p.19).

What followed in education was what has been called a "blitzkrieg of educational reports" (Grace, 1998, p.207). The Government first initiated reform in the administration of education through *The Picot Report* (Department of Education, 1988a) which impacted mostly on the compulsory sector (i.e., primary schools, and secondary schools) but which also set a pattern for reform of other sectors. This report produced government policy that led to the removal of the Department of Education from any operational involvement in the sector and its replacement by a policy-oriented Ministry of Education. The Education Boards were abolished and governance of centres and schools vested in local Boards of Trustees who enjoyed a direct contractual relationship with the government (Department of Education, 1988e). The focus of *The Picot Report* was on the administration of education rather than its content (Dale, 1994, p.71).

The Picot Report (Department of Education, 1988a) was followed by the policy statement *Tomorrow's Schools* (Department of Education, 1988e) and this set out both the agenda and the implementation plan for the education reforms generally.

Gordon (1999) described three key arguments from *The Picot Report/Tomorrow's Schools* suite of principles that have informed reform from that date to the present:

1. Education is a private good and not at all a public good, properly defined.

2. The current system does not work, and an alternative system would be more equitable and fair.

3. Economic analysis constitutes the proper domain for the discussion of educational worth, because public education must be justified in such terms to the taxpayers who "invest" in it.

(p.48)

An additional dynamic for teacher education at the Auckland College of Education was the reforms of each of the early childhood and school sectors that took place alongside the reform of the tertiary sector. This included curriculum reform as well as administrative reform and each change impacted on the nature and content of teacher education courses. The reforms were legislated for in the Education Act 1989.

The tertiary or post-compulsory sector was not to remain as it was, however, and a series of reviews and reports raised issues that became a subsequent agenda for reform. The briefing papers to the incoming government in 1984 (Treasury, 1984) advocated a move away from state intervention and from a *laissez faire* approach to the economy. More importantly, they established the clear Treasury position that education was a "private good", which should be paid for by the individual to whom accrued the benefit and that a primary purpose of education was to acquire marketable skills. In this scenario the only means of producing efficiency in the education marketplace would be through competition.

These positions, stated with vigour in the briefing papers to the re-elected Labour Government of 1987 (Treasury, 1987), developed the underlying theme that where there was state intervention there was also low levels of efficiency and equity (Patterson, 1991, p.31). Further reports followed. *The Watts Report* of 1987 focussed on the need to increase participation, on increased public expenditure in tertiary education and on a more broadly based set of funding arrangements (Patterson, 1991,

p.36). The Government produced two tertiary education discussion documents (ref. *Learning for Life* and *Learning for Life Two*) which developed these arguments but did not generate any conclusions.

An influence on the education debate in New Zealand was The Business Roundtable, a self-appointed business discussion group, which sees itself as being "committed to contributing to the overall development of New Zealand and to promoting the interests of all New Zealanders concerned with achieving a more prosperous economy and fair society" (http://www.nzbr.org.nz). It confidently asserts that "in an open and free domestic and international market environment, the interests of the business sector are closely aligned with those of the community at large" (New Zealand Business Roundtable, 2001). It also has an education wing, the Education Forum, which brings together a small group of invited educators to inform discussion on education matters.

The New Zealand Business Roundtable produced its own report, which advocated that tertiary institutions become state corporations funded largely through state funding for research and through the sale of goods and services (New Zealand Business Roundtable, 1988; Butterworth & Tarling, 1994, p.139). A "new right" thrust of reforming zeal underpinned the reforms at this time. Peters, Marshall and Massey (1994) summarised the main theoretical elements of this ideology as:

1. A commitment to the free market which involves two sets of claims:
(a) claims for the efficiency of the market as a superior mechanism for the distribution of scarce public resources:
(b) claims for the market as a morally superior form of political economy.

2. A return to a form of individualism which is comprehensive, 'possessive' and construed in terms of 'consumer sovereignty'.

3. An emphasis on freedom over equality where 'freedom' is construed in negative and individualistic terms. Negative freedom is freedom from state interference which implied an acceptance of inequalities generated by the market.

4. An anti-state, anti-bureaucracy stance. The attack on 'big' government made on the basis of both economic and moral arguments and tends to lead corporatisation and privatisation strategies to limit the state.

5. A moral conservatism which is based on fundamentalist and individualist values which are anti-socialist, anti-feminist and anti-Maori (p.264).

The most influential report from a tertiary sector point of view was that of the Working Group on Post-Compulsory Education and Training, popularly known as *The Hawke*

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Report (Department of Education, 1988d). Working within both the general environment established by the Treasury and the specific regulatory environment created after *The Picot Report*, it advocated a decentralised but still largely public system of post-compulsory education and training relying on increased levels of non-public funding. This was to be achieved by institutions that would be chartered and operate independently of any central agency such as the University Grants Committee which was to be abolished. Students would pay increasing proportions of their fees and to expedite this a system of loans to be paid back once in employment were to be introduced (Patterson, 1991).

The Hawke Report argued for the definition in legislation of both "university" and "degree" but at the same time opened up the possibilities that the term "university" might be more widely used and that degrees might be taught by institutions other than universities.

Just as *The Picot Report* had spawned *Tomorrow's Schools*, *The Hawke Report* gave birth to *Learning for Life* (Department of Education, 1988c), the Government's statement of policy intent for tertiary education. Its key features were:

- decentralised decision-making for operational and management decisions;
- a Ministry of Education to provide comprehensive policy advice on education and training;
- a new mechanism for government funding based on a common formula across institutions, adjusted by weightings for different course costs, and an increase in the proportion of private funding;
- changes in the funding of scholarship and research based on accountability and effectiveness;
- a National Education Qualifications Authority (NEQA) to provide an across-the-board approach to the validation of qualifications;
- the encouragement of greater participation in PCET, and the removal of barriers to access for under-represented groups;
- a Review and Audit Agency to monitor equity issues.

(Patterson, 1991, pp.66-67)

This was followed a year later by *Learning for Life Two: Education and Training Beyond the Age of Fifteen* (Department of Education, 1989). This established the regulatory environment for the operation of tertiary education institutions through the 1990's. In summary this new setting had the following features:

- institutions were recognised as being one of four types, a college of Education, a University, a Polytechnic or a Whare Wananga;
- Institutions were bodies corporate, that is to say they were legal entities, that were the legal owners of their assets but establishment, disestablishment or amalgamation were to be public processes;
- councils were the governing bodies who appointed the Chief Executive Officer;
- each institution would have a charter and corporate plan which would be a public document;
- institutions were to be funded on an equivalent full-time student (EFTS) basis;
- each institution would be audited through a variety of processes involving the Auditor General, the Education Review Office (formerly the Review and Audit Agency), the NZQA (formerly the NEQA), and internal processes.

(Department of Education, 1989)

Specifically the *Learning for Life Two* report had a clear view of a role for colleges of education:

Colleges of education will be established as independent institutions, free to stand alone or to amalgamate with other tertiary institutions such as universities or polytechnics.

Those colleges of education that remain independent and do not amalgamate with other institutions will negotiate charters and corporate plans with the Ministry of Education.

Colleges of education will be able to offer a variety of courses in the manner of polytechnics and universities..... That is, they will not necessarily be restricted to teacher-training courses alone.

Colleges of education will be able to contract with the Ministry of Education to provide in-service training for schools or for the post-school sector.

The rolls of colleges of education will not be controlled by government projections of the future demand for teachers. As set out in *Tomorrow's Schools*, the Government will fund a minimum number of teacher trainees.....

Qualifications for teaching may be offered by institutions other than colleges of education (Department of Education, 1989, pp.38-39).

Impact of Reform on Colleges of Education

The recommendations of the reports, subsequently confirmed in legislation, set out an agenda for colleges that on the one hand included new freedoms which had not been

available to them under the control of the Department of Education, while on the other it removed protection through introducing contestability for the provision of teacher education courses. The price of autonomy had been the requirement that colleges enter into the pressured world of market ideology (Keen, 2001, pp.50-51).

Colleges had been subject to significant control by the Department of Education. (This is dealt with more fully below in "The Institutional Context".) The prospect of being released from the control of the Department of Education was significant.

> Linkages between the colleges of education and the universities were developed; but against the grain of the formulae by which the Department of Education controlled the disposition of college resources. The formulae which determined the behaviour of both college students and college authorities depressed professional standards and ensured that subject teaching was replicated on college and university campuses. Apparently innocent of any acquaintance with systems theory, the Department of Education exercised financial control by regulation in depth. The extent of regulatory control over teachers colleges could, in fact be surmounted by careful juggling of academic regulations between the colleges and the universities on a case by case basis. (Butterworth & Tarling, 1994, pp.40-41)

An earlier report had also made explicit the degree of control exercised by the Department over the colleges when, around 1977, the Department had sponsored a series of workshops to address the issue of college-university relationships. The reforms then were to have particular significance for the Auckland College of Education because a "degree" was now able to be taught by institutions other than a university. To qualify to do this, an institution was required to show that the degree was taught by people engaged in research and that the programme emphasised general principles and basic knowledge as the basis for self-directed work and learning.

The *Picot Report* had proposed "that each teachers college move towards becoming a semi-autonomous school within the local university" (Department of Education, 1988a, p.ix) and this became something of a national concern during the period of this study. Mergers between colleges and universities were a characteristic of the United States in the 1950's, were promoted by the Government in the United Kingdom in the 1960's and were common during the period of the move of the Australian Government towards a binary system in the 1980's. In New Zealand, in 1990, there was one imminent formal amalgamation between a college and a university (i.e., Hamilton Teachers College and the University of Waikato) and another under discussion (Palmerston North College of

Education and Massey University). All colleges had some arrangement or accommodation with their local university to provide for the teaching programmes that, through an arrangement of cross-crediting, led to the award of both a degree and a professional teacher education qualification.

The *Learning for Life* reports set up an environment in which amalgamations with universities seemed both realistic and even possibly financially advantageous (Peters & Roberts, 1999, p.17). The possibility of colleges offering a degree, and the requirement that such a degree be taught by those predominantly engaged in research, was an additional impetus for many of the developments within colleges.

Clearly with those changes/reforms, the framework that shaped the environment in which tertiary education was to operate over the decade of the 1990's had been put in place. In analysing the reforms undertaken in New Zealand, Jane Kelsey (1995a) noted that they were in large measure based on purist economic theory with little regard for the impact on real life, were implemented by a Labour Government from a social democratic background and continued by a traditionally interventionist conservative government. Finally the 'fundamentals' – market liberalisation and free trade, limited government, narrow monetarist policy, deregulated labour market and fiscal restraint – were taken for granted and were assumed to illustrate good common sense (pp.1-2).

In summary, the implication for the colleges of this period of reform clustered around changes to the governance structure, the role of the Principal (now Chief Executive Officer), concomitant industrial issues, a new funding and financial management regime, an increased contracts approach and widespread contestability (Fletcher, 2001, p.322).

It has been suggested that despite the fact that the reforms were being applied to three different sectors - the pre-school sector through *Before Five* (Department of Education, 1988b), the compulsory sector through *Tomorrow's Schools* (Department of Education, 1988e), and the post-compulsory sector through the *Learning for Life* reports (Department of Education, 1988c; 1989) - there were similarities which characterised all of the reforms (Peters, Marshall, & Massey, 1994). These are listed as:

> Control of education was transferred from the central state to elected
> boards and councils; employment of staff was transferred to the
> newly elected authorities; management of property and assets was
> placed in the hands of the institutions; there was an increased

emphasis on consumer choice and the notion of user pays; a new management incentive was initiated in all sectors; and educational institutions were encouraged to adopt efficient business practices.

(Peters et al., 1994, p.259)

Jesson (2000) provides a tidy summary of the impact of the changes overall on teacher education.

Status / Task	Old Bureaucratic System	Marketised Model
Operational entity	Department of Education-controlled organisation	Autonomous institution set up as a Crown enterprise
Funding decisions	Department of Education	EFTS price + student 'user pays' fees
Number of students	Department of Education – set by quotas for subject and level	No quota, but nationally set number of teacher education EFTS
Purpose of teacher education	Training of teachers	Production of qualifications
Selection of students	Department of Education panels, national minimum qualification 6FC	Individual enterprise decisions, usually University Bursary
Status of students	Teacher trainees with allowances	Fee-paying students / clients seeking qualifications
Pre-service curriculum	Nationally set in hours	Individual enterprise decisions in line with academic freedom under TRB influence
Approval of courses for teaching	N/A	TRB
Quality of courses	N/A	NZQA accredited via various sectorial bodies
Employment of lecturing staff	Under Department of Education	Individual enterprise
Culture of the institution	A professional (i.e., school) culture	Individual enterprise

(Jesson, 2000, p.63)

An interesting feature of the education reforms was that they were not initiated from within education or perhaps even from a concern for education but derived their force from a wider restructuring of the state and administration. At the same time a series of legislative reforms was changing the state context within which tertiary education operated. The Treaty of Waitangi Act was amended in 1985, 1986, and 1988 and together with the State Owned Enterprises Act (1986), the State Sector Act (1988), the Public Finance Act (1989) and the Employment Contracts Act (1990) helped change the state environment within which the education reforms were planned and implemented.

Qualifications Reform

The Education Act 1989 which legislated for the reforms also allowed for the establishment of the New Zealand Qualifications Authority (NZQA). This had two key implications for the colleges generally. The New Zealand Qualifications Authority unveiled in *Designing the Framework* (New Zealand Qualifications Authority, 1991), a plan to reshape qualifications in New Zealand through bringing together, within an integrated framework, all qualifications in both the senior compulsory sector and the post-compulsory sector and to include technical, vocational and academic qualifications. The rhetoric of this framework was not dissimilar to that used by the earlier report, *The Porter Project,* on New Zealand's competitiveness – "there is a glaring mismatch between the skills needed to upgrade the New Zealand economy and those provided by our education system" (Codd, 1997, p.132). Within this framework the New Zealand Qualifications Authority was to be a mechanism for the development and accreditation of provider degrees.

While it was the intention at that point to capture all teaching qualifications in the "unit standard" format (New Zealand Qualifications Authority, 1992) and while work did proceed on this (Gibbs & Aitken, 1995), it was the ability of a provider other than a university to be able to apply for accreditation to NZQA to teach a degree programme that would subsequently offer to the colleges opportunities that to this point had only been available through some form of relationship with a university.

The Education Act 1989 had encapsulated the view of the Hawke Report that degrees should be taught by people engaged in research (Hawke, 1988, p.91) and had built such a requirement into the definition of a "degree" which was a protected term under the Act. The New Zealand Qualifications Authority, in promoting its role as a body that could accredit provider degrees, developed a definition of research which was relatively permissive in comparison to the traditional definitions of research that applied within the setting of a traditional university.

These developments within the overall reforms of the qualifications structure in New Zealand were to assume considerable importance for the Auckland College of Education during the period of the study. The increased autonomy of colleges, the ability of colleges to award degrees in their own right, new definitions of degrees and research, sweeping changes in the state environment, the abolition of Department of

Education control and the quota systems and the introduction of contestability for the provision of teacher education were all to provide challenges and opportunities.

Institutional Context

While this study is not the place to review the history of either teacher education in New Zealand or the Auckland College of Education, it is both relevant and helpful to note some features of that history that are central to the nature of teacher education in New Zealand and the environment that the Auckland College of Education operated in prior to the period of the study.

Background

In the 1920's new buildings were established at Epsom, Auckland, for the Auckland Teachers Training College after the Auckland Board of Education had persuaded the Minister of Education to purchase for the College a site which was "...a certain magnificent area in one of the outer suburbs large enough for spacious playing fields, hostels and College buildings" (Auckland College of Education, 2001, p.26). The land identified was government land which "in 1890 was set aside under the provisions of the Epsom and Mt Eden Reserves Act as a Blind Asylum and Recreation Reserve and Gravel Pit" (Auckland College of Education, 2001, p.27).

Established in 1881 and situated in the central city, the College moved to its current site at Epsom in 1926 and at that location went through various metamorphoses that saw it change from the Auckland Teacher Training College into the Auckland Teachers College (1953) and then into the Auckland College of Education (1985) as it developed and expanded the courses it offered from an initial focus on primary teacher education.

Preparation of teachers for schools in New Zealand had always been in teachers training colleges under the control of both the Education Boards and the Department of Education. Post-secondary education was not seen as part of the tertiary sector (then comprised only of universities) until relatively recently. The colleges were the administrative responsibility of the Education Boards but under the professional control of the Department of Education (Jesson, 2000, p.57).

There were high levels of similarity between the four colleges that were initially established in Auckland, Wellington, Christchurch, and Dunedin. Pressures were largely uniform for all of the colleges and regional differences were slight. This was in

large part due to the control exercised over the colleges with regard to the selection of students, the requisite levels of qualifications required for entry and the nature of the courses offered. It was essentially a national system (Cumming & Cumming, 1978, p.159).

Courses were typically two years for early childhood and primary teaching and one year end-on graduate courses for secondary teaching (and a small number of primary teachers) until on the recommendation of the Currie Report (Department of Education, 1962) primary courses were extended to three years. The Currie Commission of 1962, while looking to see benefits to the general education and the personal development of students, predicated their recommendation on an expectation that more time would be spent on academic rather than professional training (Openshaw, 1996, p.107). Concomitant with this was an increase in the level of entry standards, which from 1951 had been a minimum of School Certificate, to Endorsed School Certificate (Openshaw, 1996, pp.129-130).

In some respects national aspirations for teacher education were not high. The Hughes-Parry Report on university education of 1959 included the comments that:

> ...universities, technical institutes, and teachers' colleges were sufficiently distinct to warrant the preservation of their separate identity" and that it would be "unfortunate if the technical institutes and teachers' colleges ... set about transforming themselves into university-type institutions. The country's need for appropriately trained technicians, tradesmen and teachers should not be subordinated to institutional aspirations towards a 'higher' academic status (Butterworth & Tarling, 1994, p.47).

The view of the report was that non-university institutions should not seek to award degrees which would "obscure their own distinctiveness." (Butterworth & Tarling, 1994, p.47).

At the Auckland College of Education, courses of secondary teacher education started in 1936 and have continued to this day. Initially prospective secondary teachers were prepared by staff working in the Post Primary Department within the Auckland Teachers Training College and in 1963 the Secondary Teachers College was founded on a contiguous part of the Epsom site, sharing library and, eventually, student centre facilities. The Secondary Teachers College amalgamated with the Auckland Teachers College in 1985 to form the Auckland College of Education.

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This was not the first amalgamation that the Epsom site had seen. Kindergarten teacher training was centred on the Kindergarten Teachers College (run by the kindergarten associations) in Auckland until 1975 when it was relocated to the Auckland Teachers College and combined with the early childhood programmes at the College. This was a national policy decision which saw all four kindergarten colleges shift into their respective teachers colleges (Morton, Johnson & Morton, 1976, p.203).

For a variety of reasons, the Ardmore Teachers College was closed in 1975, Loretta Hall (the Catholic teachers college) closed in the mid-seventies, and the North Shore Teachers College closed in 1982. Each was in theory amalgamated with the Auckland Teachers College to varying degrees through a variety of administrative provisions.

As spare capacity emerged in the early 1980's, the College introduced a Diploma in Social Work course and expanded its activities in Special Education and Human Services. Reflecting a national trend, courses for teachers were also introduced and expanded as Advanced and Higher Diplomas became a means of allowing primary teachers to access higher salary groups (Keen, 2001, p.108).

Teachers Colleges: Curriculum and Control

Colleges were traditionally subject to clear central control administratively and professionally. The financial control of the College remained with the Department of Education very much on the same model as secondary schools. Staffing was funded centrally while the College had some leeway with the use of an operational grant. Students were selected for the College by the respective Education Board and the qualifications issued to teachers, when they had fulfilled the requirements of the course and any subsequent probationary period, were issued under the name of the Department of Education. Only after the reforms of the late 1980's were colleges to have full control over their financial administration, staffing and credentials (Fletcher, 2001; Keen, 2001; Openshaw, 1996).

The qualifications offered at the colleges had originally consisted of graded certificates and the basic certificate from about 1930 to the early 1960's was the Teachers A Certificate which could be upgraded to "B" or "C" certificate through adding degree qualifications. In 1962 the Department of Education renamed the Certificate the "Trained Teachers Certificate" and later changed it to the "Diploma in Teaching", with

Advanced and Higher Diplomas able to be gained by adding three university units and three Department of Education papers to the Trained Teachers Certificate/Diploma in Teaching. At this time teachers colleges were granted the right to award a Teachers College Diploma on course completion (Fletcher, 2001, p.199).

At this time, in 1962, the Currie Commission brought down some recommendations that affected teacher education. These included the introduction of three year training, improved levels of staffing and of staff salaries, improved college libraries and more generous awards for university study for selected primary students (Fletcher, 2001, p.206). The recommendations also sought an increase in the time devoted to selected studies within the new three-year timeframe (Openshaw, 1996, p.107).

In 1965 the Government proposed that colleges each have their own council (National Advisory Council on the Training of Teachers, 1965) and this proposal was progressively actioned in all colleges over the next six years (Openshaw, 1996, p.43). This change, in effect, severed the links between the colleges and their historical employing authorities, the Education Boards (Fletcher, 2001, p.236.), these relationships having become a little strained over the years with the colleges seeking increasing autonomy (Openshaw, 1996, p.41).

The traditional central administrative control of colleges extended also into curriculum control with all colleges, up to 1989, required to have course prescriptions approved by the Director General of Education (Openshaw, 1996, p.103). McGrath (1994f), Principal of the Auckland College of Education from 1989 to 2001, describes the relationship with central control in these terms:

> The teachers' colleges, along with the polytechnics, were controlled by the Department of Education. The Department decided on quotas and selection criteria for students. These quotas were often the subject of rancour between colleges and the Department but were determined by the Minister of Finance on the advice of the Minister of Education.
>
> Staffing levels were based on quotas of students and individual colleges made requests for "above ratio" positions.... The staffing levels had a fixed proportion of senior positions and a fixed number of principal lecturer positions.... The finances were also essentially managed by the Department of Education. Salaries were paid by the Department.... Sick leave records were maintained centrally and requests for leave were also centralised....

One could, therefore, have noted a considerable measure of central control.

(pp.49-50)

The curriculum and the major elements in the College programmes, as prescribed and promulgated in the early 1980's, consisted of:

Early Childhood (Two-Year)	Education	400-450 Hours
	Curriculum	400-450 Hours
	Teaching Practice	350-450 Hours
	Subject or Personal	250-400 Hours
Primary (Three-Year)	Education	250 Hours
	A/V Instruction	50 Hours
	English	100 Hours
	Multicultural Education	100 Hours
	Curriculum e.g. Mathematics	100 Hours
	Science	100 Hours
	PE	50 Hours
	Art	50 Hours
	Reading	100 Hours
	Teaching Experience	500 Hours
	Subject Studies	500 Hours
Secondary	Education	100 Hours
	Professional Studies	100 Hours
	Teaching Studies (1)	100 Hours
	(2)	100 Hours
	Multicultural Education	50 Hours
	Teaching Practice	12 Weeks

(McGrath, 1994f, p.51)

The traditional college curriculum essentially fell into three areas: Curriculum Studies, College Studies, and Selected Studies (Archibald, 1974, p.37) and while the overall shape of the programme was under the control of Department of Education, there was a high degree of independence exercised by lecturers when it came to deciding what to teach. Lecturers were able to select on the basis of personal preference the content, activities and style of a course within the very broad parameters of the descriptions approved by the College Board of Studies.

Teachers Colleges: Culture

The Auckland College of Education saw for itself a role in "finishing off" the education of those who entered teacher education programmes. There was a tension between this liberal arts role and that of professional education more closely related to preparation for teaching. In fact different staff taught each of these components and in some instances the activities were located in different departments. There were distinctions between the "selected studies" (i.e., the liberal arts/continuing education)

staff and the "curriculum studies" (i.e., the professional education) staff; the former concerned with the teaching of a content area and the latter with the area as a study to promote the personal growth and development of the students. To a large extent these distinctions were artificial.

While the more able students were always encouraged by the College to undertake a certain amount of university work, the College and the University of Auckland by and large did not have much commerce with each other. This changed, particularly after the second world war and various arrangements developed that eventually saw some credit given for College study by the University. Typically this took the form of the College work generating unspecified credit into an arts degree.

The University traditionally had connection in the College through the College's Academic Committee on which it was represented and which was, in fact, chaired by a University faculty member. Further involvement resulted from the University work undertaken by College students.

Generally, the teachers colleges were aligned to the school system rather than to the tertiary system and as such the practical skills of classroom teaching were rated highly among staff members, although this was more important in curriculum studies than in the selected studies area. The opportunity for university work was an opportunity also for the staff to have contact, albeit rather oblique, with university staff who were seen as more oriented to research.

University staff perceptions went more deeply than simply seeing these kinds of differences between the two groups. In talking of a college (not the Auckland College of Education) Snook (1996) spoke of the:

> conflict among the staff as to the relative importance of the theoretical and the practical components of the programme. In principle, there should be no problem: teaching is a practical activity and the students have to learn how to practise the art of teaching, but the activity is a complex intellectual one and, like medicine and law, requires a thorough theoretical understanding. Theory and practice should go hand in hand. Yet there have been serious conflicts (p.10).

The nature and impact of this conflict is central to an historical understanding of teachers colleges in New Zealand (Openshaw, 1996, p.18). Openshaw (1996) provided a useful summary of the relationship between colleges and universities.

> The relationship between colleges and universities in New Zealand has never been determined by educational factors alone. Traditionally, colleges have been concerned to maintain their autonomy whilst safeguarding their links with the teaching service through the programmes they offer. Universities have been cautious about formalising relationships with institutions that are subject to direct government control and which offer courses many university staff regard as academically suspect. In addition, related questions, such as who should control entry standards, determine programme content and grant final certification, have combined to make both sides wary of marriages imposed from above, especially where these appear to have been motivated primarily by economic and political considerations rather than educational reasons (p.171).

Some of this unease has been the result of the increasingly unclear distinctions between the nature of courses at a teachers college and those at a university.

> In this context, the semantic evolution of colleges from their nineteenth-century origins as "normal schools", to "training colleges", then to "teachers colleges" and finally to "colleges of education" marks the steady upgrading of institutional aspirations from "trade training" to "teacher education", with all the ambiguities that the latter term implies (Openshaw, 1996, p.172).

The Currie Report (1962) recommended that colleges and universities should form institutes of education and this provided impetus for the development of links. Waikato University developed the first BEd degree in conjunction with the Hamilton Teachers College in 1966 and this was followed by the Massey University BEd degree in 1970 (Openshaw, 1996, p.176). A Department of Education report in 1977 noted that such degrees were established at Waikato, Massey and Otago Universities and that developments were under way at the University of Canterbury. (New Zealand Department of Education, 1977). The report noted further that Auckland University was, with the Auckland Teachers College, "exploring alternative ways of preparing teachers, including changes in the BA degree, which they feel are more appropriate to their situation" (Department of Education, 1977, p.22).

In 1977 the Department of Education summarised the position in Auckland in these terms.

> Auckland University grants up to four papers as BA credit to merit students from Auckland and North Shore Teachers Colleges and from Secondary Teachers College Auckland. Auckland Teachers College has promoted a case for a relationship between the teachers colleges in Auckland and the university paralleling the Massey University,

Palmerston North Teachers College pattern. Discussion is proceeding and a paper prepared in the university is a basis for consideration of possible relationships and degree structures which may be developed. The Auckland Secondary Teachers College has begun a teaching credit link in physical education with Massey University, with the approval of Auckland University (Department of Education, 1977, p.28].

In the event, what transpired eventually at the University of Auckland was an accommodation that allowed teachers colleges students to cross-credit four unspecified papers into a BA degree. It was to be many years before a jointly taught BEd degree was to be introduced in 1990 that saw seven papers taught solely by the Auckland College of Education, seven jointly by the College and the University and seven only by the University.

It has been suggested that work in teacher education can be divided into components that cluster around teaching, research and partnership activity (Ducharme & Ducharme, 1996; Judge, Lemosse, Paine & Sedlak, 1994) and that there is inevitably a tension between these (Boyer, 1990). Clearly, the Auckland College of Education did not feel a sense of tension about research because, with notable exceptions, it was traditionally not part of the College landscape. A study of the importance given to ten different elements in the work of the College in 1974 saw "research" as an activity ranked at ninth place by both students at all levels and staff (Archibald, 1974). This MA research project, undertaken by a former staff member, concluded that of teaching, partnership activity and research, "research would be a very poor third" (summarised in a personal communication, 18 April 2001). It was not until the late 1970's and early 1980's that a recognition that research had importance was to develop, with the establishment of a Research Committee comprised of staff from the Auckland Teachers College and the Secondary Teachers College.

This study is of an institution with a long tradition of continual and incremental increases in autonomy during a period characterised by the wholesale reform of the political and administrative environment. The key changes were the product both of external pressures and an internal desire to seize an opportunity. Teacher education at the Epsom Campus of the Auckland College of Education had developed out of its origins as a teacher training organisation working at a post-secondary level to provide a professional preparation for beginning primary teachers. As it expanded its courses to include early childhood and secondary teaching, the entry levels of students entering the courses were progressively raised to a point where many could undertake

university study. At the same time a range of changes of a socio-political kind were requiring the College to operate within an environment that was becoming increasingly competitive and contestable. The next chapter develops a theoretical framework within which these changes can be discussed.

CHAPTER 3

Theoretical Framework

Introduction

In the previous chapter the socio-political and institutional contexts for this study were examined. This chapter articulates the theoretical framework upon which the analysis of the impact of these changing contexts on pre-service teacher education at the Auckland College of Education is based. It brings together different perspectives from institutionalism, organisational studies and change management theory and synthesises them into a model for analysis that includes both a vertical and a horizontal plane.

Change is not a single event in the life of an organisation and during the period of this study change was pervasive in New Zealand, generally and in education specifically. The environment within which the College worked was characterised by sustained change. Some of the changes were socio-political (economic and education reforms), some were institutional (restructuring) while others were the consequential effects on staff (such as pressure to develop a research orientation). The changes were inter-related in their origins and overlapping in their introduction, and led to varying degrees of resolution and conclusion. They were not neatly synchronous.

The theoretical framework then is a model that seeks to provide an orderly pathway for the examination of these changes and through the data that this study revealed. Such a model "must be compatible with observation and previously validated theories" (Cohen & Manion, 1994) but by its nature be provisional until confirmed or otherwise by subsequent analysis thereby helping achieve clarity and a clear focus on key issues. However, as Bogden and Bilken (1998) suggested, "being theoretically engaged does not mean that gathering data is simply a process of filling in the blanks" (p.187). The theoretical framework developed in this chapter aims to provide a structure for the analysis of the complex and myriad of changes that characterised the College during the period from 1985 to November 2000 when the proposed merger with Massey University was denied by the Minister of Education.

The College is typical of most organisations in minimising the documentation of any theoretical base for changes made and the manner of changing (Collins, 1998). This is not to say that the changes and the manner in which they were promoted and implemented are free from such underpinning (Hyman, 1974). Collins asserts that studies of change within institutions are often focussed on single change episodes and agrees (Collins, 1998, p.69) that:

> research on change continues to this day to be focused on change episodes, and more likely a change episode, rather than the processal dynamics of changing (Pettigrew, 1985, p.10).

This study sought to analyse change at the Auckland College of Education during the last fifteen years of the twentieth century, viewing it from what Pettigrew (1985) referred to as a "processal dynamics" model of changing, but at the same time acknowledging the change episode perspective. This time span was marked at the beginning by significant legislative changes in New Zealand (see Chapter 2) and concluded with a decision from the Government that the College was not to be allowed to proceed with its plan to merge with Massey University. The changes being studied were the product of the legislative reforms to the state sector generally and to the tertiary education sector specifically. The subsequent environment featured a teacher education sector that was contestable and a qualifications market that was free of the constraints under which the education sector had worked for many decades.

The study also sought to develop a theoretical framework from within which to view these changes from both a vertical and horizontal perspective. The vertical axis is one which attempts to look at the nature of change within each of the change themes studied, while the horizontal axis is intended to be a means of analysing the stages in the impact of the changes over time.

Vertical Axis

The nature of the change and the balance of pressures to change between those forces originating outside the College (socio-political) and those which originate from within the College (institutional).

The stages of impact of the changes as they are first formulated, then introduced, impact on the staff and finally are assimilated.

Horizontal Axis
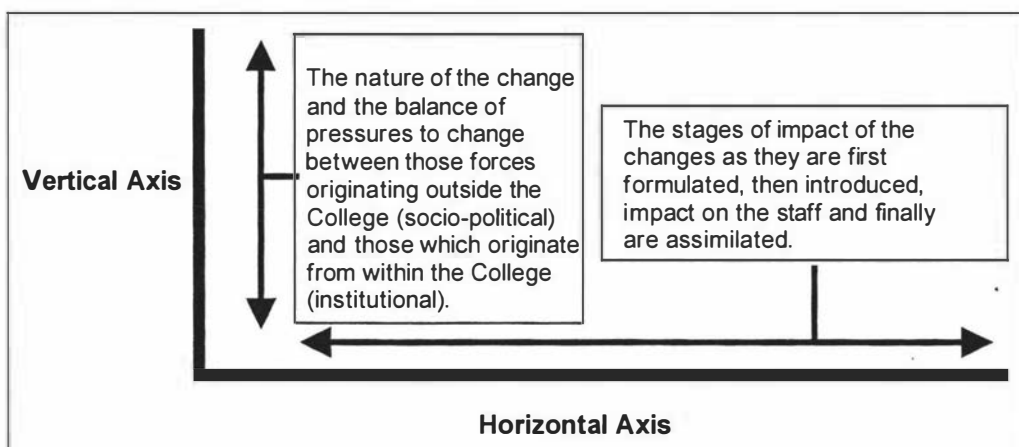
Figure. 3.1 Axes of Analysis

The Vertical Axis of Institutional Change

The vertical axis addresses questions such as balance between a view of change as a top-down process and one which sees change as a bottom up process. The "top-down" aspects include events, such as the issuing of discussion papers through to the promulgation of changes, while "bottom-up" processes include the contributions to discussion, the membership of development groups and the general expression of opinion in a variety of forums.

An Institutionalism Approach

Over the past thirty or so years there has developed in organisational research an "institutionalism" perspective. Institutionalism is the generic term applied to a group of studies (in a range of disciplines) of organisations.

> Institutionalism purportedly represents a distinctive approach to the study of social, economic, and political phenomena. (DiMaggio & Powell, 1991, p.1).

The renewed interest in the study of institutions and organisations and the development of an institutionalist perspective has permeated a range of disciplines, including politics, economics and organisation theory (DiMaggio & Powell, 1991, pp.4-8).

> The new institutionalism in organisational studies has a distinctly sociological flavour. This perspective emphasises the ways in which action is structured and order made possible by shared systems of rules that both constrain the inclination and capacity of actors to optimise as well as privilege some groups whose interests are secured by prevailing rewards and sanctions (DiMaggio & Powell, 1991, p.11)

These new perspectives have developed from the early work of Meyer and Rowan (1991) whose seminal paper highlighted three major implications for such an approach.

The first of these argues that:

> organisations are driven to incorporate the practices and procedures defined by prevailing rationalised concepts of organisational work and institutionalised structures in society. Organisations that do so increase their legitimacy and their survival prospects, independent of

the immediate efficacy of the acquired practices and procedures (Meyer & Rowan, 1991, p.41).

The second implication is that:

> organisational success depends on factors other than efficient co-ordination and control of productive activities. Independent of their productive efficiency, organisations which exist in highly elaborated institutional environments and succeed in becoming isomorphic with these environments gain legitimacy and resources needed to survive (op.cit., p.53).

Finally the third impact of such a model is that:

> formal organisations are often loosely coupled: structural elements are only loosely linked to each other and to activities, rules are often violated, decisions are often unimplemented, or if implemented have uncertain consequences, technologies are of problematic efficiency, and evaluation and inspection systems are subverted or rendered so vague as to provide little co-ordination (op.cit., p.43).

In summary, this means that an institution or organisation is in the form it is because of defining characteristics for that genre of organisation, and the success of an institution is closely related to its capacity to respond to the environment in which it operates. And for a variety of reasons, the effectiveness of this operation is not evenly high due to the wide range of discrepant practices within an institution.

Institutionalism is a field of study in which organisations are analysed according to an agenda which shows how choices made at one point in time create institutions that generate recognisable patterns of constraints and opportunities. Modern organisations are more likely to expand and survive in those settings where basic patterns of the institution are recognisable

Scott, a major figure in the field of institutional and organisational studies, argues that institutions within society operate within a given set of parameters that influence the shape they take (Scott, 1995, p.141). A school is a school, a hospital is a hospital and so on. The people working within those institutions (the actors) bring a view of what kind of school, or hospital or whatever they would like to be, and at a point somewhere between the top-down givens and the bottom-up "interpretations and inventions" of the actors, a set of governance structures interacts with those characteristics to produce an

institution with particular distinctive characteristics. Scott illustrated this in the following diagram (Figure 3.2).
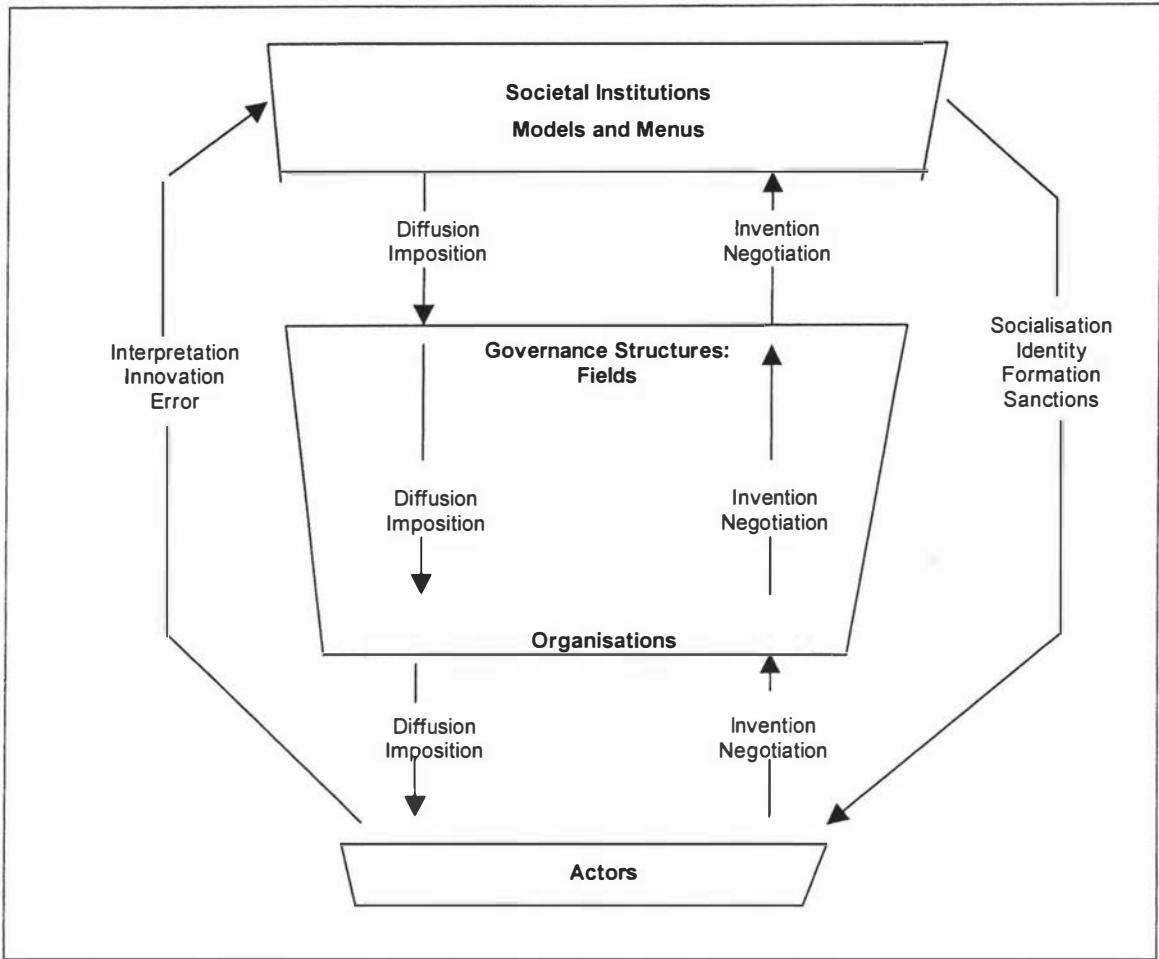
Figure. 3.2 Top-Down and Bottom-Up Processes in Institutional Creation and Diffusion (Scott, 1995, p.142)

Scott described Figure 3.2 as showing:

> ... a layered model of institutional forms and flows. Societal institutions provide a context within which more specific institutional fields and forms exist, shaping them both as agent and environment. Organisational fields operate at intermediate levels, providing institutional structures within which specific organisations operate. And organisations provide institutional contexts within which particular actors are located and take action. Generalised models – beliefs, norms, menus, and scripts – flow "down" through the various levels, carried by socialisation, social construction, and sanctioning powers. These models are carried and reproduced, but also modified and reconstructed, by the interpretations and inventions of subordinate actors: individuals, organisations, and fields (Scott, 1995, p.141).

The Model Applied to the Auckland College of Education

In applying Scott's analysis to the Auckland College of Education, it is clear that (as is detailed in Figure 3.3) the Auckland College of Education is defined to some extent by those characteristics that make it a "college of education" in New Zealand rather than, say, a polytechnic or a university. The legislative framework that it works within gives it a clear role and a specific market. Consequently, changes in the socio-political context within which the College operates will impact on it.
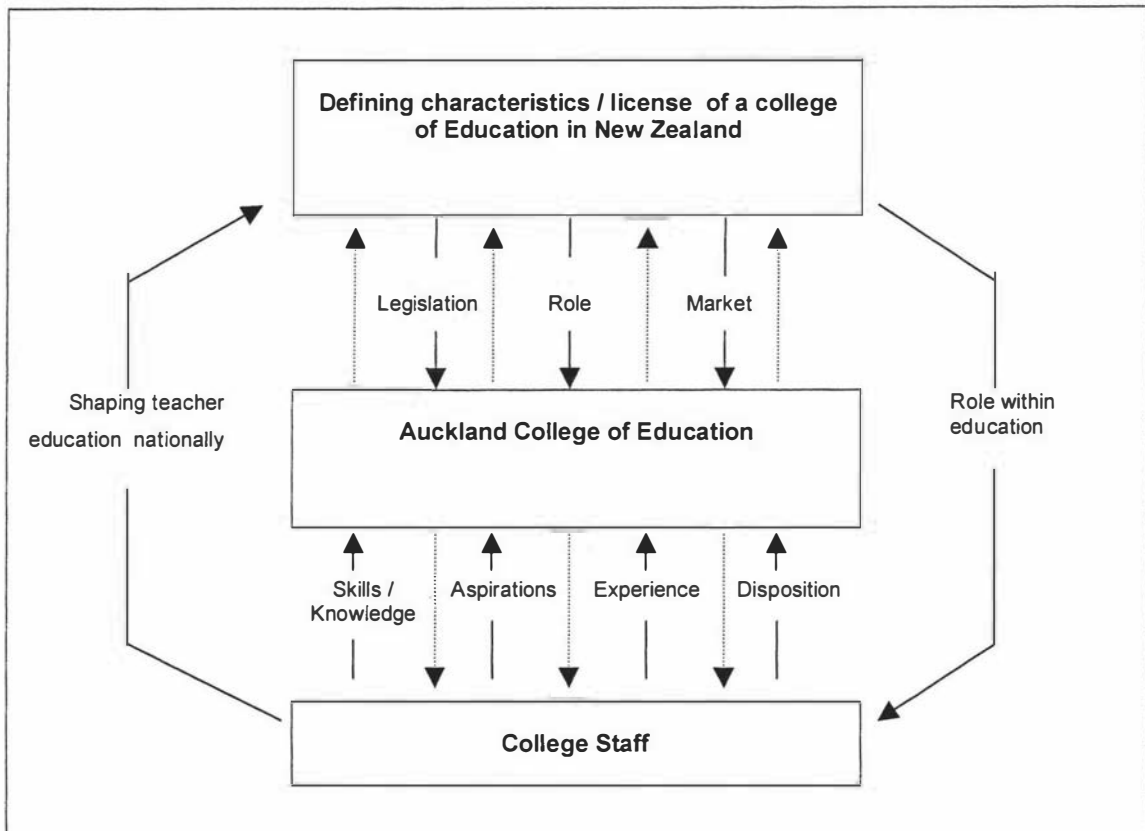
Figure 3.3 Scott's Top-Down /Bottom-Up Model Contextualised

At the same time, the staff bring to the College their skills, aspirations, experience and dispositions which combine with the factors coming "down" to give the College its particular characteristics. In turn, the Auckland College of Education plays a role in the overall New Zealand context of tertiary education in shaping the nature of colleges of education.

While Scott might have been describing the general flow of change within and beyond an organisation, there is also the question of what it is that is changed within an organisation and how that change is promoted. In terms of the model above, the field called "defining characteristics" is very much the one in which the significant changes in

the state sector and the tertiary education environment (see Chapter 2) were played out in the late eighties and early nineties. These impacted significantly on the "College staff" in terms of not only the employment environment in which they worked but also the daily activities that characterised their work as teacher educators.

As this study sought to identify the impact of socio-political and institutional change on pre-service teacher education at the Auckland College of Education, the culture of the College could not be ignored. Thus, when the template for describing a college of education that comes out of Scott's description (see Figure 3.3) is put alongside Lewis' (1992) view of the culture of an organisation (comprised of beliefs, symbols, cultural assumptions and expectations), it was possible to adapt the Scott framework by adding those elements of culture as a description of the "atmosphere" within which the staff worked.
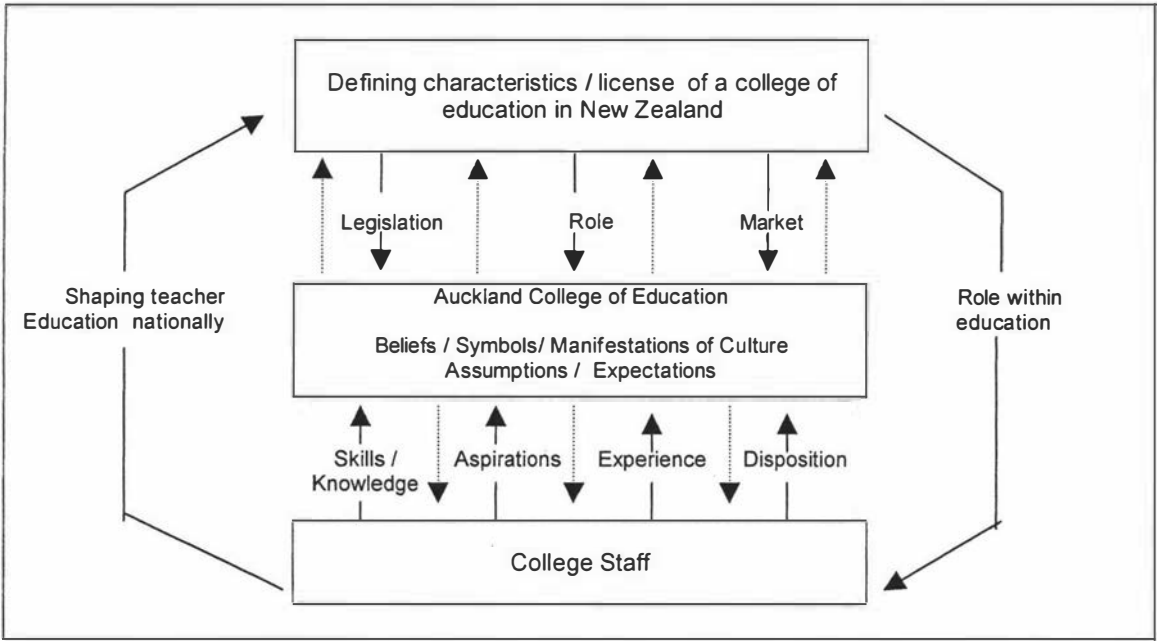
Figure 3.4   Evolving Model for Vertical Analysis of Change (after Lewis / Scott)

Approaches to Implementing Change

The way in which change is achieved and promoted has a very direct bearing on the eventual impact of the change. The role of leadership in this process is crucial and, according to Lewis (1994), is largely based on three assumptions:

> ... that patterns of group behaviour within an organisation are an indication of the culture; that organisational culture has a direct and predictable effect on organisational performance; and that cultural

transformation is a time consuming process requiring the use of a mix of empirical-rational, normative-re-educative and sometimes power-coercive strategies (p.41).

Lewis (1992) defined these three strategies as:

- the <u>empirical-rational</u> approach which argues that people are rational and will change their behaviour when information they are given shows that it is in their interest to change;
- the <u>normative-re-educative</u> approach which has a focus on creating a symbolic environment that people can relate to as they share the new meanings;
- the <u>power-coercive</u> approach which relies on the use of power and the use of sanctions rather than the knowledge of the first approach and the values, attitudes, feelings, norms and relationships of the second (p.52).

While these approaches were not of themselves a focus of the study, it is useful to consider the impact they have on how staff view changes and the different degrees of impact they could have on the speed or effectiveness with which a change is assimilated.

In light of the changes at the Auckland College of Education and in regard to a vertical analysis of the change processes, the two approaches (i.e., Scott and Lewis) described above could be simplified and combined into a "vertical change template".

It will be argued in this study that the vertical change processes employed at different points within the change themes created a contrapuntal relationship with the horizontal progression of the changes. Combining the essential elements of Scott's analysis of change with the key features of Lewis' view of change process creates a vertical model that establishes an area of convergence between the top-down and bottom-up regions of change promotion.

Put more simply, a number of changes were forced on the College and could, therefore be described as "top-down". These included historical mergers resulting from the pressures from national government, the need to work with the University, the changes to the funding regime, the increased autonomy and responsibility given to the College, the competitive nature of the tertiary environment and the removal of restrictions on the

provision of teacher education programmes. Other changes were the result of internal and/or institutional pressures which were to a degree a response to the "top-down" changes. These included the proposed mergers, the need to become increasingly engaged with research, the teaching of degree programmes and the administrative restructurings. It is the vertical axis that seeks to provide a framework to describe these changes (see Figure 3.5).

The Vertical Axis Summarised

In summary, the vertical dimension is represented in Figure 3.5 which suggests that, within the top-down/bottom-up dynamic described by Scott, there is a further dynamic that centres on the style of change promotion described by Lewis. This has a reciprocal relationship with the degree to which a change is achieved and its impact on an organisation. At this point in the model the vertical and horizontal analyses coalesce.
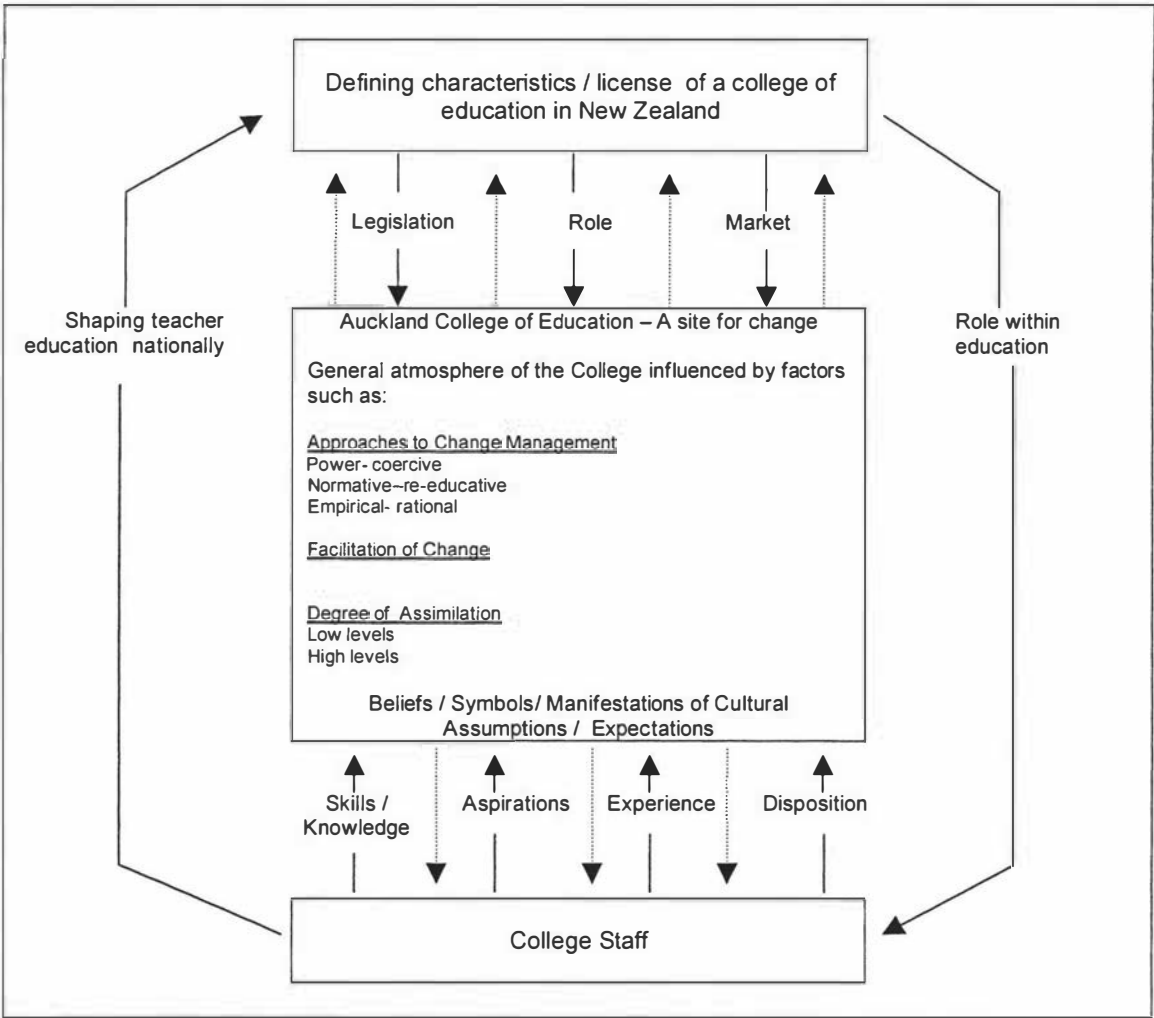
Figure. 3.5 Vertical Template for Change Analysis with Change Management Style Factors

As noted earlier, these changes did not happen in a synchronous manner and the story of the changes over time is one characterised by different changes at different stages at different times. The College did not have the luxury of attending to these changes in a sequential and orderly manner but needed to be responding constantly to the various changes, some of which were at an early stage, others at the point of becoming embedded and still others at every point in between (see Figure 3.7 below). It is the horizontal axis that seeks to provide a framework to discuss the impact of this change process.

The Horizontal Axis of Institutional Change

Tolbert and Zucker (1996) argue that there is a process of institutionalisation that underpins the creation of social groups and the degree to which they will endure (p.180). This is largely a sequential and horizontal process with clear stages, which are categorised (Tolbert & Zucker, 1996) as habitualisation, objectification and sedimentation.

Habitualisation is described as a process that leads to the "generation of new structural arrangements in response to a specific organisational problem or set of problems, and the formalisation of such arrangements in the policies and procedures of a given organisation or a set or organisations that confront the same or similar problems" (op.cit., p. 190).

Objectification involves the "development of some degree of social consensus among organisational decision-makers concerning the value of a structure, and the increasing adoption by organisations on the basis of that consensus" (op.cit., p192).

Sedimentation is "characterised by both the virtually complete spread of structures across the group..... and by the perpetuation of structures over a lengthy period of time" (op.cit., p.193).

The authors go on to remind us that this process can be thwarted by direct opposition and, even where this is absent, by a lack of demonstrable results associated with the structure. In summary, they emphasise that full institutionalisation of a structure relies on three factors:

- the conjoint effects of relatively low resistance by opposing groups;
- the continued cultural support and promotion by advocacy groups;
- the positive correlation with positive outcomes.

(Tolbert & Zucker, 1996, p.184)

These stages can be viewed as having an existence in time and as being to some degree sequential. Tolbert and Zucker (1996) placed their stages in a sequence and relationship as follows:
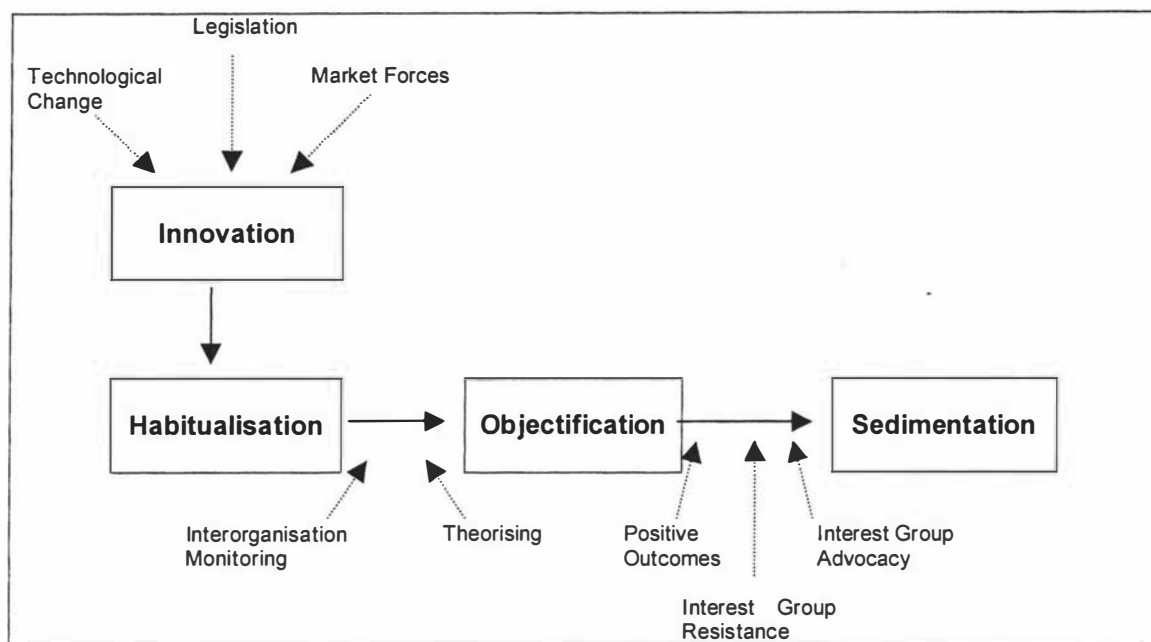
Figure 3.6   Component Processes of Institutionalisation   (Tolbert & Zucker, 1996, p.182)

Figure 3.6 suggests that the change process has a temporal and linear progression that starts at the point of "innovation" - the act or set of circumstances that provide the initial catalyst for change where a change is promoted. The change then moves through the stages of habitualisation (the development of a response to the "innovation" which sets out new procedures, policies or structures to proceed with the intended development or change), objectification (the development of agreement or understanding among the actors – that is to say the processes of explaining, upskilling, convincing that support any change initiative), to finally the point of sedimentation where the change is to varying degrees cemented in to the practices and customs of the organisation. This last stage is where the settling into the new patterns or ways of working or approaches that will characterise the "new" institution that comes out of the changes becomes apparent. Tolbert and Zucker (1996) presented this analysis of change as being sequential and it is this sequence that becomes the horizontal axis in the theoretical framework for the discussion of change in this study.

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The theoretical framework developed for this study then combines two perspectives that both have their origins in institutional studies. One (Scott, 1995) characterises the origins of change as being either top-down or bottom-up, while the other (Tolbert & Zucker, 1996) sees the progress of change as sequential leading to an assessment of its sedimentation, or impact. The framework combines these vertical and horizontal analyses of change in a nexus in which change occurs.

It is noted that the horizontal axis is essentially a model for analysing change that is a consensus model. This compares with conflict models such as those informed by Gramscian concepts of hegemony, domination and subordination (Ransome, 1992) and those which set these constructs in a power-relations setting such as Foucault (McHoul & Grace, 1993). Had such a conflict model been used for the horizontal axis, conflicts and tensions in the changes might have been made more explicit. However, the model used did succeed in articulating the opposing views, the tensions between groups and the pressures that characterise institutional change.

Narratives of Change: A Further Organising Principle

Given that this framework provides a canvas on which the changes can be placed, an additional organising principle seems appropriate to use, that of the "change narrative". A dictionary definition of a narrative is that it is a story told in the voice of a participant in a continuous manner. Narratives provide a useful way of organising the changes that occurred into thematically organised areas for study. All five change narratives identified in the study became apparent in the interviews with participants and had their genisis in the strategic directions established by McGrath in his seminal paper in 1994. In that paper he established the need to attend to unfinished business from previous mergers through the proposed restructuring, the role of the College as a stand-alone institution, the importance of developing a research culture, and the developments that enabled the College to teach degree level programmes in its own right.

This study recognised five narratives of change or "natural histories" (Tolbert & Zucker, 1996) which symbolise the change themes at the Auckland College of Education during the period of the study. They were:

1. The ghosts of mergers past, present and future.
2. Shuffling the pack: restructuring the professional and administrative context.
3. From using to doing: developing a research culture.

4. Degrees of change: a jointly taught degree.
5. Change of degree: a college provider degree.

The horizontal axis of the change, in terms of Tolbert and Zucker (1996), is one that sees each of these change narratives having a temporal but not a synchronous progression. The impact of this accumulation of changes was that the College went through not simply one change but rather a series of changes which are, at any one time, each at different stages and which for the staff involved represent an aggregated complexity. This is illustrated in Figure 3.7 (a diagram that is more impressionistic than chronologically precise) which highlights the degree of complexity that is developed when the horizontal process of change as described by Tolbert and Zucker (1996) is applied to a series of change events (clustered into "change narratives") which occur in the institution.
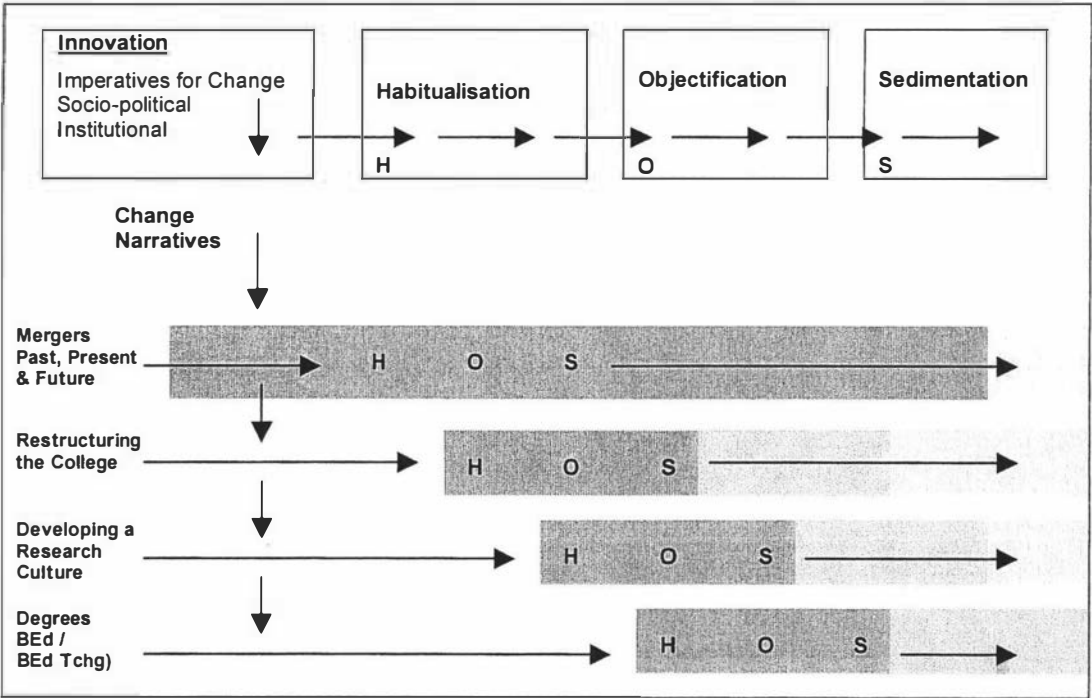
Figure. 3.7 Horizontal Axis for Change Analysis (based on Tolbert & Zucker, 1996)

The more heavily shaded areas of Figure 3.7 indicate the concentration of a particular change theme at a particular time and shows that as a particular focus occurred at a point in time those changes that had previously been a factor were at a different point in the implementation process. Consequently, as the complexity of the changes increases, so too does the accumulated impact of those changes.

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The purpose of the theoretical framework is to provide a structure that will allow the analysis of the complex changes at the College to be described and analysed and for the data to be presented in an orderly fashion. In the next chapter, the research methodology employed in the study will be described.

CHAPTER 4

Research Methodology

> The qualitative researcher is not an objective authoritative,
> politically neutral observer standing outside and above the text.
> The qualitative researcher is historically positioned and locally
> situated [as] an all-too-human [observer] of the human condition
>
> (Bruner, 1993, p.1).

> Erikson.... eloquently reminds us, the use of qualitative
> techniques does not necessarily mean that the research being
> conducted is qualitative. What makes the research qualitative is a
> matter of "substantive focus and intent."
>
> (Janesick, 1994, p.213).

Introduction

In planning a study such as this, a choice had to be made between the employment of
qualitative or quantitative methodology or a mix of the two.

> Quantitative research is based on observations that are converted
> into discrete units that can be compared to other units by using
> statistical analysis... Qualitative research, on the other hand,
> generally examines peoples words and actions in narrative or
> descriptive ways more closely representing the situation as
> experienced by the participants (Maykut & Morehouse, 1994, p.2).

When the requirements of the study were carefully analysed, a qualitative approach
seemed indicated. Qualitative research methods, because they have a capacity for
detailed study of issues and are very likely able to produce detailed information about a
defined sample of people (Janesick, 1994, p.213; Patton, 1990, p.14) were considered
appropriate to the nature of this study, its naturalistic setting, the use of descriptive
data, a concern for process, the inductive natures of the approach and the concern for
understanding the participants' meanings (Bogdan & Bilken, 1998, pp.4-7). Qualitative
research allows for three kinds of data collection (i) in-depth open-ended interviews, (ii)
direct observation and (iii) written documents (Patton, 1990, p.10) as the qualitative
researcher "seeks patterns which come out of or emerge from the data. The
quantitative researcher makes a guess or forms an hypothesis which is then used to
test the data" (Maykut & Morehouse, 1994, p.3).

The methods used to gather data in this study included interviews with individuals, focus groups, a document search. The two literature reviews (one on relationships between institutions and the other on teacher education) provided a wider framework within which to consider the data. This qualitative approach features a range of what Patton (1990) identified as strategic and interconnected themes. He described such an approach to research as:

- undertaking a naturalistic inquiry using inductive analysis
- producing a holistic perspective based on qualitative data;
- using the researcher's personal contact and insight;
- working within a framework of dynamic systems;
- remaining empathetically neutral
- demonstrating high levels of context sensitivity;
- exhibiting a willingness to accept design flexibility. (pp.39-63)

Such a description can appropriately be applied to this study, the research design of which reflects the characteristics of qualitative research. Maykut and Morehouse (1994) detail eight important considerations which are central to such a qualitative approach:

1. a focus which is both exploratory and descriptive;
2. a design which emerges from the study;
3. a purposive (i.e., element of selection) sample
4. data collection in the natural setting of the study;
5. an emphasis on 'human-as-instrument';
6. qualitative methods of data collection;
7. early and ongoing inductive data analysis;
8. a case study approach to reporting research outcomes.

(pp.43-47)

The relationship among these is shown in a diagram which Maykut and Morehouse (1994) adapted from Lincoln and Gruba (1985).
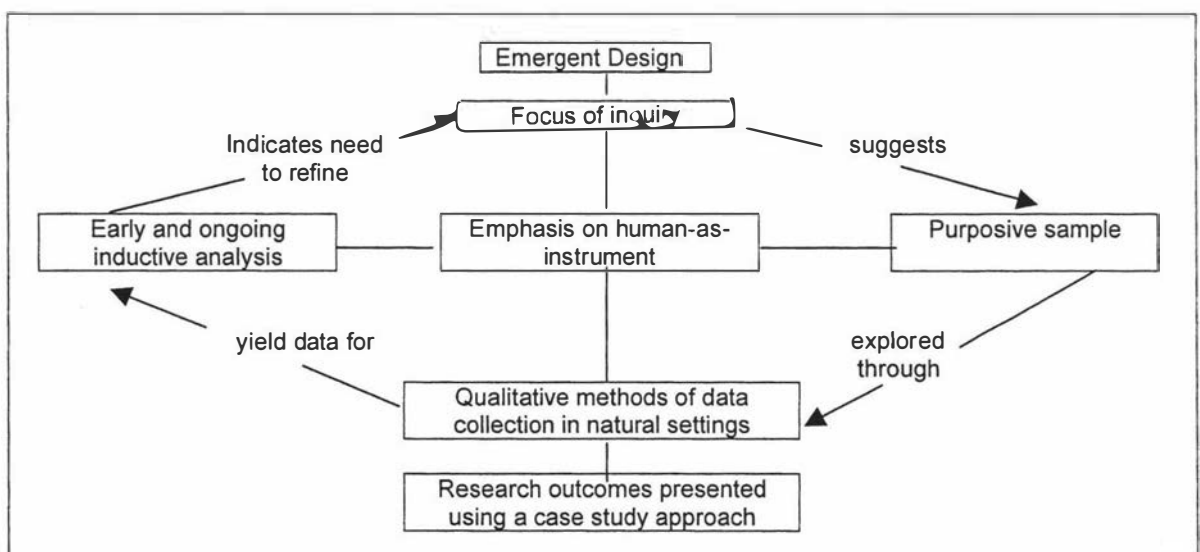
Figure. 4.1 Relationship Between Research Design Elements (Maykut & Morehouse, 1994, p.48)

Design Overview: A Systematic Eclectic Approach

The Auckland College of Education is a complex institution and this study charted a wide range of changes both in degree and in time. It was, therefore, considered appropriate for an eclectic but systematic approach to be taken using a variety of approaches that best met the specific needs of the study. Such a multi-method approach has advantages (Cohen & Manion, 1994, p.233) as it allows for potentially less bias or distortion in the picture gained by the researcher and allows for a process of triangulation to confirm key details in the data. In this study, the eclectic approach is characterised by the integration of research constructs rather than the random selection of disconnected aspects of different approaches. It combined elements of four sets of research design constructs; case study, ethnography, phenomenology, and grounded theory (see Figure 4.2 below).

Design Constructs

Case Study Elements

The case study approach employed in this research was a study of the impact of change at one particular institution which attempted to retain the integrity of what happened at the Auckland College of Education and used a range of data collection methods (Punch, 1998, p.153). This approach had advantages in that it was based on the real story of some real changes, recognised the embedded nature of social truths, provided valuable description in an accessible manner and established a basis from which some generalisations could be generated (Cohen & Manion, 1994, p.123).

The degree to which a case study admits to sound generalisation, however, has been seen as both a strength and a weakness of the approach. It could be a weakness in that the case study might not be typical and, therefore, generalisation from it would be of limited reliability. In this study, an overall case study of institutional change and the specific changes described within it were typical of changes being repeated throughout the tertiary education system generally and in colleges of education specifically. Three levels of generalisation in research – that from sample to population, that which is analytic or theory-connected and that which leads to case-to-case transfer have been identified (Firestone, 1993, p.140).

Elements of an Eclectic Approach

Specific Research Activities in the Study

Case Study Elements

Case studies of key changes at the Auckland College of Education:

- Mergers, past, present and future
- Restructuring the professional and administrative context
- Developing a research culture
- Reviewing the jointly taught degree
- Developing and implementing a provider degree

Ethnographic Elements

Interviews / Focus Groups with:

- Individual interviews members of staff (Reference Group)
- Focus Groups   - Lecturers
                      - Middle Management
                      - Community
- Individual interviews with management staff
- Individual interviews with staff in key roles (e.g. Principal, Dean, Chair Research Development, etc)
- Individual interviews with former staff

Document Review of:

- Relevant literature
- Documents originating within the College

Phenomenological Elements

Involvement of groups of professionals:

- Twenty current College staff
- Five former College staff
- Five College community members

Elements of **participant observation** by researcher

Elements of a Grounded Theory Approach

Flexibility as a characteristic of the longitudinal interview timeframe.

Collection of data in a multi-case study.

- Theoretical sampling
- Theoretical sensitivity
- Theoretical saturation

Figure. 4.2 Summary of Research Approaches Utilised

This study has elements of all three – the sample is thought to be reflective of the wider College staff population, the study is one which takes an eclectic approach and the transfer from case to case occurs within the "cases" embedded in the total "case" of the study. There is also a wider potential to move beyond this study of one college to generalisations about all colleges.

The case study that formed the content of this study can be seen as a study which has in it five related or embedded case studies based on the change themes identified.

While the focus of each change theme was different from the other, the participants from whom the data were collected remained constant, the wider setting was the same for each theme and the wider environmental factors affecting the College were consistent across each of the embedded case studies.

Stake (1994) claimed that a case study is not a choice of methodology but rather a choice of what is to be studied and that a "case study" in itself admits to a variety of approaches within the general paradigm (Stake, 1994, p.236). A case study involves the process of narrowing the focus and scrutiny of the data which in turn leads to a more directed collection and analysis of that data (Bogdan & Bilken, 1998, p.54). This study combined features of different types of qualitative case studies. There was an historical case study flavour to this study (albeit a history that goes back only ten or so years) and the main characteristic was observational with a mix of participant observation, interviews and document search (Bogdan & Bilken, 1998, p.55). It could further be argued that this study, due to the way it has been organised around change themes, is a multi-case study (Bogdan & Bilken, 1998, p.62). Alternatively, it might be a case study that has embedded in it a series of what might be called "sub-cases". The central case study is the study of the impact of socio-political and institutional change on pre-service teacher education at the Auckland College of Education over a fifteen year period, while the embedded case studies are the change narratives:

i.   the impact of mergers on the College;
ii.   the administrative restructuring that occurred;
iii.   the development of a research culture at the College;
iv.   the consideration of the role of the College in teaching a joint degree;
v.   the development and implementation of a College provider degree.

Ethnographic Elements

This study incorporates ethnographic elements. As with ethnographic research in general, this research attempts to develop a picture of the life of a particular group, of the culture of that group, and of the interactions that characterise the group (Wolcott, 1988, p.188). Other ethnographic features of the study are:

- the emphasis it placed on the shared understanding of those involved of what happened;

- the sensitivity of the study to the meanings that are ascribed to those events by those persons;

- the use of a range of data collection techniques which are at times prolonged and repetitive;

- the fact that the study took place in the natural setting of the College.

(Punch, 1998, p.161).

Studies that have a tendency to work primarily with unstructured data, set out to explore the nature of particular social phenomena rather than to test a hypothesis about them, investigate a small number of cases, and analyse the data so as to provide explicit interpretation, could be said to have an ethnographic orientation (Atkinson & Hammersley, 1994, p.248). This study was, to this extent, ethnographic, a claim which is further underlined by the participant observer element in the research.

Phenomenological Elements

The study was a phenomenological one to the extent that it placed importance on the value of subjective consciousness and the meanings that were generated by it and which are further developed through reflection (Cohen & Manion, 1994, p.29). In the manner of a phenomenological approach, this study seeks "to understand the meaning of events and interactions to ordinary people" (Bogdan & Bilken, 1998, p.25). These meanings come from the analysis of the participants' perspectives and there is a degree of subjectivity in such contributions. Much of the data in this study are the subjective comments and the participants' analyses of the changes contextualised by the documents which themselves have a subjective element. The study was in this sense phenomenological.

Elements of a Grounded Theory Approach

At the heart of qualitative research is the ability to generate a theory on the basis of the data as hypotheses and concepts are systematically developed throughout the research. Patton (1990) quoted Glaser and Strauss (1967) in emphasising that "generating a theory involves a process of research" (Patton, 1990, p.67). 'Grounded theory' relies on the use of methods that place the researcher in to the real world which is being studied so that the results and findings are "grounded" in the empirical world (Patton, 1990, p.67). Glaser and Strauss (1967) in fact argue for qualitative methods as appropriate research methods suited to the emergent nature of field research and they

balance participant observation with interviews and the study of documents (in Layder, 1993, pp.41-42). Within their field of sociology, they describe the purposes of grounded theory as:

> to enable prediction and explanation of behaviour, to be useful in theoretical advance in sociology, to be usable in practical applications – prediction and explanation should be able to give the practitioner understanding and some control in situations, to provide a perspective on behaviour – a stance to be taken toward data, and to guide and provide a style for research on particular areas of behaviour (Glaser & Strauss, 1967, p.3).

Grounded theory is a general methodology for developing theory from and out of (i.e., theory which is *grounded in*) the data which is systematically gathered and analysed (Strauss & Juliet, 1994). This study adopted the classical grounded theory approach through using cycles of data collection and analysis.

The study exhibited three research design constructs that typify a grounded theory study: theoretical sampling, sensitivity and saturation (Glaser & Strauss, 1967).

> Theoretical sampling is the process of data collection for generating theory whereby the analyst jointly collects, codes and analyses his [sic] data and decides what data to collect next and where to find them in order to develop his theory as it emerges (Glaser & Strauss, 1967, p.45).

This approach was adopted in this study. The sample provided initial data through the first round of interviews and these were coded and analysed providing the basis for the next round. This was subsequently repeated into a third round for most of the participants. The questions and interview frameworks are included in Appendix A.

> Theoretical sensitivity...involves his [sic] personal and temperamental bent...[and] ...the sociologists ability to have theoretical insight into his area of research combined with an ability to make something of his insights (Glaser & Strauss, 1967, p.46).

As indicated previously (Chapter 1), the Researcher in this study had close involvement in the life and work of the organisation being studied and brought to the situation a sound working knowledge of its daily operations. From this privileged position, he was favourably placed to make the theoretical insights characteristic of theoretical sensitivity.

Theoretical saturation is the point at which researchers conclude that "the generic features of their new findings consistently replicate earlier ones" (Adler & Adler, 1994, p.381). It is accepted that "observational data gathering continues until researchers achieve [this point of] theoretical saturation" (Glaser & Strauss, 1967, p.61). It became clear in this study that the third round of interviews reached the stage where the material was returning to ground and points that had been covered in earlier interviews. At this point theoretical saturation was seen to be achieved and the decision was made to continue to interview only where additional material was required. This was subsequently necessary with regard to the development of the 'Huarahi Maori Pathway' and a brief additional interview was held with two participants.

To the extent that these three elements – theoretical sampling, theoretical sensitivity and theoretical saturation – were employed in this study, the methodology used can legitimately lay claim to be grounded theory based. While clearly having these characteristics of a grounded theory approach, however, it is acknowledged that other features of such an approach (constant comparisons, coding paradigms, and theoretical memos for instance) were not used in this study.

Data Collection

Interviews

Since this study set out to investigate the *impact* of the changes rather than *mechanisms* through which the changes were achieved, interviews became the central and dominant method. In comparison to a questionnaire style of data gathering, open-ended interviews have the advantage of providing depth, detail, and meaning at a very personal level of experience.

> Qualitative data can yield not only deeper understanding but also political action as the depth of participants' feelings are revealed" (Patton, 1990, p.18-19).

The role of the researcher in conducting the fieldwork was to provide a framework or structure in which the participants could articulate their points of view about that part of the world under study (Patton, 1990, p.24). Participants were given these frameworks in advance of the interviews. (See Appendix A for these frameworks, a brief description of the interview format and the organisation of the interviews in terms of how they were set up, their conduct and the ways in which they were clearly separated from the "normal" interactions of the researcher with the participants.)

There are, in Patton's view, three basic approaches to collecting qualitative data - open-ended interviews in the form of the informal conversational interview, the general interview guide approach, and the standardised open-ended interview (Patton, 1990, p.280). This study used conversational-style interviews guided by a framework of questions/topics. Choices can be made about whether the interviews should take place with individuals or, in a focus group setting, with a group of persons. The focus groups herein operated as traditional focus groups; frameworks were given to participants and the resulting transcripts analysed as interview data. As Patton asserted:

> The focus group interview is, indeed, an <u>interview</u>. It is not a discussion. It is not a problem-solving session. It is not a decision-making group. It is an <u>interview</u> (Patton, 1990, p.335).

This study was undertaken on the basis of a series of interviews with individuals (the "Reference Group") and with three further Focus Groups. Individuals interviewed were either selected through a blind selection processes or through their being in designated positions (such as Principal, Dean of Teacher Education and so on). This approach was designed to ensure that the views of the sample accurately reflected the situation.

Focus Group interviews were conducted with three groups - a lecturer's group, a management group and a community group. Such group interviews are similar to individual interviews in that they shared the goal of developing understanding about the experience people have and their perceptions about the focus of the research. Interviews are an emergent and open process (Maykut & Morehouse, 1994, p.103). Focus group interviews have been defined as "group conversation with a purpose" (ibid, p.103) and are, in Tolich and Davidson's (1999) view, "simply a formalised version of the spontaneous group interview" (p.122), although others would claim that they were more in the nature of a "dynamic group dialogue" (Bogdan & Bilken, 1998, p.100).

The number of participants and the aliases used in the study are detailed in Figure 4.3 which shows the number in each category of participant, the number of interviews and the groups of aliases for each group of participants which have been used as identifiers for interview material presented in the study. For example, a member of the reference group was interviewed three times and is identified in the study as *College Lecturer A,* or *B,* or *C* etc.

Category of Participant	No. of Participants	Total No. of Interviews	Aliases Used in the Study to Identify Quotes from Interviews
Reference Group	7	21	"College Lecturer A – G"
Lecturers Focus Group	4	5	"Lecturer 1 – 4"
Management Focus Group	5	2	"Management 1 – 5"
Community Focus Group	5	2	"Community A – E"
Specified Personnel	3	6	"Management 6 – 9"
Principal	1	2	"McGrath"
ACE Former Staff	5	5	"Former Lecturer A – F"
Totals	30	43	

Figure. 4.3   Key to Interview Alias Use and Interview Data

Document Search

Many studies have emphasised the importance of documents as a source of valuable information (Bogdan & Bilken, 1998, p.57-59;   Maykut & Morehouse, 1994, p.111). Typically the study of documents is combined with other approaches (see above) and was so in this study. Among the documents studied were original discussion papers used within the College, conference papers which described the changes, minutes of meetings of various bodies within the College, and files of communications and other related material. (Documents consulted are listed in Appendix B.)

Research Process

Selection of Participants

There is, in qualitative research, a trade-off between breadth and depth (Patton, 1990, p.165) when, in conditions in which there are limited resources, the researcher chooses to study a smaller number of persons but to a greater depth. Thus the selection of a sample becomes critical. As the logic and power of purposive sampling lies in selecting information-rich cases for study in depth (Patton, 1990, p.169) it was, therefore, important to select cases from which the researcher was likely to learn a great deal about the issues that were identified as being central to the study. In doing this the variables such as the experience of the group in terms of the activity being studied, the degree of knowledge the participants might have and the gender balance of the group selected, had to be carefully considered (Maykut & Morehouse, 1994, pp.59-61).

In this study the sample was chosen through a method of blind selection according to criteria that identified the key variables and the size of the sample.

Selection Criteria Employed

The criteria used as the basis for the development of the lists that formed the pool of potential participants were that all participants in the study needed to have been employed by the Auckland College of Education, to have taught predominantly within teacher education programmes at the Epsom Campus and to have been so employed since at least 1995. Further to these criteria, participants in the Reference Group, the Lecturer's Focus Group, and the Management Focus Group needed to meet a requirement that they would be likely to have the ability to articulate their views on teacher education at the College and to have the skills to initiate ideas and contribute to discussion.

In addition to these criteria, participants in the Management Focus Group must also have been holders of one of the positions of Head of Centre, Head of Sector, Associate Dean, Programme Leader, or Programme Co-ordinator.

The Community Focus Group (made up of four school principals and one early childhood centre director) who were to take part in the study were selected according to the criteria that their place of work was within the greater Auckland metropolitan area and that they had experienced contact with the College over the past decade through membership of a sector advisory group, programme development groups or some such other group.

The process used to develop the pool of possible participants in the reference and focus groups had the following stages. A group of three persons (not including the Researcher) convened by the Chairperson of the Auckland College of Education Research Development Subcommittee of the Auckland College of Education Academic Board used the criteria to develop one list of all possible participants, a second list of all possible participants in the Lecturers' Focus Group and a third list of all possible participants in the Management Focus Group. A participant could be a member of both the reference group and a focus group but was not able to be a member of more than one focus groups. (In the event no participant was in two such groups.) These lists of potential subjects were confidential to the group convened by the Chairperson and subsequently to the Thesis Supervisor. The Researcher did not at any point have access to these lists.

On receipt of the list of the pool of potential participants for the various groups, the Thesis Supervisor applied a process of random selection and on that basis issued invitations. This was designed to ensure that those invited to participate could refuse with the knowledge that the Researcher would have no knowledge of their being asked. One person declined the invitation due to difficulties with availability, all others accepted.

The Thesis Supervisor invited participation from the group selected randomly from the pools. The Researcher had no knowledge of who had received invitations and had subsequently declined to participate. The Researcher received from the Thesis Supervisor the final list of those who had accepted the invitation to participate. At that point the Researcher issued the approved invitations, information sheets and consent forms. All were completed prior to the research beginning. This distancing of the Researcher from the participant selection procedure provided high levels of protection for College staff who were also colleagues of the Researcher (see Introduction).

The pool of principals of primary and secondary schools and the director of the early childhood centre (i.e., the Community Focus Group) to take part in the study was at the same time generated through the Researcher providing the Research Supervisor with a list of all persons holding such positions and meeting the criteria. Following discussion it was agreed that the Researcher should proceed to issue invitations and accompanying information sheets as these persons were not employed at the College and, therefore, were not in the same institutional relationship as the other participants to the Researcher. All invitations to be a member of the Community Focus Groups were accepted.

Given a choice between random sampling and purposive sampling, this study was based on both. The size of the sample is less of an issue than the manner in which it is selected and the degree to which it fits the purpose of the research (Patton, 1990, p.184).

> There are no rules for sample size in qualitative inquiry. Sample size depends on what you want to know, the purpose of the inquiry, what's at stake, what will be useful, what will have credibility, and what can be done with available time and resources (Patton, 1990, p.184).

The process of participant selection (other than for the Community Focus Group) in this study can be represented diagrammatically. In Figure 4.4 the dotted lines were "firewalls" through which the process of participant selection was at three different points rendered blind. The Researcher had no involvement in the selection following

the generation of the criteria. The group that generated the pools of participants had no involvement in the offering of invitations to participate to those chosen from the pools of potential participants.

Selection of Research Participants

Criteria Developed

Criteria applied to College teacher education staff by group convened by the Chair, Research Development Committee

Pools of potential participants generated

Pools of potential participants sent to Thesis Supervisor

Invitations accepted / declined

Thesis Supervisor applies process of random selection and offers invitations

Researcher receives from the Thesis Supervisor the confirmed names of participants

Researcher offers invitations, information sheets, consent forms etc

Reference Group / Focus Groups formed

Research proceeds

Figure. 4.4 Selection of Research Participants

Students were not included in the study as subjects, for the reasons that there were no students who could be readily identified as having a sustained awareness of the change dynamics occurring over the period under consideration. In the main the changes being examined were retrospective in character. Also, typically, transitional arrangements were provided for students whenever programmes changed. So, in fact, students were somewhat buffered from the the likely effects of the changes and so would be unable to comment on the relative differences between programmes and the changes made to them.

The Researcher As Participant Observer

Patton has the view that in qualitative inquiry the "researcher is the instrument" (Patton, 1990, p.14) and that field work in such research often involves the researcher as a "participant observer" (op.cit., p.10). The role of the Researcher in this study created a significant ethical issue with regard to the conduct of the fieldwork in that while in conventional participant observation terms he attempted to suspend his own "ways of viewing the world" (Maykut & Morehouse, 1994, p.69) he was also required to maintain

his role as a change agent, as a programme developer, and as a senior member of the staff with significant strategic responsibilities. Clearly, the relationship between the Researcher and the staff will not be neutral in such a setting. In this study the Researcher was in a face-to-face relationship with the participants in their "natural life setting" and being part of the context being observed both modified and was influenced by this context (Schwartz & Schwartz, 1969, p.91).

> In participant observation the researcher shares as intimately as possible in the life and activities of the setting under study....... This means that the evaluator not only sees what is happening but feels what it is like to be a part of the setting or programme" (Patton, 1990, p.207).

The Researcher in this study was not a participant observer in the sense that he joined the group in order to submerge any identity as a researcher so as to watch the processes from the inside (Layder, 1993, p.40).

> The complete ideal of participant observer is not always possible or even desirable, especially since the deception involved in disguising one's real motives raises quite serious ethical issues (Layder, 1993, p.40).

As a participant observer, the Researcher had a role within a complex set of relationships. Not only was he the Researcher and a staff member within the institution, but he was also a senior member of management and as such charged with a responsibility for instituting change. In fact, he had been invited to rejoin the staff of the College after a period as principal of a secondary school in order to effect changes in a key area of the College that had been resistant to change and was at risk.

Adler and Adler (1994) grouped the issues of participant observation around those of research roles, and the stages, problems, and rigours of observation respectively. They reported a shift from the traditional view of the participant observer, which saw the research role as bedded into a space along a continuum from, at one extreme, the complete participant through different stages such as the participant-as-observer and the observer-as-participant to, at the other extreme, the complete observer. The 'complete observer' approach favours greater involvement, "even membership roles" (Adler & Adler, 1994, p.379) (see also Gold, 1969). They described the complete membership role as one where researchers "study scenarios in which they are already a member or perhaps ones into which they are inducted in the course of their research" (op.cit., p.380).

In this research the Researcher was a complete member of the group that was the focus of the study, despite the fact that the "research activities" (the interviews, focus groups and suchlike) were clearly marked as being different from the normal professional and social intercourse that the Researcher had with the subjects. This clear demarcation was achieved through the formalities of establishing the interview, the paraphernalia of the interview and the focus of the topic under discussion. Much less clear, however, was the nature of the observation that occurred outside the formal framework of the research but which must inevitably have impacted on the views of the Researcher. When these involved persons who were clearly in the research project, ethical as well as methodological issues were raised.

Ethical Issues Raised

Some of the ethical issues that flow from such a situation were raised in the process of gaining approval from the Massey University Human Ethics Committee. First there was the issue of participant selection. The Researcher is a senior member of staff in the institution in which the study was to be undertaken. Had the Researcher been involved in the participant selection there was the potential for pressure to be exerted to encourage participation. Should some wish not to participate there could be a suggestion that they might feel an obligation to do so. To avert this possibility a blind selection procedure (see above) was developed that saw a neutral third party in the institution develop the lists that became the pools of potential participants. These lists were then sent to the Researcher's Thesis Supervisor who issued appropriate invitations with appropriate indication of confidentiality being assured. The Researcher, after the invitation process had been completed, was then given the list of participants.

A second issue was that of political sensitivity. The proposed but subsequently aborted merger between Massey University and the Auckland College of Education was imminent while the study was being considered. Written permission was required and was forthcoming from the respective Chief Executive Officers of the two institutions.

Thirdly, was the issue of the Researcher's involvement in the daily activities of the College. In this role it was likely he would have access to material and information that, while potentially helpful to the research would, by its inclusion, compromise ethical procedures for informed consent. To deal with this issue, a careful process of

supervision and review was set in place to ensure that only data from ethically legitimate sources were included in the study.

Finally, a related issue was the one of confidentiality. While there were procedures available to ensure anonymity, this should not be confused with ensuring confidentiality. In reminding researchers of this, Tolich and Davison (1999) described a previous study in New Zealand that had clearly raised just such an issue. Where research is located within one institution, as the study described by Tolich had been and as this one was, it does not require a lot of enterprise to make educated guesses as to the identity of key players in the processes being described. Bosk (1996) reported a similar concern: "I could never be sure that some enterprising person would not be able to figure out my place and principals. Essentially, confidentiality and anonymity were the promises I made but I had little control over their fulfilment" (p.137). The ethical issues surrounding this aspect of the study are ones that the researcher must, inevitably, make alone (Becker, 1969). This study sought to preserve confidentiality by use of a set of aliases (see Figure 4.3) and removal from interview quotes of any specific identifying detail.

However, the role of Dennis McGrath, Principal of the Secondary Teachers College and subsequently the Auckland College of Education, was of such central importance to the changes being described in this study that, with his permission, extracts from his interviews have been identified.

Data Analysis

As stated, this study derived data from three main sources, individual interviews, focus group interviews and documents. Through the process of constant comparison (Glaser & Strauss, 1967, p.105) the data were coded into an evolving set of categories of insights and theoretical clusters. This constant comparison, through theoretical questioning and concept development (Strauss & Juliet, 1994, p.280) provided the basis for the data analysis. The development of comparisons in the data are a rich source of theoretical development (Strauss & Juliet, 1994). The coding schedule developed is appended as Appendix C.

Data were coded using the 'QSR NUD*IST Nvivo' software which allowed for the incremental building of sets of categories for analysis and for quick retrieval of data. The bibliographic information was stored within the 'EndNote 4.1' suite.

Research Organisation

As illustrated in Figure 4.4, the research organisation of the study involved an approach that focused on both institutional and wider perspectives. To develop the wider perspectives, literature reviews were completed focusing on institutional mergers and amalgamations generally, since this was an early focus of the study as it sought to assess the impact of this event on teacher education at the College. A further literature review was undertaken of mergers and amalgamations of teacher education institutions. Working papers were written on organisational change, research methodology and transformational leadership which in turn contributed to three conference papers – one on leadership (Middleton, 2000a), one on the relationship between change and ethical issues (Middleton, 2000b), and the third on the principles that underpin successful collaborative relationships between tertiary institutions (Middleton, 2001).

At the same time, an institutional perspective was developed through a document search, analysis and review of discussion papers, meeting minutes, conference papers and other material related to what subsequently became the five change narratives of the study. Two research seminars were presented; one at the Auckland College of Education and one at Massey University, which gave an overall picture of the research project as it had unfolded to that point. At the same time, the research processes of developing the proposal, obtaining ethics approval at each institution and initiating fieldwork proceeded. Figure 4.6 shows a schematic view of the research organisation and process.

Chapter 5 is the first of five chapters based on the change narratives and is centred on the role of institutional mergers in change at the College. Each change narrative is part of the larger, overall picture of change during the period 1985-2000. In terms of the theoretical framework, outlined in Chapter 3. As indicated in Figure 4.5, there are top-down pressures or events that trigger a change and bottom-up factors that have an effect on it. The process of change, which starts with the "innovation" (the idea/proposal), moves through the stages of "habitualisation" (developing proposals/ideas) and "objectification" (developing agreement/understanding) and finally achieves a degree of sedimentation (settling in/ impact), is reflected in the horizontal axis. An indicative time-frame in the diagram shows the relationship of each narrative to the others and indicates the way in which the successive changes accumulated.

Figure 4.5 is repeated at the beginning of each of the five chapters which are based on the change narratives, with the particular focus of that chapter shaded. The diagram does not attempt to pre-empt the analysis that occurs towards the end of each of these chapters. Rather it is intended to act as an advance organiser for the reader.

	1975-1985	1886 - 1990	1991-1995	1996-2000
Top-down pressures to change	Government measures lead to a successive mergers amalgamations	College responds to need for degree qualifications	Reforms demand new ways of working	New provider degree possible but requires research culture	New tertiary environment tests stand-alone institutions

Merger	Series of historical mergers and amalgamations	Merger between the Primary and Secondary Teachers Colleges		College considers future merger with a tertiary partner
Restructuring			Proposals developed for new structures	Staff increasingly work across sectors
Research			College sets out to develop a research culture	Staff develop research skills and improve qualifications
BEd Degree		Jointly taught degree introduced	Joint degree reviewed	
Provider Degree				Provider degree developed

| **Bottom-up factors** | Staff work in clearly defined sectors from school tradition | | Staff challenged by working across sectors | Staff acquiring new skills as tertiary researchers and teachers |

Figure 4.5 Schematic Outline of the Change Narratives

A Schematic View of the Research Organisation and Process

Research Activity

Wider Perspectives

Institutional Perspectives

Development of Proposal

Literature Review

Ethics Approval

- Document search
- Discussion papers
- Meeting minutes
- College publications
- Conference papers

Review of General Literature on Mergers in Education

Review of Literature on College / University Mergers

Working Papers

Narratives of Change

Challenges to Views of Organisational Change

Research Seminars (2)

Massey
Auckland College of Education

The impact of mergers past, present, and future

Research Methodology

Organisational restructuring of ACE

Transformational Leadership

Developing a research Culture

Review of the joint degree

Introduction of a provider degree

Conference Papers (3)

Fieldwork

Interviews / Focus Groups

TEFANZ Conference - Leadership and change

Reference Group

NZARE Conference - Ethical issues

Focus Groups

ATEM Conference - Principles for inter-institutional relationships

Persons in Key Positions

Former Staff

Figure. 4.6 A Schematic View of the Research Organisation and Process

CHAPTER 5

Ghosts of Mergers Past, Present, and Future

This chapter discusses the mergers that took place at Epsom Campus over a period of time. They had their origins in a range of government decisions and had an impact on the staff in a variety of ways.

	1975-1985	1886 - 1990	1991-1995		1996-2000
Top-down pressures to change	Government measures lead to successive mergers amalgamations	College responds to need for degree qualifications	Reforms demand new ways of working	New provider degree possible but requires research culture	New tertiary environment tests stand-alone institutions
Merger	Series of historical mergers and amalgamations	Merger between the Primary and Secondary Teachers Colleges			College considers future merger with a tertiary partner
Restructuring			Proposals developed for new structures		Staff increasingly work across sectors
Research			College sets out to develop a research culture		Staff develop research skills and improve qualifications
BEd Degree		Jointly taught degree introduced	Joint degree reviewed		
Provider Degree					Provider degree developed
Bottom-up factors	Staff work in clearly defined sectors from school tradition	Staff challenged by working across sectors			Staff acquiring new skills as tertiary researchers and teachers

Figure 5.1 Schematic Outline of the Change Narratives

Introduction

The central influences on change at the Auckland College of Education have been identified as having both top-down and bottom-up origins. That is to say that some originated in external socio-political changes while others were the result of institutional responses to change. The first change narrative, the study of the impact of mergers on the College, is one that exemplifies both these change pressures. The past mergers

were the direct result of decisions that had their origins outside of the College, the present mergers were instigated within the institution with external encouragement, while the future mergers are a response within the institution to perceived socio-political realities.

After briefly reviewing the literature related to educational mergers generally, this chapter looks at mergers at the Auckland College of Education and their impact on pre-service teacher education at the College. It addresses this area by dividing the mergers into three "eras".

(i) Mergers Past:

"Mergers past" are the historical mergers that impacted on the College and include the closure of Ardmore Teachers College, the move of the Kindergarten Teachers College to the Epsom Campus and the amalgamation of North Shore Teachers College with Auckland Teachers College. These mergers happened in the past in relation to the study time frame and their direct impact had long passed.

(ii) Mergers Present:

This study argues that the merger of the Secondary Teachers College with the Auckland Teachers College in the mid-1980's was an event that continues to have an impact right up to the present time. This merger is "present" in the sense that while it originated prior to the period of the study, its effect and impact was clearly being felt during the period of the study as evidenced in the restructuring and other changes at the College. It was the merger that was being worked through as distinct from those that were well finished (the past mergers) and those whose impact was yet to be felt (the future mergers).

(iii) Mergers Future:

The third era in terms of mergers encompasses the series of merger discussions that the College entered into with three other tertiary institutions during the period 1996 – 2000. Although none of these discussions actually resulted in a merger, they are characterised as "mergers future" as their ramifications are likely to be felt well into the future.

While such a classification is arbitrary, it does conveniently and reasonably group the mergers for the purpose of the study. In summary, the mergers discussed in this chapter are as follows:

Category	Institutions Involved	Date	Comment
Past	Auckland Teachers College and ... Ardmore Teachers College	1975	College closure / staff transfer
	Kindergarten Teachers College	1974	College closure / staff compete for positions at ACE
	North Shore Teachers College	1982	College closure / student transfer Colleges amalgamated
Present	Auckland Teachers College Secondary Teachers College	1985	Auckland College of Education created
Future	Auckland College of Education and ... Auckland Institute of Technology Central Institute of Technology	1996	Merger aborted by College Council
	University of Auckland	1997	Talks inconclusive
	Massey University	1997	Agreement reached but permission declined by Minister of Education (November 2000)
	University of Auckland	2001	Agreement to establish an Institute of Education - not part of this study

Figure.5.2   Summary of Mergers

Mergers in The Literature

In the various discussions related to the Auckland College of Education there has been no single term used to describe the different relationships forged through government decision. Terms are rather arbitrary and used interchangeably in many forms of human activity and the area of mergers is no exception. "Merger", "acquisition", and "consolidation" are terms that are often used interchangeably (Breuder, 1996, p.61). Breuder goes on to characterise mergers as varying quite distinctly along three dimensions.

The first of these is the character of the strategic purpose that drives the decision to merge. He sees five basic types, which are summarised here as:

1. complementary products in the same geographical area;
2. organisations that had a potential buyer/seller relationship prior to the merger;
3. product extension;
4. market extension;
5. essentially two unrelated organisations.

The second dimension is the relative degree of friendliness or hostility that characterises a merger and these are described graphically as 'pillage and plunder', 'one-night stand', 'courtship', 'just friends' and 'love and marriage'.

The third and last dimension is a measure of the desired level of integration between the organisations following the amalgamation, as measured by the degree of participation, the speed of integration, the balance of mutual/unilateral direction, the handling of communication, the level of turnover, amount of anger in the acquired form, the level of pre-amalgamation planning and the level of overall concern for the people involved in the merger.

Another taxonomy (Pritchard, 1993, p.82), uses a set of axes based on vertical, horizontal/lateral, and conglomerate mergers which define mergers on measures related to the degree to which identity is lost, power relationships are changed and new entities are created.

In other words, the merger phenomenon is not an homogeneous one (Ravenscraft, 1987, p.27). Harman (1983) describes a number of definitions of a merger which range from the definition of a merger as an "event of organisational change wherein the object of change is to create one system from two previously distinct entities" (p.103), through the simpler position that a merger "takes place when two formerly separate and independent institutions become a single one" (pp.4-5), to an emphasis in definition on "the transfer of managerial prerogatives to a single government body." In noting these, Harman (ibid) developed his working definition:

> ....an amalgamation or a merger as a process whereby two or more formerly separate and independent higher education institutions become legally and organisationally a single entity under the managerial responsibility and control of a single governing body and a single chief executive officer. In this process, unless special arrangements are otherwise made, all assets, liabilities and responsibilities of the former institutions are transferred to the single new or continuing institution (Harman, 1983, p.114).

Mergers are neither new nor restricted to education. In the 1960's mergers were described as being in fashion (Kitching, 1967, p.84) and increasing in number and size in the business and commercial world in a rather uncritical fashion. Getting bigger was seen as becoming better. An historical context provided in the early 1980's is interesting in its emphasis on the normality of the process in the American tertiary world (Weeks, 1987, p.1).

> A merger is not an extraordinary event; the absorption of one college or university by another, with the consequent loss of the legal identity of one or both has been going on since the founding of the Republic. A good many of our private colleges began by taking over private academies; a good many of our state universities began by swallowing up private colleges. Dozens of medical schools in this country were impelled to trade their separate existences for prestigious and profitable associations with universities; innumerable law schools, theological seminaries, research institutes, schools of engineering, pharmacy, music, education ...... were moved to do the same (Metzger, 1982, p.1a).

However, merger activity in New Zealand has generally been rare and in education specifically it has been very infrequent when compared to the amount of merger activity in the corporate world over the same period of time (Weeks, 1987, p.2). But the two sectors, education and business have had different emphases and it was rare for education to see the synergies in merger that motivated much business activity. Put more crudely, in business the trend had been to go out and acquire the competition while in education the trend was to acquire (i.e., merge) in order to beat the competition.

It was in the United States that the first substantial records on tertiary educational mergers were established (Gamage, 1992a, p.4; 1992b, p.1). These showed that up to twenty three mergers were taking place in the United States each year during the period 1940 to 1980, while in Britain the 1970's saw 150 proposals for the creation of 40 merged institutions. Similar activity in the Netherlands created 41 tertiary institutions through merging 314 non-university higher education institutions. Australia saw greatly increased activity in the 1980's as a result of government directives (Gamage, 1992a, p.81). The change from binary to unified tertiary systems as had occurred in Australia (Gamage, 1992b) and in Britain (Temple & Whitchurch, 1994) after specific policy initiatives from the respective governments, saw various periods of merger activity often occluded by re-designations and re-definitions of institutional identities. So, while infrequent in New Zealand, and in teacher education restricted up to that point to

Auckland, mergers and amalgamations of tertiary education institutions were a somewhat common and unremarkable international phenomenon.

There are possibly as many motivations for mergers as there are mergers, although towards the top of the list would be a concern for strategic position within a perceived market or environment. Changes in the socio-political context of teacher education in New Zealand had created the conditions in which some of the conventional motivation for merger would have a force. The seeming drift towards placing teacher education within a university context rather than leaving it in its own historical category, gave to teacher education a clear "professional" orientation (Alcorn, 1995, p.19). But these strategic concerns, as compelling and as based on significant drivers as they are, can have the effect of dominating and possibly pushing to one side the problems of integrating two different organisations and employee populations (Buono & Bowditch, 1989, p.56). It could also be worth noting that the concern for strategic advantage in a merger might well be one which has an increased appeal to a level of management that is ultimately above the level that is charged with the successful implementation of it.

There has also been a broader trend in modern societies towards mergers to form larger units (Harman & Meek, 1988, p.7). This is seen in church, business, and voluntary organisations. When coupled with what Harman and Meek (ibid.) describe as an international move from single-purpose or single-discipline institutions to poly-purpose institutions, a scenario is established for teachers colleges/colleges of education to be in a position that is ripe for merger. A further motivation for merger was a product of both the clarification of the purpose of a tertiary institution and the general trend away from what has been called "localism and single purposes" (Finnegan & Gameson, 1996, p.141). This followed easily from the general and international trend away from single-purpose/single-discipline institutions (Harman, 1988, p.7). At the same time a process, which DiMaggio and Powell (quoted in Finnegan & Gameson, 1996, p.142) called "mimetic isomorphism – the imitation of apparently successful institutions" became characteristic of tertiary institutions that sought to merge.

Merging institutions as a preferred way of reacting to environmental forces has had an international cachet about it since at least the 1960's. An analysis of international trends (Gamage, 1993) showed that there is a consistency between reactions of governments in the United Kingdom, Australia, the Netherlands and the United States – each country having embarked on a clear campaign to have fewer tertiary

institutions, to have a unified rather than a binary system at a tertiary level, and to save costs. The merger of the North Shore Teachers College with the Auckland Teachers College was the result of Government direction (Wellington, 1985) and the amalgamation of The Auckland Teachers College with the Secondary Teachers College certainly proceeded with the encouragement of the Government (McGrath, 1988).

Mergers tend to occur in times of one form of constraint or another. The early 1980's and the 1990's were both periods of fiscal restraint in education (Openshaw, 1996) and both periods saw merger interest and developments in teacher education at Auckland. An exception to this general pattern was in the Western Provinces of Canada where they happened at a time of rapid expansion and in a manner that made generous provision for staff development and adjustment through opportunities to gain increased qualifications (Harman, 1981, p.40).

An example of a merger where international trends provided a pressure and a rationale was that of Jordanhill College of Education with the University of Strathclyde in Scotland (Arbuthnott & Bone, 1993). Timing was important because international trends to place teacher education into the university setting, to decrease the number of mono-technic institutions, and to create unified rather than binary tertiary systems combined to produce a pressure to act decisively and without delay in effecting the merger. Such a response has also characterised the actions taken by the Auckland College of Education over the period 1996-1999 (Grudnoff & Middleton, 1998).

A further international trend is the increase in government and political direction with its attendant problems. Australia provides a clear case of such direction and there have been inevitable problems, including an unreasonably short time-frame, an emphasis on short-term needs rather than long term requirements, a lack of the additional short-term resources required to effect the changes and the assumption that one model is likely to be effective for a variety of situations (Harman, 1981, p.39). When the Australian experience of government direction, and that of other countries, is placed in the context of synchronous strategic withdrawal of direct involvement in education (in Australia by the federal government and in New Zealand by the central government) there is potential in a merger for a mismatch between political objectives and educational goals. Governments pursue these goals with a fervour – captured well in the following quotation from Dawkins (the Australian Federal Minister of Education in the 1980's)

which is long on enthusiasm, short on detail and illustrates the faith that politicians place in their policies.

> It will be a radically different system [in which].... the landscape of higher education in Australia will be transformed.... [There] will be a new kind of university, drawing on the traditional universities, but also incorporating the strengths of the college sector. They will be larger and stronger institutions (quoted in Mahoney, 1990, p.7).

By definition, a merger has an impact on an institution. This can range from the benign description of a merger as an extreme form of co-operation through to doom and despair statements such as those discussed above relating to the Armidale merger where the larger institution was described as the "whore of Babylon". The structural impact of a merger can see an institution lose its identity in an overt sense and become part of a larger whole as happened in the merger of the Hamilton Teachers College and the University of Waikato (Alcorn, 1995, pp.19-28) or alternatively both parties to a merger can lose their identities in the creation of a new identity as in the instance where the Auckland Teachers College and the Secondary Teachers College both merged to become the Auckland College of Education. But the success of such mergers depends in large part on the ability of the process to establish a sense of institutional mission that was sufficiently robust to encompass the activity of all the previously separate merger partners. Where this happens, the impact is likely to be a positive one but where it has not happened further questions get raised (Bradley, 1993, p.121). These questions include issues related to the "role of the modern university in supporting the knowledge claims of particular professions,....analysis... of the interests being served in the [merger] debate,.... and a critical analysis of statements that have been made in the debate about the role of universities" (Bradley, 1993, p.134). This last issue, the seeming lack of a real debate about the changing role of a university in a modern community characterised by merger activity, is seen as a factor that inevitably predisposes mergers to have more satisfactory outcomes for universities than for the colleges merging with them. One internal group working on a merger reported to its council:

> ...that there was an apparent dichotomy between the views of those supporting Education for its own sake and those wishing to strengthen the University's mission to apply knowledge and sustain links with industry and commerce. The Committee believed that was an artificial dichotomy and that the mission statement does allow for the spirit of enquiry to drive the institution within an applied model of teaching and research (reported in Bradley, 1993, p.126).

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But the inability of institutions to merge might not always be philosophic in origin. Impact can be coloured by the different cultures of institutions and this has been quite a factor in many Australian mergers. "Culture" can be an elusive concept and can hide many other factors such as perceived status and personal views of opportunity. Of course when the merging partners are clearly different in their operation and culture, the merger is less of a threat than when, as in an inter-sectoral merger, the cultures are similar and other less tangible factors such as reputation, prejudices and rivalries come into play (Mahoney, 1990, p.17). Culture can also have a long history (Openshaw, 1998). A study of a number of institutions in the unified system in Australia showed that after the merger activity that moved institutions from the binary system, there remain many divergent views about the impact of the new structures. High among the concerns were those of former college staff that their activities would not be rewarded in the new structures and the inability of the universities to respond to their newly widened range of activities (Mahoney, 1995, p.101).

> It was common for the critics of the government to assert that the changes would lead to the 'homogenisation' of the system. What is interesting from this study is that its respondents feel that 'homogenisation' came from within, that is from the strong trend of the binary university to replicate itself in the post-binary era...... It is also clear from the study that the restructuring of Australian higher education was carried out at personal and professional cost to many of the staff involved" (Mahoney, 1995, p.103).

In other words, impact is as often a function of internal practices and beliefs as it is the result of external pressures. While there was in the "past" and the "present" mergers at the Auckland College of Education, external pressure that ranged from direction through to benign encouragement, the greater impacts on teacher education were from the internal restructuring, the pressure to develop a research culture and the interest in developing new qualifications.

Practices are formed over a long time. In the case of the Melbourne merger (between the Lincoln School of Health Sciences and La Trobe University) the university models of management and governance prevailed largely on the basis or arguments that ran along the lines of "Why should we listen to representatives from the Ministry of Education?" and "I'm not being told by teachers in schools what should be in my course!" (Nance & Fawns, 1991, p.52). It is noted by these authors that "a rigid hostility to the contribution of external groups to the academic enterprise can be a barrier to effective reform" (op.cit., p.52). The valuing of the elite researcher alongside the elite

teacher can only happen when the activities they undertake are equally valued. This became a significant factor in the pre-merger talks between the Auckland College of Education and the University of Auckland which subsequently failed (Grudnoff & Middleton, 1998).

Staff in colleges ripe for merger appreciate such factors and some of the impact of a merger can actually occur prior to the merger, especially once an institution identifies a merger as a likely event. Lincoln School of Health Sciences in Melbourne saw the writing on the wall and set about taking a pro-active approach to preparing themselves for merger by upgrading sub-degree qualifications and introducing degree qualifications including honours and masters level qualifications (Gamage, 1992a, p.83).

The impending "future mergers" at the College acted in the late 1990's as a catalyst to completion of the mergers of the late 1980's, as the completion of the processes of merging the primary and secondary colleges were blurred with preparations for impending mergers. At the Auckland College of Education the various "future" merger discussions certainly sent messages to the staff about their own qualifications. When interviewed, McGrath stated that:

> It has made people more conscious of qualifications. It has made people more conscious of the need for qualifications. That's been in some cases debilitating in terms of staff because we have had people who have complained vigorously about workload, but a lot of the workload is carried because they are trying to finish a Masters degree in two years and do all their teaching and do the other things and so on as well. So if we had said that people could only be employed if they had a masters or a doctorate then it would have been a hell of a lot easier (Interview, McGrath, 14 November 2000).

Arbuthnott and Bone (1993) asserted that matters such as these take time to be sorted out since the actual act of merger will not bring about an immediate coming together of the distinctive cultures of two established institutions (p.112). They further noted that "a merger process does not easily transcend normal organisational politics and conflicts. Change indeed always involves some degree of conflict and even if a group loses out in the early negotiations it has to be expected to try to recoup its losses during implementation phase" (ibid. p.117).

Ghosts of Mergers Past

The Auckland College of Education over a twenty-five year period experienced a range of merger processes.

Ardmore Teachers College

The degree to which a merger is clearly undertaken depends on a variety of factors. With the "past mergers" at the Auckland College of Education the complexion placed on the events was simple – governments made announcements and certain actions followed. In a sense the government of the day had proprietary rights over teachers colleges which they appeared to have little compunction in exercising.

In the mid-1970's the Government closed Ardmore Teachers College situated south of Auckland in war-time buildings at Ardmore Airfield. The socio-political factors that gave rise to this was a decline in school roll numbers and the subsequent lessening of pressure on teacher supply figures. It was a fully residential college and those lecturers who did not retire or gain employment in other colleges or areas of education were re-deployed as supernumerary lecturers in the remaining teachers colleges. Both the Auckland Teachers College and the Secondary Teachers College also took on such lecturers. The feeling among staff was that these Ardmore lecturers came at something of a disadvantage because they were seen as "surplus":

> There was that kind of feeling because their staff was dispersed all over the country (Interview, Former Lecturer A, 18 April 2001).

On the other hand there was some advantage to the Teachers College in that they could be used flexibly:

> We had a number of people who came in as supernumeraries because Ardmore College closed and the Principal got shunted off to the Department where he did selection for the College... The people who came in as supernumeraries had quite an important role because two of them, being unattached, became Vice-Principal and Dean. One of the reasons they were picked out to do both these roles was that the Principal didn't have to advertise those jobs, he just put somebody in them (Interview, Former Lecturer B, 27 April 2001).

But the closure of Ardmore and the arrival of staff at Epsom was essentially an exercise of additional staff joining the Teachers College which was not to change dramatically as a result. However, there may have been subtle impacts.

> Ardmore of course had a more practical focus and certainly more craft-oriented style than Auckland had ever had and that affected things. Probably we were urged to be more curriculum focussed than we had been (Interview, Former Lecturer B, 27 April 2001).

A current staff member who had trained at Ardmore remembers the craft focus in these terms:

> I trained in Ardmore in the late 60's when there was still a two year course. Perhaps Ardmore was particularly noted for that a bit - it was especially in the expressive arts - it had a really good reputation (Interview, College Lecturer E, 22 March 2001).

Other differences were ascribed to the nature of the students. Colleges tended to draw their students from certain regions and this was orchestrated by the Department of Education who had a firm grip on selection and allocation of students to colleges.

> Those were the days when we got them from Hawkes Bay and around that area and then Ardmore they got a different lot and North Shore different again (Interview, Former Lecturer C, 19 April 2001).

Differences among the students were to be a theme also of the two other past mergers, that of the Kindergarten Teachers College and the North Shore Teachers College. The socio-political environment of declining school rolls and government directive resulted in a group of staff joining the Auckland Teachers College and the Secondary Teachers College as supernumerary staff or through winning positions as they were advertised. The fact that relatively small numbers of staff joined an existing institution saw no structural response in the Teachers College. The impact of a culture from Ardmore that emphasised the development and importance of the expressive arts in the acquisition of the craft of teaching did bring an experience, disposition and a skills/knowledge sub-set to the Teachers College that impacted on its work albeit in a minor manner. There was no overt structural or organisational change and this absence of a change that would become embedded over time reduces the effectiveness of the analysis in terms of the horizontal axis with its stages of innovation, habitualisation, objectification and sedimentation. However, the impact of the cultural dimension (the focus of craft and performing arts) does have a sedimentation phase as it encouraged some staff to settle

into new patterns or ways of working. Even though the impact of this might have been slight and subtle it was a position that were it to become fixed would clash with the philosophical orientation that later characterised the programmes at the Teachers College.

Kindergarten Teachers College

The Kindergarten Teachers College was a small college under the aegis of the Free Kindergarten Association which prepared kindergarten teachers for the early childhood education facilities run by that organisation. While in the early 1970's there had been some growth in the development of early childhood education courses at the teachers colleges, it was in the mid-seventies that a decision was made to transfer all early childhood education teacher education courses into the colleges. The reasons for the closure and transfer of students to the Auckland Teachers College, described as happening "very, very quickly" (Interview, Former Lecturer, 19 April 2001), were not clear to those involved.

> I don't actually know. Well that is not true. I think to an extent it was because there was – it was hoped that Early Childhood would become 0-7 and therefore needed to be placed within the Teachers Colleges. I don't actually know and the more I look back on it the more surprised I am that it actually ever happened... What had actually happened was that they had set up an Early Childhood Course at Waikato and they set up an Early Childhood Course at North Shore Teachers College so that had already become part of the Teachers College. So that produced the pressure (Interview, Former Lecturer C, 19 April 2001).

This "merger", like the Ardmore Teachers College closure before it, resulted very much in the complete submergence of the staff into the structures and ways of working of the Auckland Teachers College. There was no lack of clarity about the nature of the change.

> We were told we were closing... No we weren't shifting. Because one of the things I got stuck with was because I was very involved in political things at that point, was getting redundancy, grievance for staff... Yes you lost your job... three and a half [went to Auckland]... Most of the people lost their jobs and in those days there weren't any real protections in place (Interview, Former Lecturer, 19 April 2001).

The degree to which the Auckland Teachers College failed to make concessions to the new course and students is made clear by the recollection of a former staff member.

The students transferred. We had rather hoped that one lot would be kept going to complete their course but that didn't happen and that was quite a disturbing thing... It was a two year course. Now what had happened was that we [the Kindergarten Teachers College] had taken in a larger group of students and the reason that we were asked at very short notice to take in extra students was that they looked as if they were moving into three year training and half would have to have back up so we had an extra large group of students and they transferred to Auckland... It was very hard. It was very bad really. What happened was that after about six months we went to a curriculum studies meeting where they started talking in terms of "running up something for Early Childhood" and we just said we are not continuing like this and got ourselves moved out. I don't know how we did it actually but we actually got ourselves moved out of curriculum studies and into a separate department (Interview, Former Lecturer C, 19 April 2001).

While in theory the arrival of the kindergarten staff and students was not adding to the range of courses, it did add a critical mass that led to a clearer presence on the campus of Early Childhood as a sector and this became a stage in the development of a more assertive sector that previously had not been as apparent.

I don't think we realised how good we were... Bill Renwick... said something about the strength of Early Childhood at one stage and that if Early Childhood people realised their value and importance they could bring about a great deal of change. Once we got into the College we were just on the outer – we had to fight – it is ridiculous – we had to fight all the time – they were startled if some Early Childhood students came top in their subjects – we knew they were just as capable as the other students – in fact the ones we dropped off the end were better than the ones that were dropping off the end in the Primary selection process (Interview, Former Lecturer C, 19 April 2001).

With the Kindergarten [Teachers] College the impact on the College was clouded - I think everybody saw that was a good thing to have them. It wasn't necessarily very easy because they were on a two year programme and they had to move into a three year programme. The person who was appointed as the Head of the Programme was not from the Teachers College... and so there was a fair amount of tension and a feeling by the [Teachers College] early childhood people that perhaps they [the Kindergarten Teachers College staff] were taking over and things of that sort. But that got absorbed (Interview, Former Lecturer B, 27 April 2001).

During the 1970's the Auckland Teachers College had seen two amalgamations/mergers, one which had not impacted on the organisation in any significant manner and the other which brought greater attention to Early Childhood as a sector in the Teachers College and had led to the creation of clearer sector structures

for Early Childhood Education. This cultural impact was achieved within the existing structures.

North Shore Teachers College

In a highly charged political atmosphere in the early 1980's, the Minister of Education announced the closure of North Shore Teachers College. North Shore Teachers College was to amalgamate with the Auckland Teachers College on the Epsom Campus. There was a degree of sophistry about the descriptions of the closure of North Shore Teachers College which variously referred to as a "merger" and as an "amalgamation". The then Minister of Education referred to "the closure" of North Shore Teachers College as a "decision to phase out" the college and he welcomed the decision by Cabinet to "retain teachers colleges in all six centres" and the fact that this allowed him to proceed with the "progressive conversion of surplus college accommodation for technical institute use" (Wellington, 1985, pp.112-113).

> I am not sure what word the Minister used but I know the staff at North Shore called it a merger rather than a take-over or closing. We tried to be careful about the words so that it nobody got the idea that North Shore was going to come over and feel subservient – the sort of new boys in teacher education or that they were tacked on... I suppose inevitably there had been a bit of jealousy between the two Auckland colleges... The two principals were two very different principals and both had very different strengths and I know for instance when I left Auckland to go to North Shore somebody said to me are you sure that you can walk on water because you don't belong there unless you can walk on water! It was meant kindly and not in a nasty way but that sort of summed it up. Some of the comments over there were, well, you know, you would be glad to get away from that! (Interview, Former Lecturer A, 18 April 2001)

Differences were noted by this lecturer who had experience at both colleges and who was at North Shore at the time of closure.

> There was perhaps a different ethos in the two colleges – at one the emphasis was on growth and development and responsibility but the other was more on taking responsibility... At North Shore there was more of an academic requirement and things were structured a little more closely but it was a different college. North Shore drew from the country – drew from Auckland North and there was a good balance of town and country and it had a residential place so it was a nice family atmosphere about it if you like and a very very supportive atmosphere but there were demands placed all the time. Perhaps there was more rigour there than in Auckland [Teachers College], but that is subjective (Interview, Former lecturer A, 18 April 2001).

Inevitably then, the merger of the two institutions was seen in a light which was different from that of the two previous amalgamations. This comment from a former lecturer at Auckland Teachers College provides a glimpse of feelings that might well have run both high and deep.

> [The closure of] North Shore was much more shocking to people in a sense because people had seen the demise of Ardmore as inevitable because it was almost anachronistic having a residential college of that sort and situated where it was. So North Shore and Auckland each had very different ethos. When I exchanged [with a colleague] once for a week it was a sort of change for both of us... He wanted me to do the lectures on spelling so I started off by saying some provocative statement about the unimportance of spelling. If I had given that here [at Auckland] the students would have said "Hey what do you mean?" you know. But they all just sat there and said "oh". It was partly that they came from up North - a lot of them were quite shy - the student body was different and so was the staff (Interview, Former Lecturer B, 27 April 2001).

> I think the Principal had been very keen on standards and certainly felt there were no standards here and that was true and they have a point. But they were very different and again we ended up not knowing what to do with the senior staff. So the senior staff came in and were supernumerary until everybody left in 1983 when with no competition they just slotted in to senior positions. I don't think they would have got the job in an open market. They had a big influence (Interview, Former Lecturer B, 27 April 2001).

The structure of the two colleges had been different with Auckland making a clear distinction between curriculum studies which developed the students' knowledge and understanding personally, while the professional growth of teaching skills was dealt with in professional studies/teaching studies. These courses were taught by different staff in different departments. In contrast, at North Shore Teachers College these were combined and staff taught across those boundaries. When North Shore staff moved to Auckland the structure they were expected to work within was the Auckland structure and this was seen by them as constricting.

> I think it was very sad because I think they found it very hard to settle in and they [North Shore] had some outstanding people... but it was a very uncomfortable situation. But you see we had already had the merger with Ardmore and we had Ardmore people, Auckland people and we had Kindergarten people and... Loretta Hall and Catechetical Studies (Interview, Former Lecturer C, 19 April 2001).

The clear implication of this comment is that Auckland Teachers College had absorbed others in the past and had developed a capacity to do so again. This is not to say that the mergers were without impact.

> I think probably the merger with Ardmore and the merger with North Shore moved the Teachers College away from being the sort of liberal arts place that you are describing into a much more "what-did-a-good-teacher-need-to-know mode" (Interview, Former Lecturer B, 27 April 2001).

Looking back, a former lecturer saw the drift from an organisation that looked and worked very much like a school towards a different sort of organisation; a change that has its origins in the mergers of the past.

> I think it has matured hugely. The range from sort of a glorified secondary school and that is not meant in a nasty way but as a post-secondary school, through to the stage where now it is a really respected academic institution in its own right with multiple courses – it is not just a mono-professional thing – not just teachers, primary teachers and secondary teachers it is all the other courses, special education, pre-school, the whole range – huge changes really (Interview, Former Lecturer A, 18 April 2001).

This merger was of a greater dimension than the previous merger. A significantly larger group of lecturers, sharing distinctive views and ways of working were to join an existing college which was set in a certain number of ways where one college (Auckland) had separated selected studies from curriculum studies, the other (North Shore) had not. There were tensions and differences of a dispositional kind and a pressure resulting from the political directive to "get together". The impact would be largely felt as two groups of teacher education staff coming from different philosophic orientations and from working in different ways would be required to "amalgamate". But there was no dramatic change that accompanied all this, structures remained unchanged and courses continued largely as they had in the past. There was no overt "innovation" accompanying the merger nor were there agreements to be reached. The new ways of working were largely the old ways expanded to allow for a greater variety of staff.

Ghosts of Mergers Present

Auckland Teachers College/Secondary Teachers College

In the early 1980's the government had signalled that it was looking to make savings in teacher education and the Auckland Teachers Colleges Council was encouraged to pursue a merger between the Auckland Teachers College (a primary teachers college) and the Secondary Teachers College (a college teaching secondary teacher education and social work courses). For some time the two contiguous campuses had shared library and student centre facilities, and while this had led to the establishment of some joint committees, the two colleges remained essentially two separate entities. Clearly a decision to merge had to address structural issues that this separation entailed.

The pressure to merge meant that the merger was not entirely voluntary. As in the La Trobe University/Lincoln Institute of Health Sciences merger in Australia, even though both institutions emphasised that the merger was just a voluntary one, "a closer examination of the events leading to the merger reveals that the existence of certain factors had eliminated a different outcome" (Gamage, 1992a, p.74). The rhetoric might well maintain a position of neutrality and paint the forces for change in a benevolent light, but participants typically see through this and present other less generous views. This was captured in the following rather idiosyncratic view of a merger in Australia.

> Consider the position of some of the then threatened parties, particularly those universities and colleges which were to merge. The cliff edge is no place to indulge in philosophic discourse nor for romantic exploration. There were certain doctrinal problems, for university-college conjunctions amount to what used to be called mixed marriages. Such cross-sectoral mergers contradicted the rhetoric of those government agencies who for years had maintained that one party was refined and academical and the other (no less equal of course) was practical and responsive to needs. Universities might have seen themselves in the former garb but colleges actually came to believe their place was at the kitchen and laundry end of the tertiary abode. In short, it was generally supposed that college /university partnerships were a mis-match and to be opposed by both sides. The universities feared a pollution, the college a subjugation. In uppity circles the University of Wollongong was spoken of as if it were the Whore of Babylon for accepting the local college. As we know from Revelations (17:3), that lady sat upon a scarlet beast having seven heads and ten horns - not a bad description of the academic structure in many a combined institution (Knight & O'Neill, 1988, p.68-69).

There were elements of the Auckland Teachers College/Secondary Teachers College merger that had all the characteristics of such a scarlet beast. The management model proposed for the merger saw one based on three principals; a Principal Primary, Principal Secondary and Principal Co-ordination. Some foresaw that this would be problematic.

> I have never ceased to be amazed by the absolutely ridiculous structure (which we fought against the previous year) that there would be three Co-Principals – I had never heard such a stupid organisational arrangement ever (Interview, Former Lecturer B, 27 April 2001).

It could have been that the decision to have three principals avoided issues related to the relative merits of those in the positions at the time of merger. It was not to last long.

> It was recognised that we wanted to buy time I suppose and had a principal of primary, a principal of secondary and then having the other, the co-ordinating principal. It was moribund. It just could not work. Situations arose where one or the other of the principals would say they wanted to do something and the other one would say no or the principal co-ordination would want to do something and the other two would say no. So then the chairpersonship of the management team was rotated to try to speed things up, so that the decisions then were reflected by who was strong enough to be the chair of the group. But there were some acrimonious debates and discussions and so on. The Principal Co-ordination set himself up as the principal and advertised himself as the principal which annoyed the Principal Primary and the Principal Secondary because he wasn't seen as the Principal at all. So in a sense that had only gone some way and it had to be finished... They were just going to keep fighting each other all the time (Interview, McGrath, 5 July 2001).

The subsequent re-structuring of the College in 1994-95 (see Chapter 6) would address wider issues of the structure created at the time of that merger and the Principal at the time of that restructuring described it as "unfinished business" resulting from the primary/secondary merger. Another lecturer described it as "a tidy up in a sense. There was a lot of stuff hanging over that wasn't cleaned up properly" (Interview, Lecturer 4, 28 June 2000). McGrath went on to say that:

> There was a resistance from primary who saw secondary people coming in and doing jobs that they maybe weren't fit to do in their eyes. It may be that in Secondary they saw themselves being subsumed because they were numerically smaller than Primary. Social work was another factor involved in that (Interview, McGrath, 5 July 2000).

Despite the structure put in place to bring the sectors (i.e., Early Childhood, Primary and Secondary) closer together, there had not been an uncritical coming together.

> Sectors had managed to maintain their separateness... It was seen to be much more an administrative sort of joining together... We had separate budgets, separate everything so there was some... joint teaching and... there were get-togethers. I think the secondary people felt a little sidelined from some of the discussions which if my memory serves me correctly were largely primary based discussions (Interview, College Lecturer B, 25 August 2000).

> We had the directors of secondary and primary, secondary had a history of being only 21 years as a separate college and it was very jealous of that history. But it couldn't honestly be sustained because the numbers had gone from ...about 800 students down to about 300 students. So you were eating away at your staffing and people were wanting to maintain that, they were wanting to have a place in the sun but they didn't have the numbers of students to maintain that place. So I think there was a resistance bubbling away down below the surface possibly on both sides (Interview, McGrath, 5 July 2000).

Addressing this was very much to be the central concern of the 1994 re-structuring. The merger between the Auckland Teachers College and the Secondary Teachers College then seems to have largely been an unfinished piece of organisational planning.

The merger had never set out to be other than a minimalist joining together of those parts necessary to meet the loosely stated requirement that one institution be created where once there had been two. The policies and procedures established through a consultation process were habitualised over a period of time and agreement as to the benefits of the merger developed among the actors – the staff of the two colleges. This agreement and any development of understanding was somewhat truncated as staff saw opportunities arising that would allow them to continue much as they had in the past.

The sedimentation of the new changes, while being seen to be successful, led to a characterisation of the new institution as one in which it was business as usual for the primary and secondary colleges respectively, albeit in the guise of the "new" College of Education. This was not surprising. The "legislators" of the changes presented little challenge to the respective cultures of the two groups and there was no requirement that new dispositions would be required.

There are many views of the typical process of merger. One such set (Buono & Bowditch, 1989) sees a clear process that has the following stages and characteristics:

Pre-combination	Some degree of environmental uncertainty but stable organisations that have relative satisfaction with the status quo.
Combination Planning	Increased environmental uncertainty sees fears develop about the future with resultant top-level discussions.
Announced Combination	Environmental uncertainty is now clear and while there are mixed emotions about merger expectations are raised.
Initial Combination Process	Organisational instability increases in structural (high levels), cultural and role (low levels) terms.
Formal Physical/Legal Combination	Ambiguities increase and there may even be conflict between organisational members.
Combination Aftermath	Now high levels of ambiguity with we/they attitudes prevalent
Psychological Combination	Ambiguities are clarified. (p.89)

Viewed in terms of this analysis, the Auckland College of Education as a new organisational entity never got close to achieving "psychological combination" and it seems reasonable to assert that the process did not progress beyond the "initial combination" stage. It is conceded, however, that the question of timing was important. Some would argue that a merger cannot be completed with rapidity (Weeks, 1987, p.23) and estimates of the time the process might take range from five years (Weeks, 1987) to ten years (Arbuthnott & Bone, 1993, p.118) or, as another commentator puts it, "for the wounds to heal and for benefits to begin to show" (Welsh, 1994, p.56]. Additionally, there may be differences in the speed with which different parts of a merger can be pursued. The Merger Working Party that prepared the way for the Palmerston North College of Education/Massey University merger noted that:

> A study of mergers of other institutions and of earlier attempts to merge the University and the College has shown that whereas the merger of the registry functions should happen using a revolutionary model (i.e., a rapid, planned, management-driven approach to change), academic programmes and departments are much less responsive to this approach. Thus an evolutionary model is recommended (i.e., a progressive and developmental approach to change) (Merger Working Party, 1995, p.13).

This contrasts with the business/corporate view that it is best to implement a merger rapidly (Pritchard, 1993, p.85).

Ghosts of Mergers Future

Background

In late 1996, the Auckland College of Education announced that it was to investigate a merger with the Auckland Institute of Technology (later to become the Auckland University of Technology) and the Central Institute of Technology (later to be closed) combined. There followed a period of five months of continued discussion during which discussion was opened with the University of Auckland and then, at a later stage, with Palmerston North based Massey University. In November 1997 a successful conclusion to the talks was announced – the Auckland College of Education Council had decided that the College was to merge with Massey University, which had recently concluded a merger with the Palmerston North College of Education. This gave rise to some optimism, since institutions that had a history of merger were more likely to survive than those that did not (Weeks, 1987, p.1). Also, after a long lead-in to merger there was a feeling that things were going to happen since there was further evidence that the process of merger is faster where the institutions have previous experience of mergers, even if those mergers have been unsuccessful (Arbuthnott & Bone, 1993, p.107; Bradley, 1993, p.122).

The decision to merge with another institution had not come entirely out of the blue. McGrath had earlier expressed doubts about the continued role of the Auckland College of Education as a "stand-alone" institution. He stated that "we should consider strategic alliances between ACE and other institutions" (McGrath, 1994d) and noted that the College had in a sense done this with its BEd programme with the University of Auckland. These initiatives were, however, not in his view expressions of a relationship that was sufficiently robust to safeguard the College . McGrath asserted that "We need to consider at a macro level whether other strategic alliances would be useful" (McGrath, 1994d) before signalling that first there was work to be done within the College – "**BUT** [*his emphasis*], before this, we need to be sure of our vision, our business, our strategic plan for the next 5+ years" (McGrath, 1994d).

It is claimed that education institutions have very limited views of refinancing and financial restructuring, whereas the corporate world, merges, acquires, divests and adds with impunity (Weeks, 1987, p.3). As Burkhardt (1994) concluded:

> ... higher education mergers are not a bold collision of magnates.
> They are the nervous, protracted affairs requiring a special courage,
> deep pragmatism and many sensitive deliberations. And they require
> a kind of planning that is new in education (p.19).

At the 1987 Wingspread Conference on 'Mergers and Acquisitions in Private Higher Education' it was reported that speakers agreed "that the compelling force behind almost every academic merger in the first half of this century had been financial necessity" (Martin, 1994, p.75). But while, historically, mergers may have been a means of managing decline, there had been a shift in emphasis from the "bankruptcy/bailout" emphasis to one that saw "opportunities for growth" (Martin & Samels, 1994, pp.4-5). It is often pointed out that while many of the top companies in the United States are the result of mergers and acquisitions, few of the top universities are. It could be that this difference of emphasis means that mergers have become, as one commentator asserted, "one of the most creative effective vehicles academic planners now have to achieve academic excellence, to articulate a broader institutional vision, and to solidify the strategic position of the combined institution locally and regionally" (Martin & Samels, 1994, p.3). Managing decline has been replaced by the seeking of educational advantage and, in that regard, the place of the merger in an educational environment might have moved closer to its role in the world of business and commerce. The proposed merger of the College with a university partner was more of this character than of the "savings" model of the previous mergers at Auckland.

Often cited as a rationale for merger is the financial viability of institutions without merging - i.e., the merger is premised on the financial advantage of such a move (Abbott, 1996 p.133). It has been argued (Gamage, 1992a, p.73) (Pritchard, 1993,) that there is little evidence to support this economic rationale and that such motives should be treated with suspicion (Rowley, 1997, p.9). An added difficulty is that short term gains are unlikely in a well-resourced merger and inevitable rising costs in the longer term make it impossible to tell if any real savings do occur (Scott, 1988, p.25). Scott goes on to assert that "amalgamations proceed in Australia because they give the illusion that something decisive is being done without enquiring too closely into exactly what has been accomplished for the general good of the taxpayer" (p.25). The relative turmoil of the tertiary sector over a period of time and the ever-changing roles of the institutions have "have made it difficult to determine whether the hoped for economies have been achieved" (Abbott, 1996, p.133).

Financial success is usually somewhere in stated intentions for a merger, but Abbott (1996, p.133) concludes that the financial gains made arose only after some years and had been made through administrative economies and through the increase in the student/staff ratio. Factors such as these perhaps led to the finding that "employees' reactions to change" cause over half of all mergers to be financial disappointments in the corporate world (Cornett-De-Vito & Friedman, 1995, p.48).

Reasons for Mergers: The Auckland Situation

Financial considerations were seen by College staff as one of the key reasons for the proposed merger between the Auckland College of Education and Massey University.

> Economics! (Interview, Management 1, 6 November 2000)
>
> The cynic in me tends to say that it has probably got something to do with money. We are very mono-whatever still, I mean the majority of what we do is teacher education and in this competitive worlds that is dangerous (Interview, College Lecturer C, 25 August 2000).
>
> It is quite difficult for a small institution to cover its costs... I think it is probably a financial one (Interview, College Lecturer E, 6 September 2000).
>
> The marginal costs, the compliance costs and the organisation required to run an institution are just too draining on the resources of the institution (Interview, College Lecturer D, 22 August 2000).
>
> Economies of scale (Interview, College Lecturer G, 11 September 2000).
>
> I think we have to partly because of the squeezing in funding (Interview, College Lecturer G, 11 September 2000).

McGrath noted that there had been some discussion of the possibility that the colleges of education in New Zealand could form some kind of alliance.

> [One of the college Principals] and I spent quite a bit of time trying to convince the others. I used the analogy of the New Zealand University - that if we took that model where they had constituent colleges then we would collectively be able to say let's have a bid for teacher education, eight thousand places and if you can meet the demand in Auckland we will give you some this year. But we will move it as a grouping rather than as individual colleges. If you need a few more in Dunedin say we could negotiate and put a few more in Dunedin one year and so on. So we would do it in a way that would be flexibly controlled. We would have a qualification from the New Zealand Colleges of Education and we would have individual colleges

with autonomous groups - a federation really. We could never convince the others. [Another principal] was strongly against that and it depended on everybody coming into it – you couldn't have three or four, so it never worked (Interview, McGrath, 14 November 2000).

It is interesting to observe that at the heart of this proposal was the effective use of resources. Since there seemed to be no possibility of group action, the College would have to pursue discussions of merger or strategic alliance or collaborative relationship on its own.

When I went to the College or soon after, we looked at the strategic directions of the ways things were heading in the tertiary sector as a whole and ongoing concerns about the nature of the discussion that occurred within the College, that long-term it was not appropriate to continue as a stand-alone organisation (Interview, Former Lecturer E, 29 June 2000).

In addition to the financial reason, staff saw "status" and "becoming more academic" as reasons for the planned merger.

Well, I think one of the reasons is financial. Another reason is that of status and another reason - more sometimes is strength. I would like to think that we are merging so that we can produce even better quality teachers (Interview, College Lecturer 1, 19 September 2000).

The reasons I have been given, the reasons I understand to be drivers, are economies of scale, issues of status in a world of markets and I guess kind of the strategic stuff about how you protect your market share and so on. So those would be the three things that I understand. I guess beyond that in terms of personal impressions and interpretations there is not a lot. I do know that from the market share alliance thing that there is a huge pressure from students who want to see their degree as having a university handle on it and I understand that (Interview, Lecturer 4, 28 June 2001).

Mono-technic funds can disappear overnight sometimes with a change. A biologist would say that any thing that lives as a mono-cultivation, a virus comes along and wipes it out, it's gone. Nothing else, it is just that. So we have to watch that. So I am sure there is that. I think that size has got something to do with it. My understanding is that we are reasonably healthy financially and we certainly sit on a prime piece of real estate. So that other partners would perceive something positive in merging with us. And if we merge with Massey, well as I see it, we are both quite brilliant providers of tertiary education (Interview, College Lecturer C, 23 August 2000).

But I think also there is possibly a belief that [a university] is where teacher education should be situated, that it is not like teaching apprentices and plumbers. It is much more academic, rigorous sort

of thing and therefore, as in most countries in the world, it should be situated within a university setting, in a research setting (Interview, College Lecturer D, 22 August 2000).

The amalgamation of Hamilton Teachers College and the University of Waikato had resulted in an increase in status. Placing teacher education within a university context rather than leaving it in its own historical category of tertiary institution, gave to teacher education a clear "professional" orientation (Alcorn, 1995, p.19). Having the imprimatur of a university was a consideration seen by many as being important.

> I imagine [the students] would like a university name on their degree for transportability... [and for the institution it would give] greater access to professional development contracts and research funding because it is the status of the organisation (Interview, Community C, 18 October 2000).

> The other thing... is the idea of having a university badge. If we don't, if our certificates don't have, if our qualifications don't have some university badge on them, I think it is going to seriously disadvantage our students and ultimately our numbers (Interview, College Lecturer G, 11 September 2000).

> I believe that the status thing is becoming a huge issue. I teach final years and they're all saying we came here thinking we were going to get a certain degree and that we're going to leave here and it's just a College degree (Interview, College Lecturer B, 14 November 2000).

> We are merging so that the students can get a degree from a university and get a qualification that is awarded by a university. That I see as the main object (Interview, College Lecturer A, 27 September 2000).

> I think that the status of a university carries an awful lot with the public today. I have had a number of potential students state that when they say that I think I will go to Auckland University and I would rather have a degree from the University of Auckland (Interview, Management 2, 6 November 2000).

> Again it came back to affiliation with a university, gaining a university status which gave our degree probably greater credibility in the eyes of the misinformed public. We could do it I think. It may be hard for us as a small institution to establish a really sound strong reputation as a tertiary institution without some affiliation with a big brother or whatever. I think that is the thinking behind it. So I think it is probably a financial one and its like an academic status one. Our degree would be more desirable if we had university status... (Interview, College Lecturer E, 6 September 2000)

> I think the other one is a matter of status. I think that we want the status of being part of a university for, and that is not entirely selfish although it probably has selfish elements, to be able to say that you work for a university is more prestigious than working for a college of

education particularly in an international setting where more and more people are working (Interview, College Lecturer D, 22 August 2000).

Positioning the College for potential relationships with other institutions was also part of the motivation for having earlier developed a provider degree.

> There was one element of the degree which enabled the College then to approach mergers from a much more powerful position and as a potential merger partner we were a much more attractive proposition because we had ownership of that intellectual property (Interview, Former Lecturer E, 29 June 2000).

During 1997, the College suspended discussion with the AIT/CIT group and opened talks with the University of Auckland. The decision to change potential merger partners during the year of negotiations was summed up in these terms:

> Well I don't know. The decision-makers would have been the College Council. I presume it was simply the negotiations that were offered by those three institutions that what Massey offered was more perhaps closer to what the College wanted. It sounded to me that Auckland University... we already had a relationship with them and the relationship wasn't going to change by amalgamating with them. We were going to remain little sister and probably be quite dictated to. Auckland Institute of Education, I am not sure what went down with them, no I don't actually know. I am sure that we were informed at the time but the actual politics of each institution I am not sure about. I presume in the end that Massey simply gave us the best deal in terms of retaining our own autonomy and perhaps our own safety, an undertaking to leave our campus alone and stuff like that. It may also have promised less interference. I don't know I am just guessing now (Interview, College Lecturer E, 6 September 2000).

> Why wasn't it seen as advantageous to merge with Auckland University and with AIT? I think that Massey became a welcome third party because we didn't want to merge with Auckland because the relationship had been so strained with them and at that stage AIT didn't have university status so of course Massey looked attractive at the time (Interview, Management 5, 6 November 2000).

Impact of the Mergers on the College

This study shows that the "past" mergers had relatively little impact on the College. They were in essence a series of events in which primary teacher education groups were imported into the College and were expected to merge into the Auckland Teachers College and the ways it worked. Three minor impacts that came out of these soft mergers were:

- the impact on the profile of Early Childhood teacher education of the arrival of the Kindergarten Teachers College students and some of the staff;
- the suggestion of a culture clash between the North Shore Teachers College staff and the Auckland Teachers College staff;
- the increased emphasis on a craft/performing arts approach by ex-Ardmore staff.

The "present merger" (i.e., the merger between the Auckland Teachers College and the Secondary Teachers College) was a key factor leading up to the restructuring (see Chapter 6) that was to take place in the early 1990's. This merger had set up the possibility that primary and secondary would no longer work in "silos" with little contact each with the other. The new configuration of the New Zealand Curriculum with its essential areas of learning, integrated Year 1 to Year 13 subject syllabus statements and the beginnings of questions about the structure of schools were all questions that the College would later be able to respond to as a result of having merged the primary and secondary colleges. The creation of the centres in 1994 and the shift in focus from sectors to those centres that occurred in the 1990's were possible only in the context created by this merger. These developments are discussed below.

When asked their opinion as to the likely impact of "future mergers", staff and community opinion was generally positive.

> Academic growth and collegiality. Because I want to say going back to the Auckland joint BEd that we had before... I do think our staff grew. You know we used to sit in on their lectures and ...I had the privilege to work with [a senior University staff member] and some of those people and I grew a lot. I found my own niche I suppose and I suppose we all did. But we certainly did grow from some of that and so I see that us having a merger, well I like to think that there would be this academic thing, sharing... I see that having positive growth for all of us provided we are seen as equals (Interview, College Lecturer G, 11 September 2000).

> If you are talking about research, research such as the Massey research in South Auckland schools would become your research (Interview, Community B, 18 October 2000).

> So in Early Childhood we see with Massey that there is an incredible exchange of knowledge bases because Massey University is very very strong in it and has been for a long time in Early Childhood qualifications and the promotion of it as a sector... So there is a good strong knowledge exchange as well as a lot of research in Early Childhood that has come from Massey (Interview, Community A, 18 October 2000).

I think we are probably a bit more like a university than we were before we started the merger discussions but whether we want to be like a university in some senses I don't know. I have been trying to get the best of both worlds, to actually have our culture maintained but with more of the university flavour rather than just saying that we are going to be like a university (Interview, McGrath, 14 November 2000).

It will make research easier because you are going to have greater liaison and hopefully a closer relationship between lecturers from Massey and lecturers from ACE. I suppose it is going to make lecturers' jobs more insecure in the short term because of course there is going to be doubling over, there will have to be restructuring, I believe that is the pleasant phrase for it. On the whole I always like it when things merge because it means there is more knowledge shared among more people. That's the theory of it, whether it happens in practice time alone will know. But I actually like that because it is good, yes, and that means that both sides increase their knowledge (Interview, College Lecturer A, 27 September 2000).

The note of ambivalence that crept into the latter response was revealed also in other responses.

I would think it is going to have major impact. I don't know what but I think that the conditions for staff will change so that will change what is done here and I think that perhaps some levels of position would disappear e.g. Heads of Centres. I mean why would you have a head of centre? So I think the structure would probably change. However if we are still physically on this property the spirit of what's here might well still live. I think people still see this place as the training college for early childhood, primary and secondary. I don't know how people would view it if it was Massey University. But I think it would have great impact on the structure of the College (Interview, College Lecturer B 19 September 2000).

Well I guess you have the same nervousness that you had when the initial changes were made and centres were created [i.e., the restructuring – see Chapter 6], like are we going to become part of another department that was already Massey based and if we simply do become an appendage of a department based down there how does that define our jobs? Say for instance if we had to affiliate with Health Studies down there. What is each person's position? Is somebody going to go? Is there going to be overstaffing? Are their modules going to be influencing ours and vice versa? For instance we could not develop our Masters paper last year because a merger with Massey appeared at that point to be imminent, so we had to wait until the merger occurred and then we would be expected to work with Massey people on a Masters paper. We weren't necessarily happy about that. So I guess that a merger indicates that you have to work with new unknown people and you have no idea about the dynamics and the politics of the people you are working with or even if there is going to be a threat to jobs. And of course, who's in charge? Who's calling the shots? (Interview, College Lecturer E 6 September 2000)

And still others saw a possible negative impact.

> There is always a worry that you might lose your way on the core business and be absorbed into the greater empire and become more distant, that would be a worry... Move away from training teachers (Interview, Community E, 18 October 2000).

This concern saw expression from a sector perspective.

> I think in Primary, a huge number of primary teachers have done their undergraduate degree through Massey. Getting back to the issues of the merger, I am sure that there are some issues in relation to staffing ratios and who gets which jobs. I think there will be philosophical tensions, there wouldn't be more than one undergraduate degree that would be conferred. I think there will be political power struggles... that would keep the Auckland College of Education/Massey University, away from developing a critical role in schools and I think again it would make the College too inward looking where it must be come outward looking. So I see a lot of energy going into establishing a relationship at the expense of what's out there (Interview, Community C, 18 October 2000).

> I think that when we talked about the impact and again this goes back to the early childhood sector, while Massey has been a strong promoter of high quality qualifications in early childhood... We have had this wonderful growth and status and we have been brought into the College of Education and granted degree level and teachers are coming out at that level which is making the rest of us sort of think that if I am going to have whole lot of staff here, what qualifications do I need to go higher which is good. But we do have some concerns that this growth in status is now going to remain stagnant or it will be filtered while the tertiary side of education is promoted so much more and early childhood then becomes lost. We see us getting lost (Interview, Community A, 18 October 2000).

Summary and Analysis

Over a period of nearly thirty years the Auckland teacher education scene has been characterised by the coming together of different teacher education entities.

Pressures to change can be imposed and frequently have their origin in socio-political forces outside the institution. Other pressures can come from within the institution itself as it responds to these outside pressures. The "actors" in the change situation respond in terms of these particular skills, knowledge, experience and disposition. Once a change has become an "innovation" (i.e., once there has been a clear act or set of

circumstances that provides the initial catalyst for change) a change process starts. Each of the mergers had the potential to be an "innovation" in these terms and to trigger changes. In the event, the past mergers (Ardmore, Kindergarten and North Shore) had no real impact in this way. But the merger between the Primary and Secondary Teachers Colleges did initiate a process of change that lead eventually to the restructuring. The future mergers served as innovation to the extent that they gave urgency to the further development of the academic research culture in the College.

When the change process begins, it moves through a sequence that starts with the development of a response (habitualisation), goes through the formation of consensus and agreement (objectification), before leading finally to the settling into new patterns or ways of working (sedimentation). The mergers at the Auckland College of Education can be described in these terms.

The innovations arose largely out of a series of external pressures acting on the College to bring about the mergers:

- Government actions and directions led to a series of college closures which saw Ardmore Teachers College, the Kindergarten Teachers College and North Shore Teachers College close with the residual staff moving to the College and, in the case of the Kindergarten Teachers College the transfer of the students.

- An expanded role for the College led to the development of Early Childhood Education programmes in the colleges and the subsequent shifting of all early childhood teacher education into the colleges throughout New Zealand – hence the closing of the Kindergarten Teachers College in Auckland.

- Pressure on the College through a diminishing national teacher education resource led the College to effect the merger between the Auckland Teachers College and the Secondary Teachers College.

- Legislation had produced significant reforms in the state sector generally and in education specifically and this had led to changes in funding and pressure on the College to seek relationships with other institutions.

- The reforms had created a market within which the colleges needed to operate which was characterised by competition and contestability. This led the College to further explore relationships with other institutions.

In reacting to those pressures, staff brought their own particular sets of skills, knowledge, aspirations, experience and dispositions. The outcome of this intersection of pressures that eventuated from this interaction between the innovation/merger and the habitualisation/response can be summarised as follows:

Categorisation of Staff/Actor Attributes Resulting from Merger Activity

Category	Change Events	Issues
Skills / Knowledge	Past Mergers	Different ways of working and different curriculum orientations were brought into the College. Early Childhood Education was given higher profile.
	Present Mergers	Staff were exposed to working in other sectors.
	Future Mergers	The demands of academic work and research challenged the conventional activity of staff.
Disposition	All Mergers	The mergers contribute to making explicit the levels of antagonism between the sectors (early childhood, primary and secondary), suspicion about university / college contacts and real concerns about status and esteem.
Aspirations	Past Mergers	Auckland Teachers College maintained its historical position in teacher education in the North.
	Present Mergers	Primary and Secondary combine to create a "new" institution.
	Future Mergers	Academic rigour and status become attractive to staff.
Experience	Past Mergers	The skill base of the conventional primary college was expanded through the arrival of staff from other colleges.
	Present Mergers	Primary and Secondary staff were exposed to each other.
	Future Mergers	Contact with university staff opened up new academic worlds to College staff.

Figure. 5.3 Categorisation of staff/actor attributes resulting from merger activity

There then follows, in this process, the development of agreement (objectification) that in turn leads to new ways of working developing over time (i.e., the sedimentation of the changes into the College). The overall impact on the College and the staff of those merger "experiences" are presented in the Figure 5.4.

Impact of Merger Activity on the Institution and Staff

Relationship/Merger Event	Impact on Institution	Impact on Staff
Past Mergers		
Ardmore Teachers College	• Staff deployed across the colleges – some came to the Epsom Campus	• Increased the overall commitment to a "craft" view of teaching and to the liberal arts component of teacher education
Kindergarten Teachers College	• Ensured that Early Childhood Education had a major presence as a sector on the Epsom Campus	• Integrated Early Childhood specialists into the overall staff • Early Childhood became increasingly a specialist area
North Shore Teachers College	• Major introduction of staff onto the Epsom Campus • Philosophic differences about the role of staff in teaching selected studies etc. • Tensions related to the structure of courses • Raised questions about the nature of a teacher education course	• New staff upset the expectations of existing staff as to preferment and promotion • Some shared cynicism between each group
Present Merger		
Secondary Teachers College/Auckland Teachers College	• Major tensions introduced as to the identity of secondary within a merged institution • Various attempts to create organisational structures that increased contact between sectors • Increased potential responsiveness to curriculum initiatives	• Loss of "identity" of secondary group • Unease between secondary and primary groups
Future Mergers		
AIT/CIT	• Increased importance of the research profile • Increased insecurity about the ability of the institution to stand alone.	• Raised issues related to the future of the College and working relationships between the institutions
University of Auckland	• Difficulties raised as to the place of teacher education within the academy	• Raised major issues of status and "parity of esteem"
Massey University	• Issues appeared related to the linking of similar but different programmes • Opportunities for growth • New possibilities for research	• Fear of loss of identity / Status • Prospect of moving into a university environment • Increased contact with university colleagues

Figure. 5.4   Impact of merger activity on the institution and staff

The mergers (past, present and future) constituted a series of innovations (acts or circumstances that provide the initial catalyst for change). These "innovations" were responded to by the development of new policies, procedures and structures (habitualisation) leading then to their acceptance and understanding by the staff (objectification) and, finally, to their consolidation and confirmation as the way the

institution is to operate (sedimentation). Schematically this process is presented in Figure 5.5.

The changes resulting from the mergers led to other related changes that were to manifest themselves, in the terms of this study, as the changes clustered into the change narratives. So while the history of the Auckland College of Education with regard to mergers might have been viewed as a series of events that had seemingly left the College relatively untouched, they did in fact have a major impact. This was most clearly and in the first instance seen in the administrative and professional re-structuring of the mid-1990's. Chapter 6 deals with that restructuring.
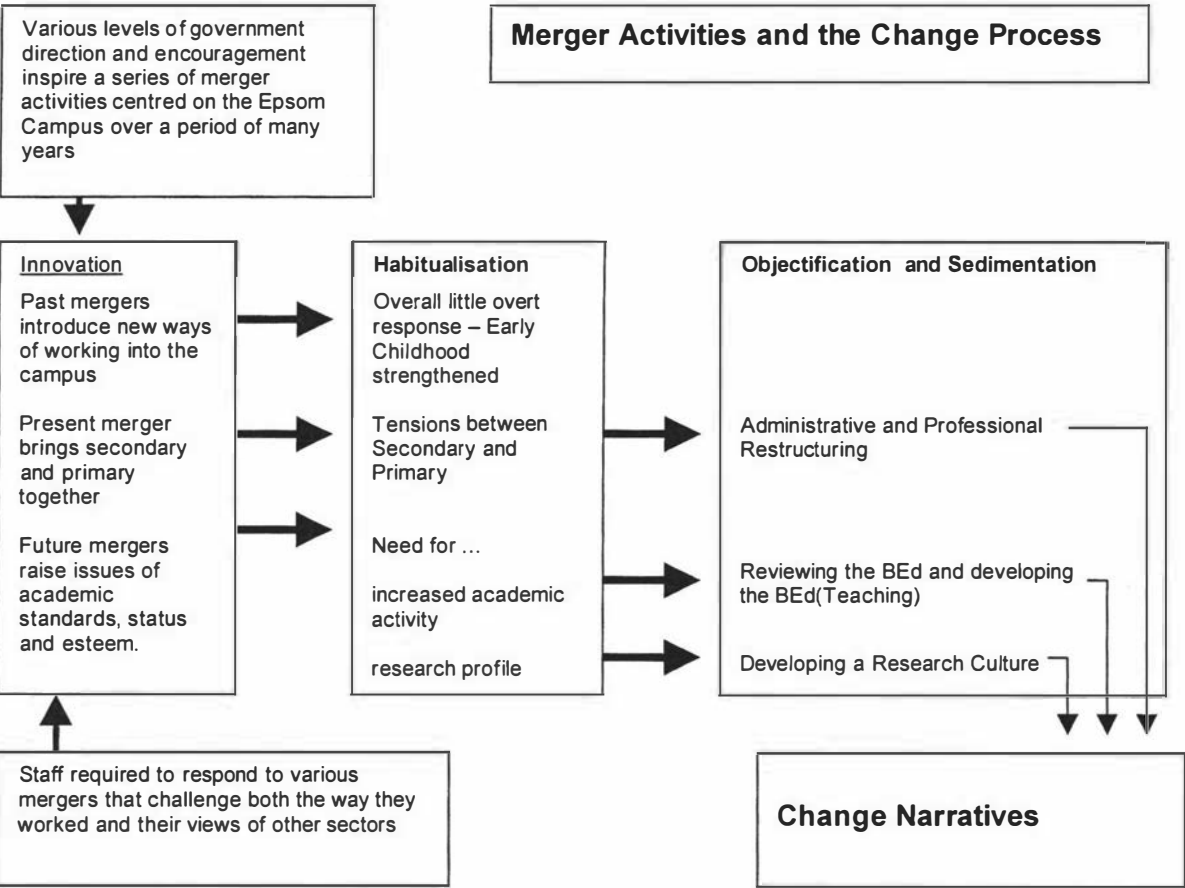
Figure. 5.5 Merger Activities and the Change Process

CHAPTER 6

Shuffling the Pack: Restructuring the Administrative and Professional Context

> In uppity circles the University of Wollongong was spoken of as if it were the Whore of Babylon for accepting the local college. As we know from Revelations (17:3), that lady sat upon a scarlet beast having seven heads and ten horns - not a bad description of the academic structure in many a combined institution." (Knight & O'Neill, 1988, pp.68-69).

The merger between the Auckland Teachers College and the Secondary Teachers College had resulted in a range of administrative structures that seemed achievable at the time of the merger but which were to prove not to be sufficiently robust to meet the changing needs of a changing environment. This chapter outlines the move towards new structures.

	1975-1985	1886 - 1990	1991-1995	1996-2000
Top-down pressures to change	Government measures lead to a successive mergers amalgamations	College responds to need for degree qualifications	Reforms demand new ways of working	New provider degree possible but requires research culture	New tertiary environment tests stand-alone institutions
Merger	Series of historical mergers and amalgamations	Merger between the Primary and Secondary Teachers Colleges			College considers future merger with a tertiary partner
Restructuring			Proposals developed for new structures		Staff increasingly work across sectors
Research				College sets out to develop a research culture	Staff develop research skills and improve qualifications
BEd Degree		Jointly taught degree introduced		Joint degree reviewed	
Provider Degree					Provider degree developed
Bottom-up factors	Staff work in clearly defined sectors from school tradition		Staff challenged by working across sectors		Staff acquiring new skills as tertiary researchers and teachers

Figure 6.1 Schematic Outline of the Change Narratives

Introduction

The merger between the Auckland College of Education and the Secondary Teachers College (which in this study is called the "present merger") had put in place a triumvirate leadership structure with a Principal Primary, Principal Secondary and Principal Co-ordination sharing the leadership of the institution. This had not proved to be sufficiently robust and was replaced for the 1989 academic year by a more conventional structure in which one Principal had control (see Figure 6.1) and which remained in place until the restructuring during 1994. After looking at the structural implications of institutions that have merged, this chapter will outline the key features of the changes experienced in the College through the restructuring process as it moved to a new structure and the impact that these changes had on the work of the College.

A series of proposals, spelt out in a seminal paper written by the Principal, Dennis McGrath, in 1994, changed the structure from that produced by the merger between the Auckland Teachers College and the Secondary Teachers College to one which altered significantly the way the College worked. Key features of these proposals were:

- changing from a sector (i.e., Early Childhood, Primary, Secondary) focus to one that emphasised centres largely based on the essential learning areas of the school curriculum;
- elevating research to a central and strong position;
- addressing issues related to the academic culture of the institution;
- raising question about qualifications and the status of the institution as a stand-alone provider of pre-service teacher education.

This chapter will focus on the first of these, the professional and administrative restructuring.

Background to the Administrative Restructuring

The Auckland Teachers College and the Secondary Teachers College had merged but, as McGrath later stated, there was much "unfinished business" (Interview, McGrath, 5 July 2000). Given the way in which the merger had been effected, this was to a degree inevitable as only limited attention had been paid to details of the relationship between programmes.

Temple and Whitchurch (1994) developed a typology of external/internal factors that have stimulated mergers in Britain and which to some degree were all relevant in this merger:

Internal Factors:
- desire to concentrate academic, personnel and financial resources;
- desire to adjust academic profile and market niche;
- desire to diversify existing degree programs in response to widening markets;
- ambitions to improve status in institutional rankings, nationally and internationally;
- desire to achieve economies of scale, such as through common library, computing, or purchasing services.

External Factors:
- decline in the number of traditional eighteen-year-old students;
- reductions in government funding;
- search for new, alternative sources of funding;
- change in markets, such as the greater demands for part-time and modular courses to attract mature and non-traditionally qualified students.

(p.216)

A further study of 30 mergers in higher education in Britain which established as key drivers the fact that the organisations shared academic compatibility rather than competition and had a long-term vision of the direction (Rowley, 1997, p.9). In other words they were a "good fit." Of less importance were the changes in the funding superstructure, the major changes the industry (i.e., teacher education) was going through and even the financial considerations. Underpinning the successful relationships was a high level of mutual respect.

The Auckland Teachers College and the Secondary Teachers College had a great many shared characteristics. The two institutions, which were contiguous, were both mono-technic institutions preparing teachers to enter the New Zealand school system to teach the New Zealand curriculum. They shared some facilities (the library and students centre), had a common governing body and had a range of informal professional contacts between the staff of the two colleges even though the programmes and management of each college was completely separate from the other. In this respect they were a "good fit" and the split of sector focus, Primary and Secondary, led to high levels of complementarity and a superficial impression that change was required by neither party to the merger. In terms of the factors outlined by

Temple and Whitechurch (1994), the internal ones were at the time of the negotiations the more powerful set.

Essentially the two colleges had sorted out the arrangements for amalgamation themselves without outside assistance or guidance. There is some evidence in other mergers that while there is often conceptual support from those outside the institutions, there can often be little understanding within each institution of the strengths, weaknesses and characteristics of the other parties (Burkhardt, 1994, p.21). This creates a difficulty in developing a set of objectives that could be both relevant to each institution and reflect their strengths individually and severally.

A major study of the role of communication processes in promoting merger success concluded that clearly a series of well-planned communication activities can have a profound effect on the success of a merger which is always an important event in people's lives, problematic in its nature and usually unique (Cornett-De-Vito & Friedman, 1995, p.67). In the present merger, attention was paid to this with positive results. According to Temple and Whitechurch (1994) the extensive experience of the London University as a federal institution provided a number of practical lessons for successful merger activity. These included:

1. Central administration and task force planning initiatives can help to encourage an agenda for change by providing pump-priming funding and a crucial structure for support and confidence building to address external pressures and resource considerations.

2. The combination of two or more weak departments or institutions, particularly if science-oriented, does not necessarily create a stronger, less vulnerable entity despite increased size. A deeper re-structuring might be necessary to increase viability.

3. Academic and physical restructuring both necessitates long-term investments and results are unlikely to be immediate, with consequent implications for faculty, student and alumni morale.

4. Even complementary, mutual growth mergers require curricular, resource and staffing decisions and are unlikely to please all constituencies. Thus, a consistent managerial vision that can create opportunities from threats and articulate specific incentives will provide the basis for each managers potential for success.

(p.222)

The success of a merger requires geographical proximity, previous cooperation, complementary instructional programmes, enhanced academic prospects and a common political interest (Thompson, 1985, p.22). But even when these factors are

present, a merger can still fail. Thompson [ibid.] charted the failure of the merger between the Detroit Institute of Technology and Wayne State University and concluded that its failure was due to the facts that inadequate time was given to people involved in the process, internal opposition was never adequately dealt with, robust structures for dealing with the merger were not put in place and there was never a clearly developed set of objectives. So in itself, in this case, the proximity of the two Auckland teachers colleges was not sufficient in itself to guarantee a successful merger.

Failure is as easily identified as success. One commentator (Pritchard, 1993, p.85), discussing the British amalgamations and mergers in higher education, noted a range of implementation failures that cluster around attempts in asymmetrical mergers to adopt the structure of the minor partner, inadequate provision of funding to level up rather than down conditions of employment, over-assertiveness on the part of one partner and attempts at an asset-stripping approach. Rapid changes of policy on the part of the government are blamed for further failures. Pritchard (1993) concluded rather gloomily that "all mergers, almost by definition, have unpleasant features" (p.89). The development of the administrative structure of the new Auckland College of Education might well have been the result of a desire to be accommodating and to avoid the unpleasant feature that any consolidated structure might have generated.

Another survey of mergers (Kuh & Robinson, 1995, p.72) identified the following as the reasons for which the failure of mergers is attributed: "(1) differences in mission and vision, expectations and management styles, (2) lack of trust, (3) fears and anxieties produced by the uncertainty associated with change, (4) miscommunication and misunderstanding and (5) failure to acknowledge and integrate the cultures - i.e., the histories, traditions, philosophy, policies and practices of the merging organisations" (p.72).

Martin (1996) added to this picture by declaring that the lack of what has been called "a parity of esteem between the merging parties" (p.86) results in staff at the smaller institution believing they are the victims of the "tyranny of the majority". While this was not an overt feature of the Auckland present merger, there were distinctive cultural features that set up a dynamic that the administrative structure carried into the "new" institution.

Factors such as those described above take time to be sorted out, since the actual act of merger will not bring about an immediate coming together of the distinctive cultures

of two established institutions (Arbuthnott & Bone, 1993, p.112). These authors further noted that "a merger process does not easily transcend normal organisational politics and conflicts. Change indeed always involves some degree of conflict and even if a group loses out in the early negotiations it has to be expected to try to recoup its losses during the implementation phase" (p.117).

To some degree, many features of the problematic nature of institutional amalgamation described above were present on the Epsom Campus and remained unresolved by the triumvirate style of management developed at the time of the merger. In fact some opinion was adamant that the merger could only be said to have occurred...

> ... if you make the assumption that the seamless kinds of connections between Primary and Secondary have occurred and my view is that they have certainly not occurred in any way whatsoever. They have remained quite separate
>
> (Interview, Lecturer 1, 30 October 2000).

The First Memo: Restructuring Begins (January 1994)

It was inevitable that at some point there would be pressure to restructure. It is perhaps, in light of the above, not surprising that the Principal should speak of "unfinished business." Writing about the amalgamation of Auckland Teachers College and the Secondary Teachers College, McGrath (1988), the Principal of the Auckland College of Education, noted that the management team had introduced a new Management Plan which essentially created a flat reporting structure based on functional activity and the units within the plan were, in McGrath's view, specialised, narrowly oriented and hierarchical (McGrath, 1994d). The College structure as at 1 February 1994 was as outlined in Figure 6.2.

McGrath, in a memo to all staff dated January 1994, argued that it was important that the "considerable changes" since 1988 result in the need for a new approach to cope with "the current and probable future environment" (McGrath, 1994d). He did not go on to be more specific at that point about the nature of that environment but key considerations emerged as the details of the proposed new management structure were outlined. He did, however, provide a theoretical base for his analysis. In summary, this spoke of an organisational cultural framework with dual cultures based on dual structures, with new venture substructures being central to meeting the

challenges of a changing environment. This led to the proposal that existing structures in place since 1988 be changed.

Auckland College of Education Management Structure - February 1994

Chief Executive Officer / Principal

Performance Improvement Centre
Information / Library Studies
Reading Recovery

Early Childhood Education
Primary Teacher Education
Secondary Teacher Education
Advanced Studies
Special Education
Social Work
Te Puna Wananga
Teacher Support Services

Registrar
HR Manager
Executive Assistant
Associate Principal
Library
Centre for Maths Education
Kura Kaupapa Maori Tch Training

Figure 6.2   Auckland College of Education Management Structure - February 1994

As detailed above (Chapter 5), the ability of the College to continue to be a "stand-alone" institution had been raised. A lecturer at management level saw this as the need "to have a business plan, we had to have a strategy – all of which was coming out of the Ministry and the new environment" (Interview, Management 8, 15 June 2000). The merger between Auckland Teachers College and the Secondary Teachers College in 1988 had resulted in an administrative structure that now needed to be reviewed in an environment that raised questions about stand-alone mono-technic institutions.

> The idea of a strategic alliance was raised and we had just moved into the BEd with Auckland University which at that stage was going through teething troubles (Interview, Management 8, 15 June 2001).

> It is a problem in all organisations if you are wanting to get your senior management focussed on setting strategic directions but you are holding them accountable for managing a large number of individuals. But probably more significant than that, because this management group has such a large and varied group of people on it, it was seen as a place to contest for resources rather than a place to manage the organisation... So that left you with a very small team on the one side, the executive group, with relatively little direct connection to the core business of the organisation and then this very large structure at the next level down that had the core business elements going but not the sense of strategic direction. And it was the recognition that the College needed to use its key strengths, its core competencies if you like, and recreate them in ways that would better position it for the future that led to the decision to do something about the structure (Interview, Former Lecturer E, 29 June 2001).

The pressure created by the existing structure was seen by a lecturer as one that placed the Principal (McGrath) in a difficult situation.

> The Principal wanted an alternative structure because what had been happening was that he was having to run everything. He was making decisions on every aspect of the College and he found he couldn't cope and he wanted to shift the decision-making processes away from him. I think this was a major catalyst for the restructuring that occurred in 1994 (Interview, Lecturer 1, 30 October 2000).

This lack of a clear and shared understanding of strategic direction which had seen strains develop in different areas of the College caused two respondents to comment:

> So what was our strategic plan? And where were we going? Who people reported to and what...? Secondary at that point was isolated... Secondary was actually facing a situation where it didn't know where it was going to be but it didn't have any capacity to look at where it could be apart from hanging on to what it had (Interview, Management 8, 15 June 2000).

> The structure meant that we were focusing on our own bit, there was no encouragement through the structure to actually address cross-issues although there was the old management team but that was huge. It must have had about twenty people on it. So that was meant to do some cross-fertilisation but it really just addressed trivia. It was a silo approach (Interview, Management 7, 2000).

McGrath later expanded on this theme in noting that the College was and would continue to be under financial strain due to the decreasing levels of government funding and the limits for further growth within the specialist areas of the programmes. These areas, because of their level of specialism, were "vulnerable to competition" from both small and large institutions "who perceive they can get into the market we have established" (McGrath, 1994d). The introduction of a restructured management organisation was motivated by the need to "diversify to generate more business and true income to support the core business" (McGrath, 1994d). This new structure needed to be "entrepreneurial" and the changes characterised by urgency. "Whatever the processes, we cannot delay. We must set in place new structures to match new dreams." (McGrath, 1994d).

Together with the external forces, there were also some internal imperatives for change. McGrath identified some of these as:

- role confusion between the executive and the directors of schools;

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- lack of clarity in accountability/responsibility lines;
- lack of an entrepreneurial and marketing focus;
- decreasing resources;
- staffing resources being locked into schools which themselves had a narrow focus;
- implications of the New Zealand Curriculum Framework and the NZQA National Qualifications Framework ;
- the dichotomy of efficiency rather than effectiveness;
- the culture of each school at odds with the culture of ACE.

(McGrath, 1994d).

In addition, he spelt out, clearly, criticisms of the existing structures that he shared with the Management Team and he used these to specify seven clear statements of direction. The statements (numbered and italicised in the following section) were presented as a list in his paper.

1   We will need to have a diversification of programmes.

McGrath saw clearly that the programmes in the College were not reflecting the diversity of developments in the schools (e.g., middle schools, senior colleges, etc.) and neither were they preparing teachers who could be mobile between sectors applying their specialist skills as appropriate.

2   We will need to be market-driven.

In criticising the lack of research into what the College's communities wanted, McGrath noted an improvement in liaison activity with them. He stated a key reason for knowing more accurately the needs of schools was the role he saw for the College "to lead – to provide possibilities for change, not to slavishly follow the past" (McGrath, 1994d).

3   We will need to be research or data-driven.

In essence McGrath here argued for the further development of the "research culture" at the College. "We are, however, still a long way off laying claim to an institution which is recognised for research" (op.cit.). This argument was tempered somewhat by the repeated assertion that not all staff needed to be involved in research – there was a place for some staff to be recognised as excellent teachers rather "than have the concerns about qualifications/research draw them from the task they do well" (op.cit.). McGrath finishes summarising his position by concluding:

> So we need to continue to build the culture, find ways of supporting research in applied fields and by groups of staff, to ensure we publish and communicate, and to make clear we don't expect, or want, <u>all</u> to be researchers (op.cit.).

4   We will need to plan our staff development much better than we currently do.

McGrath supported this assertion with a brief analysis of current staff development initiatives which he described as expensive, unstructured and not closely targeted on the current issues such as the frameworks and delivery styles.

5   We need to diversify our delivery of programmes.

McGrath sounded a note of warning here with his clearly stated concern that "we continue to ignore, I suggest at our possible peril, what we know about learning, styles of learning, information technology, part-time accessibility etc" (op.cit.). He went on to assert that "It may be unpalatable but we have to face the issue that although it is administratively easy to move students through in groups or bands and give them essentially the same programme, we may be doing a great disservice to the future needs of students in schools" (op.cit.). This was supported by further comment on the need to reflect in programmes what is known about learning styles, resource-based learning, information skills and meta-cognitive approaches.

6   We will need to be attuned to the NZQA qualifications framework.

McGrath recognised that the NZQA framework of qualifications and the quality assurance procedures promoted by them would have significant impact on the College and its programmes. In this context he raised an awareness of "a lack of certainty about the conjoint programmes (BEd, ...)" (op.cit.) with regard to the relationship between the universities and the NZQA procedures.

7   We need to ensure our teacher education students are able to implement the New Zealand Curriculum Framework.

McGrath saw the importance of the Curriculum Framework and the need for students to be prepared to effectively implement it in the schools. "I have spoken, and written, on numerous occasions of the need to ensure there <u>is</u> integration of our courses into a coherence that 'makes a teacher' " (op.cit.). He went on to raise questions about

integration between courses, the issues raised by the challenging of traditional notions of knowledge, opportunities for learning and for reflecting on that learning, and the impact that any re-organisation of teacher education in the College based on the New Zealand Curriculum Framework would have on the College as a whole.

The proposed restructuring was then outlined (op.cit.). The model presented was prefaced with an outline of the changes to the nature of accountability in the proposal and a set of principles on which it was based.

McGrath saw the key accountability difference hinging on the degree to which parts of the College would be accountable to the College management and governance, rather than to the regulatory framework within which teacher education was located (i.e., the Teacher Registration Board requirements and the restrictions on qualifications). He saw the change as promoting a system of accountability that more clearly made the parts of the College responsible to the College Council through the Chief Executive Officer.

The proposed principles, summarised, were:

- fewer managers would report directly to the CEO and would provide the key accountability link;
- managers would be appointed and have the authority to establish new patterns and networks;
- the groups which managers were responsible for must be kept to a reasonable size;
- credibility of programmes both internally and externally must be maintained;
- support mechanisms for the college would be centralised across the new structure (i.e., public relations, marketing, human resource management, financial planning);
- the position of "managers" would be clearly based on position descriptions and the functions and purpose of the new management team would be clearly indicated;
- students must be able to recognise clearly the programme they are in and have increased choice;
- college resources would be utilised more effectively and cross subsidy between programmes would be minimised;
- the college would have the capacity to establish working groups in order to respond to changes, to innovate, to be entrepreneurial and so on.

McGrath concluded that the College needed a "new structure that gives greater coherence to ACE than the current School and Advisory structures have developed" and "above all, the new structure will have to utilise the quality management systems we are currently developing" (op.cit.).

In what was clearly the seminal paper with regard to change at the Auckland College of Education in the 1990's, McGrath had, in the 1994 paper, brought together a wide range of themes that were to feature strongly over the next five or so years. Those themes included:

- the development of the College's ability to be a stand-alone institution and its relationship with other institutions, including the strategic direction it and they were taking;
- the development of the College's ability to cope with the competitive environment and the imperatives of the market;
- the diversification of sources of income to support the core business of the College;
- the development of the research culture;
- the provision of alternative modes of programme delivery;
- the articulation between the New Zealand Curriculum Framework and College programmes.

McGrath summed up the zeitgeist that had encouraged him to form these views.

> It was a period of quite a bit of change because we had just come into the restructuring, the 1990 amendment of the Education Act and those amendments had started to give a freedom to the College that we had never perceived before... So I had to really look for a structure that was far more flexible and far more enterprising. There was a lack of entrepreneurial marketing progress. I think we were starting to come into a competitive world in terms of student numbers and we were having to make our own decisions and market ourselves in different ways so you had to do something about that. We were thinking about the qualifications framework because I was involved at the national level with that too and trying to do the Teacher Education Advisory Group chair role and saying well it looks as we are going to go down a pathway where our courses and programme may be prescribed so we had better get into gear to try to cope with that. The current structure was unable to cope with that. People weren't thinking about it. There was the whole business that if our culture was changing because we were bulk-funded in all those ways before, how did that mesh with trying to get our people into schools. It was the whole business of a grouping of staff who in the main had been twenty-five - thirty years in Primary anyway and so on... The lack of resources that we were finding it harder and harder, that we were getting smaller groups particularly in Secondary and those smaller groups meant that we were overloaded with Secondary staff, we had to find a way of more effectively using the staff resource that we had (Interview, McGrath, 5 July 2000).

He further detailed a series of additional reasons for the restructuring which included:

> ...seeking a structure that was more flexible and far more enterprising [and] calling for a drastic look at what I called discontinuous change rather than incremental change... I said we can only do it if we shake ourselves up and come out the other side with something different in structure from what we had before (Interview, McGrath, 5 July 2000).

The external political environment had changed the context within which the College operated and had encouraged the College to behave differently from the historical and conventional approach taken by colleges in the past. However, the actual motivation to restructure came, in large measure, from the College itself. It was the age of self-management.

> At that time I think institutions were just settling into the era where the College was critically self-managing (Interview, Former Lecturer E, 29 June 2000).

> It was very apparent that everyone was positioning themselves (Interview, College Lecturer F, 25 September 2000).

The new structure (see Figure 6.3) as proposed by McGrath (op.cit.) impressed some staff.

> The restructuring was sort of like this flow-down effect and there were these new positions created and new centres created and it looked great on paper... It was all shown in boxes so you were given these schematic diagrams of how the College was going to be formed and the diagrams were extremely logical and well-formed (Interview, College Lecturer E, 6 September 2000).

> It seemed to go from vertical to horizontal, that's how I saw it (Interview, College Lecturer B, 19 September 2000).

> It looked at responsibilities being spread across but not into ACE sectors (Interview, Management 2, 6 November 2000).

The philosophy underpinning the proposed structure was assessed by College lecturers in the following terms:

> The recognition that the College needed to use its key strengths, its core competencies if you like, and recreate them in ways that would better position it for the future that led to the decision to do something about the structure (Interview, Former Lecturer E, 29 June 2000).

Proposed Management Re-Structuring - February 1994 (Version 1)

Chief Executive Officer / Principal

Head of Initial Teacher Education	Head of General Studies	Head of Teacher Development	Head of Enterprise Development
Centres for Learning	Social Work	Advanced Studies	Public Relations
Mathematics	Special Education	Reading Recovery	Overseas Students
Science	Early Childhood Ed	Teachers Centres	Contracts
Language/Languages		Teacher Support	Marketing
Technology	**Head of Te Puna Wananga**	Special Education (Tch)	Performance Improve. Centre
The Arts	Community	Information Studies	Music/Art Schools
Social Sciences	Cross-Campus		
Education		**Head of Corporate Services**	
Primary Professional Practice		Registry	
Secondary Professional Practice		Student Support	
Health and Physical Wellbeing		Academic Support	

Figure 6.3   Auckland College of Education Proposed Management Re-Structuring February 1994 (Version 1)

> The move from the old schools with responsibility for Secondary, Primary and Early Childhood and those being merged into academic groups that encompassed Early Childhood, Primary and Secondary (interview, Former Lecturer F, 29 June 2000).

> The other thing was of course that the curriculum had changed... The College was to put it into schools that were in line with the seven essential learning areas so that they became centres (Interview, College Lecturer E, 6 September 2000).

The First Memo: Centres of Learning are Introduced

A key feature of this model was the introduction of "centres of learning" based on the seven essential learning areas of the New Zealand Curriculum Framework (Ministry of Education, 1993) rather than the existing "schools" based on the school sectors, Early Childhood, Primary and Secondary. These centres, having their origins in the New Zealand Curriculum Framework, were The Arts, Health and Physical Education, Language and Languages, Mathematics, Science, Social Sciences and Technology. Those which originated from within the teacher education sector itself were Education, Practicum and Professional Inquiry. Pasifika and Te Puna Wananga were to develop as centres subsequently.

It was related to the new curriculum, the curriculum framework that was actually challenging those old beliefs that saw the curriculum fragmented into nicely defined age groups. So that was a major driver. There was also a feeling too that those schools [i.e., the teacher education schools in the College] had been in existence for quite a long time and they actually reflected the old world rather than the new world. We were beginning to drop numbers in Secondary so again I think that there was a feeling of how do we utilise staff? But I think the main driver was that the current structure didn't actually reflect what the reality was in terms of schools (Interview, Management 7, 10 October 2000).

It moved from the old schools with responsibility for Secondary, Primary and Early Childhood and those being merged into academic groups which each encompassed Early Childhood, Primary and Secondary. That was the major change (Interview, Former Lecturer F, 29 June 2000).

It was interesting how we got to the notion of centres as well because it was such a radical change in terms of doing away with Primary and Secondary and so on. I felt we had to win the understanding of schools and I thought the only way of doing that was to pick up the notion of the seven essential learning areas and say we have teams of people working in each essential learning area. So that would be the way of communicating with the school community out there. But it also pulled people into groups which enabled better use of staff so that you got the mathematicians huddled together and then you could say maybe you could do a bit of Secondary or a bit of Primary or a bit of middle school or whatever it is and so on instead of being locked into the separate areas. So I thought that was a significant move. We have been criticised for it a bit as being like a school and it came up quite recently somebody said well you are like a school because you have maths and science and social sciences and so on (Interview, McGrath, 5 July 2000).

I think that was one of the main reasons why he did that. I think at the time in 1994 we were several years down the track from major changes in the wider educational community too and some of that was beginning to have input, impact on ACE... as the curriculum documents were developed in the various areas. I think it was felt that ACE needed to be able to respond better to the curriculum framework that had been set up in the wider educational community (Interview, College Lecturer C, 2000).

I think that there was a feeling that now there were seven clearly enunciated essential learning areas in the community that we should be looking to see whether what we did reflect that (Interview, College Lecturer C,13 November 2000).

Despite this clear understanding by College staff that the seven essential areas of learning were important, some wondered if the structure of the school curriculum was appropriate for a tertiary institution.

I think we made the garment and we were looking for a convenient hanger to put it on – the Curriculum Framework fitted that bill quite nicely probably (Interview, Lecturer 4, 30 October 2000).

Who said what this curriculum framework is? Why had this suddenly become the tablets that we should all be connected to? Does everyone do it like that? Don't think so. Is this international? Don't think so. So there was that kind of feeling - was the Ministry running the show? Why are we tying up with them? (Interview, Lecturer 1, 30 October 2000)

There were real discussions... Why would you want to do that? What has that got to do with the way of formulating a tertiary institution. That was the centre of a lot of controversy, the notion of the curriculum framework and its connection with tertiary education (Interview, Lecturer 1, 30 October 2000).

Nevertheless, the New Zealand Curriculum Framework and its essential areas of learning became the basis for part of the restructuring.

As I remember it the New Zealand Curriculum Framework seemed to be a key document and so it was decided by somebody that we would have centres related to the essential learning areas so that they could deliver according to the curriculum framework (Interview, College Lecturer B, 19 September 2000).

Because the Curriculum Framework was organised as it was, it was an opportunity for the College to do the same thing (Interview, Lecturer 2, 30 October 2000).

It was pretty radical. It seems common place now but it was quite radical to say well we are going to put groups of people together in their curriculum areas, in their areas of interest, and they are going to have the potential to work across programmes. We could never have got the BEd up running in time if we actually hadn't worked in centres and that was for two reasons. One because you had groups of talent clustered in centres and the second, we had designated heads of centres so we could actually speed up the communication and the participation process through one person whereas before we had to go to three different people in each area. So it was structurally really important (Interview, Management 7, 10 October 2000).

The New Zealand Curriculum Framework, referred to by one respondent as "a convenient coincidence of events" (Interview, Lecturer 4, 28 June 2000) became the catalyst for a serious attempt to put Early Childhood, Primary and Secondary together and to effect an integration between the school-related sectors that 120 years of teacher education and a merger had failed to achieve. There were absolute distinctions between the sectors in the wider educational community, clear industrial demarcation between them, different entry standards to each, differences in remuneration and no

portability of qualification from secondary to primary teaching. This then was a change that represented a significant step for the College to take. The fact that staff at the time felt that there was a different way of working assisted the acceptance of these changes.

> I think there was a clear feeling at the time that the various sectors (i.e., Early Childhood, Primary and Secondary) were still on fairly divergent paths with different structures and different ways of operating and I think there was a fair amount of flack and media controversy about Early Childhood in particular at the time. I think there may well have been a number of ventures and ideas that were trying to forge a bit more of a liaison or a linkage or a unification between the various sectors in teacher education that kept running up against brick walls. I suspect that there was a bit of a desire to see if we couldn't get a bit of synergy and working together across those sectors because unless you knew colleagues in Secondary or Early Childhood personally there was no structural link (Interview, Lecturer 4, 30 October 2000).

> You think of going right back to the separate colleges, Secondary college, Primary college, and then the gradual emergence of Early Childhood through a number of avenues... The central structure that was promoted was seen as a way of rationalising and using the strength that some of the people have by incorporating some of them that have been involved in Secondary, in Primary and vice versa, and Early Childhood and so on (Interview, Lecturer 1, 30 October 2001).

> One of the goals was to utilise staff more across the sectors and whilst that had occurred in some places (and sometimes by semi-force) I suppose it hadn't occurred to a great extent (Interview, Lecturer 1, 11 November 2000).

The move from a sector-based structure to a centre-based one was also designed to cope with increasing problems the College faced in delivering secondary teacher education programmes. The New Zealand Curriculum Framework presented a clear set of legislated organising principles that, placed into the College, matched to a greater or lesser degree the skills, knowledge, aspirations, experience and disposition of the staff. The restructuring proposals gave expression to this. Added to these concerns was an awareness that Secondary as a sector was becoming insecure and might possibly be at risk due to a decline in student numbers.

> As I recall it had something to do with Secondary... (Interview, College Lecturer G, 11 September 2000)

> Thirty or forty per cent of the reasons for change were to solve the problem of Secondary (Interview, McGrath, 5 July 2000).

Secondary at that point was an isolated thing. Secondary was actually facing a situation where it didn't know where it was going to be but it didn't have any capacity to look at where it could be apart from hanging on to what it had. And that was where Secondary was at (Interview, Management 8, 15 June 2000).

Part of the "Secondary problem" was a wider issue of resourcing and the differentiation between different categories of courses. This had been the direct result of introduction of the potential for contestability into teacher education at a time when the numbers of prospective secondary teachers was declining. This 'top-down" pressure was compounded by structural features at the College. Secondary programmes used a different timetable and, as a result, staff were unable in many instances to work across programmes. The co-location of staff into the newly created centres had not been fully achieved or, in some areas, attempted. "Bottom-up" pressures came from attitudes in both Primary and Secondary which may not have been conducive to achieving fully the goals of restructuring.

The numbers were being constrained quite deliberately in pre-service teacher education which, at that stage, differentiated between Secondary and Primary... The other thing that had happened in that period was that the Government cut the funding for secondary teacher education EFTS's... Was Secondary going to be able to sustain itself the way it was, given the cost of recruitment and the need to maintain specialist curriculum teaching programmes? (Interview, Former Lecturer E, 29 June 2000)

Secondary was funded to something in the order of ten or twelve thousand dollars [per EFTS] and it was just going to be cut like that and so this indicated that [Secondary] was in serious difficulties. (Interview, Lecturer 1, 30 October 2000).

We were getting smaller groups, particularly in Secondary, and those smaller groups meant that we were overloaded with secondary staff. We had to find a way of more effectively using the staff resource that we had (Interview, McGrath, 5 July 2000).

But there was also recognition that times were difficult, were going to be difficult. The increased pressures of financing meant that rationalisation process had to occur otherwise some people [i.e., secondary staff] were going to be left high and dry (Interview, Lecturer 1, 30 October 2000).

Despite the motives for the creation of centres to replace the sector-oriented structures, the move was not without tension and unease. There was some ambivalence by staff as to what caused this.

I guess that it is fair to say that my perception is that staff at the bottom of the hierarchy don't always get informed about what is going on and why. We just get told these are the changes and they happen and I guess people just tend to accept them. Well, no, no, no – they don't accept them, they might – I am into voice – they might be in horizontal voice moaning and groaning amongst themselves but generally think that if that's the way its happening then that's the way its happening. That's how we feel. We tend, not to raise vertical voice (i.e., compliance/challenge/question authority). This is, of course, related to where you are in the hierarchy. If you value your job and you are powerless, you don't get into vertical voice (Interview, College Lecturer G, 11 September 2000).

The philosophy held by the three different sectors was totally in different directions - the Early Childhood very holistic, the Primary people were from generalist fields and the Secondary were from specialist fields. So it had huge impact on the centres (Interview, College Lecturer B, 19 September 2001).

I think there was a lot of ignorance and a lot of bigotry and a lot of prejudice about who was doing what for how much which suddenly came out on the table and, rather than talk about assertions and allegations and muttering behind hands, things [work-loads, etc] came out (Interview, Lecturer 4, 30 October 2000).

We had to come together with two factions and different levels of thought about how you teach our subject, for example, alongside Education and that. That was a huge source of difficulty (Interview, Lecturer 3, 11 November 2000).

What we hoped for was that we were actually able to deliver programmes that would meet the needs of schools i.e., that we could have a more seamless approach and, I guess, that the result of that was the BEd (Teaching) because we couldn't have had that BEd (Teaching) development if we had only kept in our silos... I mean there was a hell of a lot of resistance at the time because people hadn't mixed across sectors really and you have got those divisions outside. There are differences in parity of esteem between Early Childhood, Primary and Secondary, even now, so there was resistance and I think there still is resistance in some areas (Interview, Management 7, 2000).

I just think that they didn't see why they needed to do it. Why do you need to be...? There is that tension between the sector and the whole. Being *teacher education* or *teacher education for Secondary*, or *Primary* or *Early Childhood*. The main thing was why do it? People saw themselves as being OK. Primary had risen from fairly negative perceptions in the community and we had actually raised it so people thought why muck up something. Secondary certainly didn't want it and Early Childhood felt that they were going to be swallowed up (Interview, Management 7, 10 October 2000).

Such widely held feelings were especially acute among the secondary staff.

I remember there was a great deal of angst at the time... I think it was from the secondary teacher education point of view, it was a feeling of a loss of identity and a feeling of being swallowed up in the primary system and, I suppose, a belief that there was a lack of understanding from primary people about the way Secondary worked. I think that in general, in Secondary, it was a time of great apprehension... and a feeling that Primary and Secondary and Early Childhood were separate and people were responsible for their own destiny... I suppose there was also a loss of prestige in people having to become responsible to a head of centre who was usually from the other side, usually a primary person, I think, in all cases except one, or somebody new from outside. So I think there was a feeling that this was different... I think it was probably a feeling that we have our way of doing things and they don't understand. We are much more rigorous, we are much more...we do things better, we educate the students better, we have procedures that are not so hide-bound in tradition. I think in some cases we were right about some of those things (Interview, Lecturer D, 22 August 2000).

One lecturer summed up feelings as being ones of...

... vulnerability I think. I had only been one year at the College at that time so it just seemed that everyone was under threat... It just seemed that people were disappearing that you had come to know that first year... I think the response in Secondary was a little bit that way. Everyone felt that their backs were to the wall and I seem to recall comments like well secondary teacher education's dropping away from the colleges of education in England and we can expect the same here and that type of thing (Interview, College Lecturer F, 25 September 2000).

And later...

The person who had been in charge of primary was made in charge of teacher education and given a fairly significant amount of power. That for secondary education was viewed with suspicion... Suddenly we felt we didn't have a position. Secondary was here there and everywhere and was not even seen as a sector [any more] (Interview, College Lecturer F, 25 September 2000).

The pressure to change that flowed from perceived views of primary and secondary, intersected with the aspirations and dispositions of each group to create an interesting set of conditions in terms of habitualisation of the change. The innovation, that is the overall proposal to restructure, led to a response to it that was characterised by the range of emotions that these responses reveal – suspicion, anxiety, wounded pride and a sense that some were winning at the expense of someone else's loss.

The First Memo: The Staff Responds

In the first memo to staff, McGrath (1994d) had indicated that a working group would be established to assist with the processing of the submissions from the staff on the proposed change. On 18 April 1994, he issued a further memo to staff which summarised those submissions (McGrath, 1994e). It reported that the submissions had the following common concerns:

- the position of Early Childhood education – a feeling that it should be in initial teacher education;
- the creation of the general studies sector – support but with unease over the splitting of special education;
- support for the creation of a centre of learning Pasifika;
- concern at the lack of a clear focus in corporate services, especially with the library – some support for academic services as a separate sector;
- closer links advocated between pre-service and in-service teacher education;
- suggested tensions in the combinations created to form the centres for the arts and the centre for health and physical well-being;
- the position of the Tai Tokerau campus not clear;
- the naming of positions and a need for this to reflect a professional education focus;
- concerns that the model created groupings of greatly disparate size;
- need for generic/core units to be credited to a range of programmes.

(McGrath, 1994e)

Changes to the management approach and structure and the relationship of them to the school curriculum were noted by staff:

> From my point of view, I thought part of the restructuring was the Curriculum Framework. Because the Curriculum Framework was organised as it was, it was an opportunity for the College to do the same thing. So you had the Curriculum Framework and each of the curriculum areas going from Year 1 through to Year 13 and so this was an opportunity for the College to take on board those ideas. And also with the management structure, previously it was quite an hierarchical structure from Principal down whereas... when this restructuring occurred there was a flatter structure (Interview, Lecturer 2, 30 October 2000).

The rhetoric of seamlessness that underpinned the *New Zealand Curriculum Framework* (Ministry of Education, 1993) and a policy document *Education in the 21st Century* (Ministry of Education, 1992) was also present in the discussion.

> It was probably quite symbolic because what it was trying to achieve was a seamlessness which, in some respects, reflected the seams that were in the institution (Interview, Lecturer 4, 28 June 2000).

What we hoped for was that we were actually able to deliver programmes that would meet the needs of schools - i.e., that we could have a more seamless approach (Interview, Management 7, 10 October 2000).

I think that put into place the concept of seamless curriculum so that the centres were a continuum of Early Childhood, Primary and Secondary rather than separated off into discrete educational sectors. I think there were those two philosophies that were coming together (Interview, Management 2, 6 November 2000).

I think that all breaks down that idea of the schools such as Early Childhood and Primary... I think the curriculum framework actually lent itself very well to doing that with the seven essential learning areas instead of the separate sectors (Interview, Management 4, 6 November 2000).

I think Lockwood Smith's seamless education applied very well - where you don't talk about the pre-school, the Primary, the Secondary. It is seamless education (Interview, Management 4, 6 November 2000).

McGrath concluded his follow up memo by undertaking to respond within several weeks with a further paper on restructuring. This he did on 2 May 1994 (McGrath, 1994a). He acknowledged the submissions that had been received and outlined a Version 2 of the model (Figure 6.3) for restructuring that took into account some of the points that had been raised.

McGrath's Proposal: Version 2

In proposing Version 2 (see Figure 6.4 below), McGrath paid attention to the concerns clustered around the place of Early Childhood Education within the model and offered two choices: an Early Childhood Education Centre of Learning or a Deputy Dean with responsibility for Early Childhood Education. The matter of the integrity of programmes was addressed through the creation of the positions of Deputy Deans with sector responsibility whose role was sketched in brief. The pre-service teacher education activity was to be kept separate from the in-service work and Pasifika gained recognition through the creation of a centre. The academic support services were brought together and the registry functions reorganised into a new grouping.

The memo (McGrath, 1994a) then spent time on the role of a Head of Department (later to be Head of Centre) and the general characteristics that a centre would have. It was essentially a double matrices organisation with the teaching centres offering modules that would contribute to programmes under the control of Deputy Deans.

McGrath assured the staff that Tai Tokerau had not been overlooked. His memo concluded with a timeline that would see the new model implemented late in the 1994 Academic year.

Proposed Management Re-Structuring - May 1994 (Version 2)

Chief Executive Officer / Principal

Dean Pre-Service Teacher Education
- Deputy Deans (2/3) PTE / STE / ECE *
- Centre Heads of Dept
- Mathematics
- Science
- Language/ Languages
- Technology
- The Arts
- Social Sciences
- Education
- Primary Professional Practice
- Secondary Professional Practice
- Health and Physical Wellbeing
- Early Childhood Education *

Dean General Studies
- Social Work
- Special Education
- Performance IC
- Non-Tch. Ed. Prog.
- PIECCA

Dean Te Puna Wananga
- Community
- Maori Caucus

Dean Teacher Development
- Advanced Studies
- Reading Recovery
- Teachers Centres
- Teacher Support
- Information Studies

Manager Corporate Services
- Registry
- Student Support
- Academic Support

Manager Enterprise Development
- Public Relations
- Overseas Students
- Contracts
- Marketing
- Performance Improve. Centre
- Music/Art Schools

Manager Acad. Support
- Library
- Student Services
- Quality Managmt
- Course Design
- Planning

* Note: Early Childhood Education was presented with two options, either to be a Centre of Learning or to have a Deputy Dean overseeing programmes.

Figure 6.4   Auckland College of Education Proposed Management Re-Structuring May 1994 (Version 2)

McGrath finished by returning to some by now familiar themes.

> I do expect the new structure to allow the opportunity for the key developments we need for the future to evolve and be refined... Issues such as student choice, common timetables, flexibility of delivery and programme, and much better networking and co-operation cannot be achieved immediately. These will be goals that the new management structure will need to work towards as quickly as possible. Our vision must be to deliver the highest quality of education for all who study at Auckland College of Education. We need to ensure we do make a difference for all – that the future learners our graduates will work with are enhanced and develop their potential because of the quality of our programmes (McGrath, 1994a).

There continued to be response to the proposals and on 16 August 1994 McGrath issued what he called "the final report" on the model for restructuring the management structure of the College (McGrath, 1994c).

McGrath Proposal: Final Version (16 August 1994)

McGrath, in releasing the final version of the structure, clarified the following aims of the restructuring:

- to design an overall structural model defined by client groups, i.e., pre-service teaching students, teachers, 'non-teacher' students and a recognition of the special role of the tangata whenua;
- to recognise the services that can more appropriately be provided for all deliverers, and to group these as service sectors;
- to reduce the numbers of staff reporting to the Principal, and to establish a strategic leadership team made up of these people;
- to increase the authority and accountability of the senior leadership team within the policy framework established by the College Council;
- to structure pre-service education according to the New Zealand Curriculum Framework, while ensuring that students will be able to recognise the programmes in which they are enrolled, and employers will be able to recognise the programmes from which they recruit;
- to position the College towards the future, including recognition of the need to generate non-EFTS based income;
- to change the management structure, while enabling programme delivery to continue;
- to clarify management, accountability and communication lines;
- to promote innovation and change through technology;
- to best position the College to make a difference for all through education.

(McGrath, 1994c)

The final "design for the future" was presented (see Figure 6.5 below).

One response to the stated aims considered the creation of the strategic leadership team to be important.

> So there was a large number of people that reported to him [the Principal] and he wanted to set up a structure whereby fewer people reported to him and people generally reported to others.... So one of the main significant parts of the restructuring was the development of the strategic leadership team with groups of people who reported to him and supported what he was doing (Interview, College Lecturer C, 25 August 2000).

Further diagrams outlining the structure of the "School of Pre-Service Teacher Education" (and the deployment of courses within it) and the structure of the "School of Teacher Development" were accompanied by person specifications for Deans and job

descriptions for the positions of Deans, the Director of Academic Development, Associate Deans, Heads of Centres. A time line for appointments was also given.

Proposed Management Re-Structuring - August 1994 (Final Version)

Chief Executive Officer / Principal

Dean Pre-Service Teacher Education
- Deputy Deans (3) (PTE / STE / ECE)
- **Heads of Centres**
- Mathematics
- Science
- Language/Languages
- Technology
- The Arts
- Social Sciences
- Education
- Professional Practice
- Pasifika
- Health and Physical Wellbeing

Dean General Studies
- Social Work
- Teaching People with Disabilities Performance I.C.
- PI Early Childhood Education

Dean Te Puna Wananga
- Kura Kaupapa
- Mainstream / Bi-lingual Programmes

Dean Teacher Development
- Advanced Quals
- Reading Recovery
- Teacher Support Services

Director Corporate Services
- Administration
- Property
- Media Services
- Finance
- Information Systems
- HR Services
- EFTS Planning

Director Enterprise Devel.
- Public Relations
- Overseas Students
- Contracts
- Marketing
- New Ventures

Director Acad. Development
- Prof. Development
- Library
- Student Services
- Quality Managmt
- Academic Board
- NZQA Liaison
- ICE Services
- ECC and IT
- Research

Figure 6.5   Auckland College of Education Proposed Management Re-Structuring - August 1994 (Final Version)

McGrath Proposal: the Amended Final Version (30 August 1994)

Despite having described the 16 August 1994 paper, *Designing the Future* (McGrath, 1994c), as the "final report", McGrath issued a subsequent report on 30 August 1994 (McGrath, 1994b) in which he revealed that there had arisen "significant issues" that needed to be addressed in the new structure. These were:

- the placement of Special Education courses with its split of teacher education courses in this field into the Teacher Development School and the teaching people with disabilities courses into the General Studies School was seen by those working in special education both within the College and outside the College as counter-productive;

- the model did not "convey the importance of developing a better research culture and promoting developments in learning";
- there had been confusion between operational functions and developmental functions in the Director of Academic Services position.

McGrath then outlined the ways in which he had modified the *Final Version* of the model by.....
- combining Teacher Development and General Studies into one School of Professional Development;
- using three of the four Deans positions to cover the areas of Pre-Service Teacher Education, Professional Development and Te Puna Wananga.;
- creating a new position of Dean of Learning and Research Development.

The revised structure (Figure 6.6) had the effect of creating a school (Professional Development) that was of commensurate size (in terms of equivalent full-time students) with the other schools. The creation of the new position of Dean of Learning and Research Development was explained by McGrath as providing:

> ... an important link between the academic programmes and the services provided by the directorates...This position will play a central role in bringing about the changes needed in focusing on the learning needs of our students and the consequent changes and innovation in our teaching methods. The position will require the formation of project-based work teams from throughout the College to bring about innovation and change (McGrath, 1994b).

McGrath later described the final result in these terms.

> It is to do with size and the numbers of people involved and I mean teacher education is such a dominant role in the College. It was looking for a grouping of other things, other than teacher education, and I think [I thought up the] title in the finish, a professional development group of people, like AdQual, who worked with professional development with teachers, like retraining with special education and so on. It began as a pooling together. My vision was always that we would eventually get to a point where special education and social work could actually have one leadership role and most have come to that. And that one role would enable people to develop some of the sociology/psychology papers common across them both. Instead of running separate ones for twenty or thirty people why don't we have common ones for thirty/forty people. So there was that element. In a way it was a collation of the things that were left over but the professional development was a label to try and pull things back into the structure (Interview, McGrath, 5 July 2000).

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Proposed Management Re-Structuring - August 1994 (Amended Final Version)

Chief Executive Officer / Principal

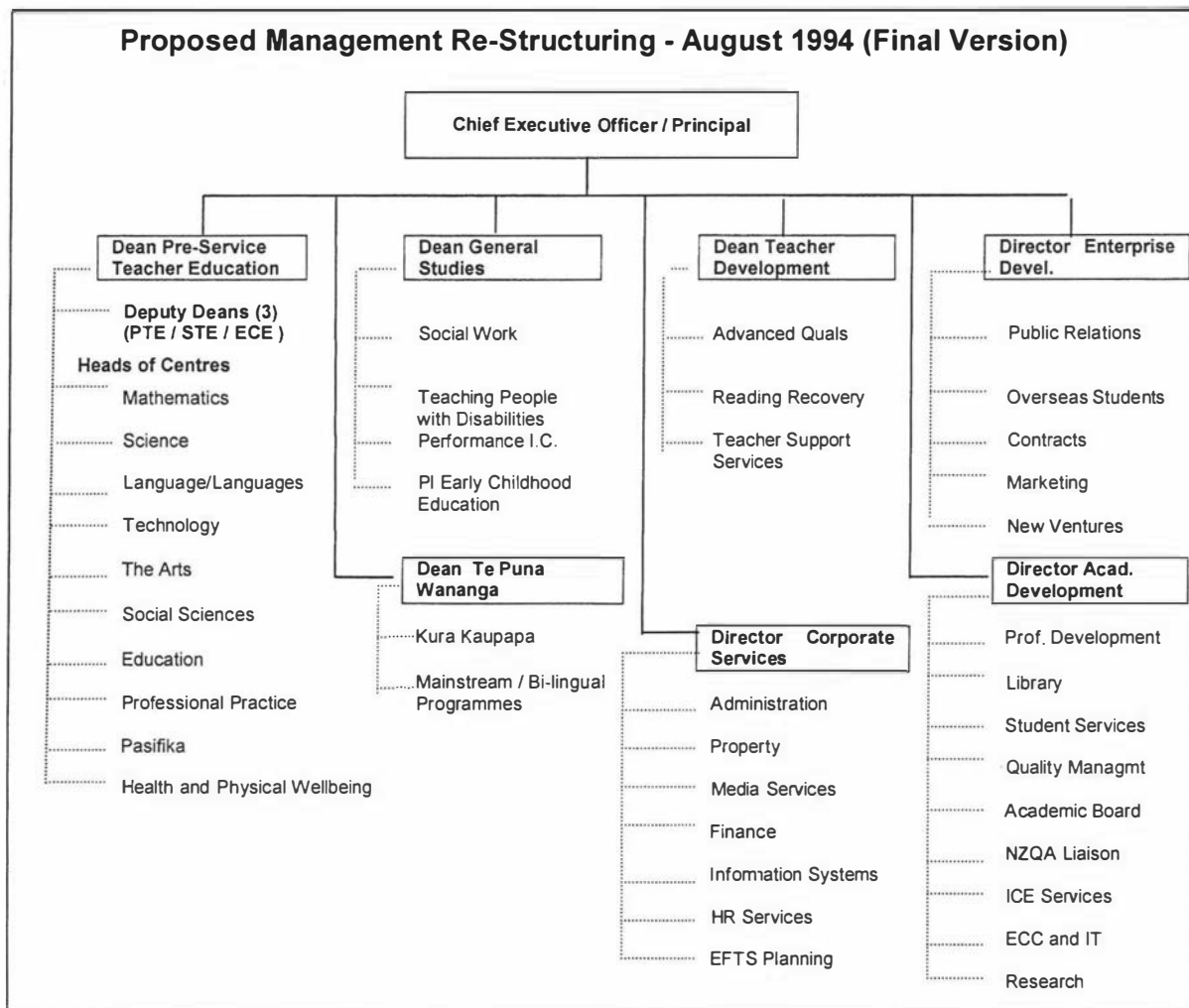| Dean Pre-Service Teacher Education	Dean Learning & Research Devel.	Dean Professional Development	Director Enterprise Devel.
Deputy Deans (3) (PTE / STE / ECE)	Research	Advanced Quals	Public Relations
Heads of Centres	RPL	Reading Recovery	Overseas Students
Mathematics	IT / CAL	Teacher Support Services	Contracts
Science	NZQA Liaison	Social Work	Marketing
Language/Languages	Innovations in ACE Pedagogy	Special Education	New Ventures
Technology	Staff Development	PI ECE	**Director Acad. Services**
The Arts		Performance I.C.	College Timetable
Social Sciences	**Dean Te Puna Wananga**	**Director Corporate Services**	Library
Education	Kura Kaupapa	Property	Student Services
Professional Practice	Mainstream / Bi-lingual Programmes	Media Services	Quality Managmt
Pasifika		Finance	Academic Board
Health and Physical Wellbeing		Information Systems	NZQA Liaison
		HR Services	ICE Services
		EFTS Planning	ECC
		Administration	External Relations Client Groups

Figure 6.6   Auckland College of Education Proposed Management Re-Structuring - August 1994 (Amended Final Version)

This amended model was the one subsequently implemented. No further response from staff was invited.

Impact of the New Structure

Despite the existence of a steering group and the issuing of various papers as the model developed, there was still a degree to which the proposed changes were not understood well. The result of this was an erosion of support for the proposed changes.

> Because I think the structure was imposed from somewhere there was resentment about that... We were just told that was going to happen. We have got the *New Zealand Curriculum Framework*, now we must reorganise our College and it will be reorganised in the essential learning areas (Interview, College Lecturer B, 19 September 2000).

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I think people were quite confused about what was happening and there was some suspicion and there was some fear about implications for job security. What did it mean in terms of work-load and were we going to have to do a different type of job and have more accountability than we had in the past? So my impression was that people were afraid that their professional autonomy was the thing that was most going to be impacted on (Interview, College Lecturer E, 6 September 2000).

In reply to a question about the degree to which the proposed changes were understood by staff, one respondent was clear:

It wasn't, it wasn't. Not at all (Interview, Management 8, 15 June 2000).

Where people feel isolated from the centre of decision making, it is not surprising that they show little enthusiasm for the change process.

Vivid in my memory is the fact that any time we were asked for feed-back there was a feeling that the decisions had already been made anyway and that this was just a here-we-are-have-a-look. I think many people probably didn't respond… When you don't have the big picture it sometimes is a real effort to get it because you consult a number of people and no one person seems to have the big picture in my experience… Somebody else had a bigger picture… Sometimes the bigger picture is over-ruling (Interview, College Lecturer B, 19 September 2000).

The restructuring appears to have been linked in people's minds to a perceived gain or loss of freedom that might result for them from the changes.

Tied in there was this whole thing of accountability, a thing of competition and whether or not you could have the freedom to make decisions you had made in the past or whether there was, somehow or other, going to be a greater structuring and monitoring (Interview, College Lecturer E, 6 September 2000).

Some of this increased accountability was to come from outside the College and some from within but there did not appear to be a clear understanding of the difference.

I think once again the institution itself was responding to innuendoes from government, central government, and it just gets passed on down the line. And that is what it was like at that time, wasn't it? Everyone felt the fragility of their positions throughout the country so it was deliberate (Interview, College Lecturer F, 25 September 2000).

Increased accountability was not seen as necessarily a bad thing.

I would say [the College] was extraordinarily loose. It seemed to be very relaxed indeed. Now that was just my impression coming from a school background. There seemed to be an enormous amount of freedom and autonomy here and no answerability at all. And obviously people had this thing called their professionalism which meant that they... answered to themselves and others. But I had come from a school structure where you did literally answer to other people and you had no choice about that and I think they saw the loss of choice as a way of undermining their professionalism (Interview, College Lecturer E, 6 September 2000).

Being asked to work within new structures is a likely cause of some anxiety on the part of those having to do so. The restructuring raised many challenges to the traditional ways of working in the College. In terms of settling into new patterns or ways of working so as to demonstrate approaches that will characterise the "new" institution (sedimentation), the restructuring produced uneven results and was to be quite prolonged in generating full impact.

At one stage they had schools, they seemed to have separate, real separate schools if you like and then they seemed to in some ways disband them at one level and then intersperse the people into the curriculum areas (Interview, College Lecturer G, 11 September 2000).

It put groupings, it set up centres really, which forced people into co-location and that co-location forced them to talk more to each other and offer more in common in terms of the subject or the discipline. I think that probably happened. It brought a coherence to things. It broke the heart, in some ways, of Secondary initially but then it [Secondary] couldn't have been maintained. It would, each year, have lost one or two more staff and so on (Interview, McGrath, 14 November 2000).

Obviously if you are constantly seeing each other in corridors all the time, talking generically now about centres, you surely must be meeting together, socialising together, surely that makes ... it difficult to maintain tension... I think it is mixed up with the feeling of power. Secondary definitely sees their numbers slipping away and they feel... that their power is dwindling like sand dribbling between their fingers and there is nothing they can do... They see themselves as being taken over by the Primary block (Interview, College Lecturer A, 20 December 2000).

It is the impact on Secondary that seems to have been a key unresolved tension of the restructuring.

The tensions were in a sense exacerbated by the smaller groups. And I suppose that whenever you get a restructuring it is the small group

who feels incensed... somewhat alienated (Interview, Lecturer 1, 30 October 2000).

It caused tensions because all of a sudden Secondary had to work alongside the Primary and where once the Secondary group had a very distinct entity of their own and were very close knit, they found themselves dispersed. And whereas they had previously thought of themselves as primarily Secondary and then the subject or at least secondary and the subject, the emphasis started to come on the subject (Interview, College Lecturer A, 27 September 2000).

I was in Primary and, if you like, it was almost the Secondary and the Early Childhood being disbanded as an entity and they were fed into the actual centre and, at least in Education, we [i.e., the Primary group] were the biggest so it tended to be us sitting here with others coming to us rather than the other way around. So I guess from my position it seemed that the changes had less impact on me than on others who actually had to do the moving (Interview, College Lecturer G, 11 September 2000).

We had Early Childhood and Secondary people join us so that when things came up or when we were discussing, say lectures or courses especially, Early Childhood would vocally remind us what about the Early Childhood angle and what impact does this have for Early Childhood...? So I do think it raised an awareness for that (Interview, College Lecturer G, 11 September 2000).

In the opinion of some, it was very much a question of whether a set of genuinely new entities had been created through the restructuring or whether it was seen as a process of early childhood staff and secondary staff joining a set of primary structures (i.e., the critical mass of each of the new centres was the core of primary staff in the particular areas).

We didn't have an early childhood lecturer residing in the centre so that was a difficulty, we had to bring somebody in from outside. And in the secondary sector we had the specialists... and they became more isolated as they worked on their own... There was a lot of resistance from the secondary people to be in a centre, they preferred to be in a sector and I believe Early Childhood was the same (Interview, College Lecturer B, 19 September 2001).

The impact of the creation of the centres was seen as immense and yet "centres" as such did not exist until the restructuring created them. Respondents painted a clear picture of the restructuring being a process of Early Childhood and Secondary "joining" the centres.

There used to be departments where there were separate sectors, quite clearly separate sectors, with your Secondary, Early Childhood and Primary. The centres became the body and the Secondary, Early Childhood and Primary existed within each centre... [It was] a huge

impact because from a centre's view point it was bringing the three different sectors in line (Interview, College Lecturer B, 19 September 2000).

The teaching staff that I was representing were concerned with that shift from separate secondary and primary centres I think. We had had separate sort of secondary centres so there was a secondary [Subject X] and a primary [Subject X]. Early Childhood was different at that stage, it was much more holistic and the early childhood lecturers went strongly into Early Childhood and there wasn't, for instance, a nominated [Subject X] person in Early Childhood... So there was concern that we would start to lose our areas of expertise I think (Interview, College Lecturer C, 19 September 2000).

The impact of the restructuring was felt at different levels. Because a number of people had to face new responsibilities, "...changed roles, lots of changed roles" (Interview, Management 8, 15 June 2000), the impact was felt at an individual level.

But it was very apparent to me that the strongest impact was the fact that I came from a small [Subject Y] department which was quite autonomous and we were on the verge of being subsumed by this very big brother person called [Subject Z]. So I guess that the centre formation was the first impact for us... that was the first significant change (Interview, College Lecturer E, 6 September 2000).

The impact for Early Childhood I think is positive because... by bringing it into the mainstream it actually raises its profile and makes it an acceptable and recognised part of the College and then, following that, there are the structures that support it. The fact that it is [no longer] marginalised, there is a qualification committee etc etc, representation on Academic Board, Sector Board etc etc. In Secondary the structural thing still occurred but I think there was a greater reluctance – there was a greater desire to remain separate and I think that is about parity – I think there is a difference... maybe Secondary felt that they were more important than the other sectors – I don't know (Interview, Management 7, 23 May 2001).

This feeling was modified by a lecturer who felt that...

People have had to teach across sectors more and I guess that breaks down separation and, as I said before, perhaps the Secondary positioning of themselves these days is based on fear rather than a belief in their superiority (Interview, College Lecturer E, 6 December 2000) .

These assessments were rephrased as an anxiety related to levels of expertise by another respondent.

But [Subject K] was difficult because we were actually physically separate... and so we met and we talked about things professional

but administratively we were still quite separate (Interview, College Lecturer C, 25 August 2000).

From these and like comments it seems that for some, the "official picture" of the restructured divisions was at variance with reality. For these people the restructuring, rather than being the development of a new "centre" concept, was seen simply as the attaching of the early childhood and secondary sectors to the primary departments and renaming the resulting entity as a series of "centres". However, notwithstanding these views, some positive gains were seen.

> Anecdotally a lot of people have said to me that it has proved really useful because we were steering the mid-section of a ship, to use a poor analogy, without realising what the bow and stern looked like. While there is a lot of rhetoric about seamlessness of qualifications and so on, I think most of us would have to admit that we had a fairly poor appreciation of what the issues were in each sector and suddenly working alongside those people from the other sectors in your day-to-day work and dialogue is really quite positive... I don't think I had touched *Te Whariki* as a document. I actually read it and that was something new. I didn't even know that there was such an animal and yet there were striking parallels and things that I found of interest in understanding where kids had come from prior to the age of five in terms of the education system (Interview, Lecturer 4, 30 October 2000).

> For me it was, at that time, that we worked with Early Childhood which we hadn't done before and that was great. We didn't work with Secondary though but we did collectively start talking and discussing with Early Childhood (Interview, Former Lecturer F, 29 June 2000).

> The teams were focussed and became stronger. Talked a lot more and really started to think professionally in a way... there were more people there. The very fact that you had to think about your own practice. If you bring together a group of people who are predominantly teaching in Primary and a group who are predominantly teaching in Secondary that act of sorting out your common beliefs is going to strengthen you as a team (Interview, College Lecturer C, 25 August 2000).

While these gains were attested to by a number of participants, others felt that they were achieved at the perceived expense of tension developing and characterising some of the new groupings.

> The tensions were initially just trying to balance between the various disciplines and then there were the different people vying for the position of Head of Centre, so it was quite interesting there. I don't think there was any stand off sort of tension, tense tension (but there were different concerns about who they saw as running the centre) but more the tension was having to strike a balance [between the

different disciplines in the centre] which is really anticipating what many schools are going through (Interview, College Lecturer F, 20 November 2000).

Everyone was shifted into different structures and a different group of people were establishing their power base at the same time and I think Secondary, once again, because of the things that had been said, felt their vulnerability and were less able, I suspect, to establish a power base... (Interview, College Lecturer F, 6 September 2000)

We never really had a very thorough or insightful discussion amongst all of us about what the discourse of [Subject S] is and what is the discourse of [Subject T] and from where I sit there is some incompatibility between those two discourses (Interview, College Lecturer E, 6 December 2000).

Summary and Analysis

Ostensibly the pressure to restructure the Auckland College of Education in 1994 had its origins internally. The Principal, Dennis McGrath, acted to initiate consideration of a new structure and the subsequent work of the steering group and its consultations led to the implementation of a new structure for the 1995 academic year. While this all took place within the College, McGrath was bringing together key external factors which he knew posed challenges to the College and which the existing structure, he believed, could neither respond to nor withstand. Key factors included:

- the ability of the College to continue as a stand-alone institution;
- the general culture of the College in terms of the academic nature of its work;
- the challenges posed to the College by the curriculum reforms in the compulsory school system with the New Zealand Curriculum Framework;
- the new opportunities offered by the reform of the qualifications system within the new regulatory environment of the New Zealand Qualifications Authority;
- the pressures on different sectors and especially on Secondary as funding levels were lowered and student numbers declined in some areas.

McGrath saw a way of dealing with these through internal restructuring which posed something of a challenge for College staff long used to working in a heavily compartmentalised sector-oriented way.

The shift from a sector-based organising principle to a centre-based one was the defining change made to pre-service teacher education at the College during the period

being studied. This one element, among a wide-ranging suite of changes introduced at that time, made it possible for:

- teacher education staff to work across sector boundaries;
- flexibility to develop in order to cope with fluctuations in student numbers and generally depressed levels of funding;
- the College to give effective expression to the school curriculum which had been reformed and which now placed an emphasis on seamlessness and connection;
- staff to direct energy to their specialist subject areas and to put their sector focussed work into a wider context.

Figure 6.7 summarises the impact of the restructuring on both the institution and the staff. The restructuring of the College, in terms of the potential tension created by the pressures to change (the vertical axis) and the complexities of the changes proposed, were complex in their implementation (the horizontal axis) and demanding on the staff. Figure 6.8 summarises this horizontal axis with regard to the process of change and restructuring.

Restructuring Element	Impact on the Institution	Impact on Staff
Issues of the Auckland College of Education as a stand-alone institution raised	• College pro-actively addresses relationships with other institutions	
Centres established based on the New Zealand Curriculum Framework	• Centres established	• Staff co-located • Sector emphasis diminished • New programmes able to be developed with impact of ways of working and workloads
	• Programme development capability increased	
	• Staff able to work across programmes	• Staff required to work in sectors beyond their key focus and personal experience
	• Produced a point of comparison between school organisational structure and College organisational structure	
Centre for Professional Development created	• Small and specialist programmes and areas brought into the mainstream	• Staff across major areas have increased contact
Position of Dean of Learning and Research Development established	• Academic Board re-focussed	• Higher level of accountability • Consideration of the academic integrity of the College
	• Academic Board Sub-committees established	• Research and Research Ethics become a focus (see Chapter 6
	• Research culture signalled as important	• See Chapter 6

Figure 6.7   Impact of Restructuring on the Institution and the Staff

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The restructuring had its origins in the College attempting to re-position itself to be more strongly placed in a market characterised by contestability (or at least, at that point in time, the prospect of it) and the pressure on resources especially in Secondary. The proposal was put into an environment in which consideration of it was coloured by the distinct histories and traditions of the sectors (Early Childhood, Primary and Secondary) which were to take a less prominent role in the College as centres were established. However, the relative sizes of the sectors (Primary – large, Early Childhood and Secondary – small) were a factor in the different responses to the restructuring proposals (habitualisation). Subsequently, the development of agreement and understanding among the staff (objectification) was very much affected by the degree to which people perceived themselves and the groups to which they belonged to be "winners" or "losers". Consequently, the degree to which the restructuring had impact on the way the College worked (sedimentation) was variable and neither immediate nor complete.

When the Researcher rejoined the College staff at the beginning of the 1997 academic year, two years after the restructuring had been implemented, the accommodation of secondary staff into the centres was at best patchy and in some cases dysfunctional. Secondary, until 1998, continued to use a timetable that did not fit with the general College timetable, only a portion of secondary staff worked across programmes and there remained a marked degree of antagonism between Primary and Secondary which was not one-way. Only with the implementation of a common timetable in 1998, the reconfiguration of the secondary programme into modules that fitted the primary organisational model in 1999 and the completion of the co-location of staff into centres in 1999, could the sedimentation be said to have reached an advanced stage with regard to the Primary/Secondary relationship. Figure 6.8 shows the progression towards sedimentation of the changes.

Early Childhood achieved the integration that had eluded Secondary much more quickly as the introduction of the BEd (Teaching) gave them a structural link with Primary and their assimilation into the centres was, as a result of this, achieved much more quickly.

The structure proved to be robust enough to withstand the full force of competition in the period 1997 to 2000. The more streamlined structure for pre-service teacher education would later be credited with assisting the development of the BEd (Teaching)

degree. This development gained from the more coherent academic focus resulting from the structure and from the work of the newly created position of Dean of Learning and Research Development. The attention that the appointment to that position brought to bear on the academic and research culture of the College greatly assisted in the provider degree development.

Horizontal Analysis of Restructuring

A reformed tertiary environment introduced high levels of contestability into a market characterised by reducing levels of funding and depressed student numbers – especially in secondary. School curriculum reforms introduced essential areas of learning as an organising principle. Qualifications reforms had opened new opportunities for colleges in a new academic environment.

Innovation

McGrath proposes a restructuring of the College backed with argument about the challenges faced in the future by the College.

Habitualisation

Staff responses produce a series of iterations of the structure which finally is agreed and has as key features:
- Faculty groupings
- Staff located in Centres
- Dean for Research **established**

Objectification

Over succeeding years staff understanding of the impact of the changes. Key experiences help this process:
- Academic Board reform
- BEd (Teaching)
- **Research Culture**

Sedimentation

Progress made with settling into the patterns or ways of working proposed by the restructuring:
- Academic Board structure
- Co-location of staff in Centres
- Full removal of structural impediments to working

College staff in a merged College continue to work in the "silos" of early childhood, primary, and secondary (see below). The distinctions between what once were separate colleges and then separate departments within one college continued.

Figure 6.8   Horizontal Analysis of Restructuring

Efforts to develop the research culture continued to be part of a bigger picture and a feature of the "way of working" thus increasing the levels of sedimentation of the changes brought about by the restructuring. As McGrath had concluded in his paper on *Restructuring ACE* , which led to the restructuring:

> So we need to continue to build the culture, find ways of supporting research in applied fields and by groups of staff, to ensure we publish and communicate, and to make clear we don't expect, or want, all to be researchers (McGrath, 1994d).

The research culture and its development is the focus of the next chapter.

Chapter 7

From Using to Doing: Developing the Academic
Research Culture

There definitely wasn't a research culture, there was the culture that said that College was the practitioners and the University was the researchers (Interview, Former Lecturer F, 29 June 2000).

As part of the administrative and academic restructuring a new emphasis was placed on research.

	1975-1985	1886 - 1990	1991-1995	1996-2000
Top-down pressures to change	Government measures lead to a successive mergers amalgamations	College responds to need for degree qualifications	Reforms demand new ways of working	New provider degree possible but requires research culture	New tertiary environment tests stand-alone institutions
Merger	Series of historical mergers and amalgamations	Merger between the Primary and Secondary Teachers Colleges			College considers future merger with a tertiary partner
Restructuring			Proposals developed for new structures		Staff increasingly work across sectors
Research				College sets out to develop a research culture	Staff develop research skills and improve qualifications
BEd Degree		Jointly taught degree introduced		Joint degree reviewed	
Provider Degree					Provider degree developed
Bottom-up factors	Staff work in clearly defined sectors from school tradition		Staff challenged by working across sectors		Staff acquiring new skills as tertiary researchers and teachers

Figure 7.1 Schematic Outline of the Change Narratives

Teachers Colleges in New Zealand did not historically place any emphasis on research as a necessary adjunct to teaching in the way that their colleagues in universities had. While excellent teaching was an expectation of College staff, there was no pressure on

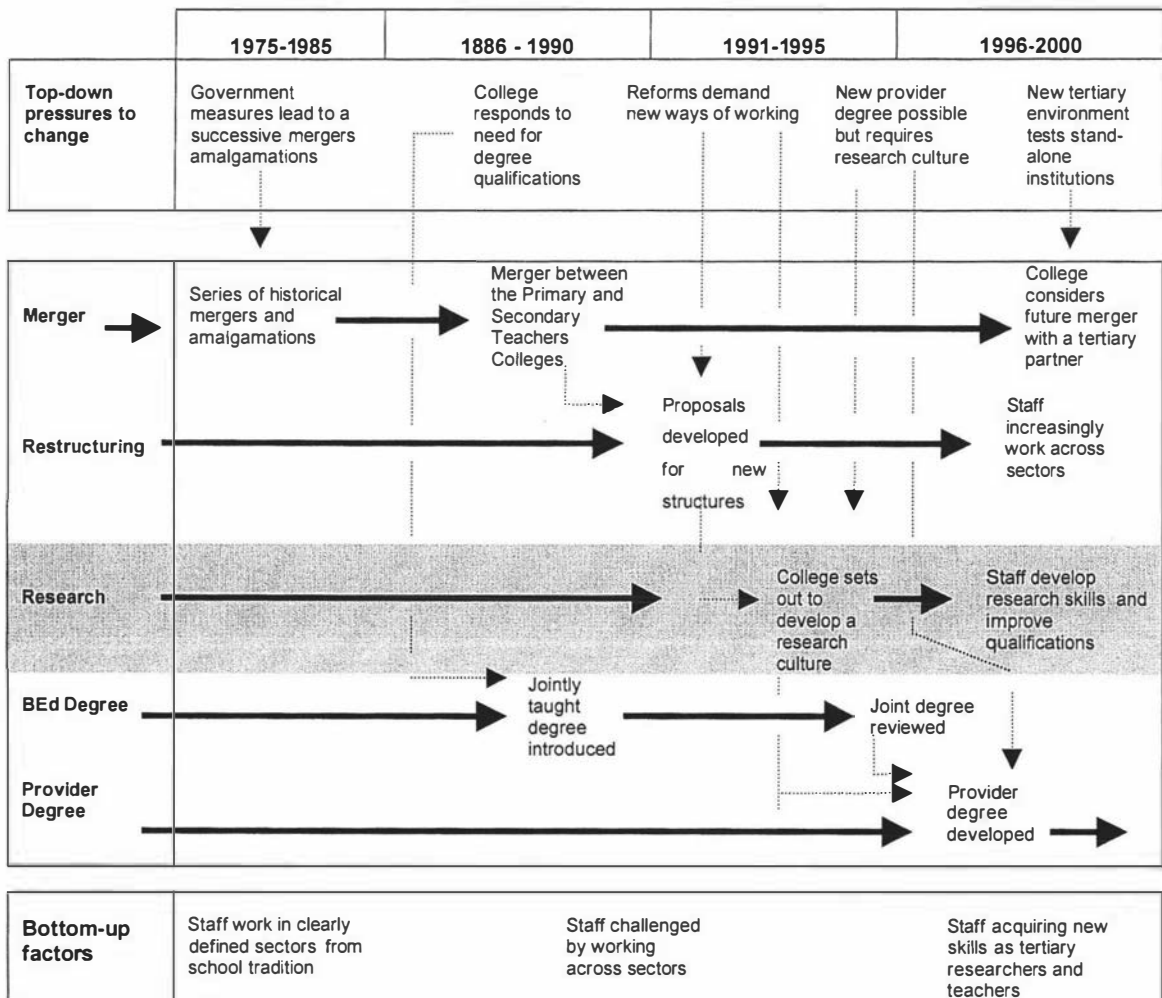them to engage in research and publication. Indeed there may even have been some hostility towards the idea.

As the tertiary environment in New Zealand changed, institutions other than universities were able to consider offering degree courses. A requirement of this was that degrees were to be taught predominantly by staff engaged in research. McGrath had in earlier papers spoken of the need to develop a research culture in the College.

After having first outlined the background to the discussion of what constitutes valued activity in the College and in the academy generally, this chapter charts the course taken by the College to achieve an academic research culture. A number of change agents used at the College to achieve this goal of a research culture are identified and their contribution analysed before the impact of the research culture is assessed.

Background to Valued Activity

Cultural research can be a helpful approach in studying institutions in change (Kuh & Robinson, 1995). These authors see four levels (artefacts, perspectives, strategic values and assumptions) as indicators of cultural similarity and difference based on a definition of culture which is "the collective, mutually shaping patterns of norms, physical settings, values, practices, beliefs and assumptions that guide the behaviour of individuals and groups in an institution of higher education and provide a frame of reference within which to interpret the meaning of events and actions on and off-campus" (p.73). In a situation of change, this produces what Mahoney (1990) has called the "different institutional culture phenomenon" (p.16). He further noted that this caused significant tensions in the creation of the comprehensive universities in Australia in the 1980's. The different institution phenomenon is something that comes down to being defined as a certain kind or type of institution.

A wide-ranging survey by Ducharme and Ducharme (1996) showed that staff engaged in teacher education undertook less research activity than their university colleagues generally. The balance between research, teaching and school partnership activity is very much a matter of what constitutes valued activity in an institution (Grudnoff & Middleton, 1998) and that is, in any final analysis, a question of institutional culture (Kuh & Robinson, 1995) and what has been called, in the situation of a relationship between institutions, "the different institutional culture phenomenon" (Mahoney, 1990, p.16). While there may be a view that the research/publication versus teaching debate was both tired (Boyer, 1996) and rather overstated (Millard, 1991, pp.138-143), it

remains as one of the defining characteristics that is used to describe the quintessential qualities of a university and to delineate the distinctions between a university and a college. This had previously led to considerably increased research activity among college staff in a New Zealand post-merger situation (Alcorn, 1995, p.27; Smedley, 1997, p.2).

While traditionally research was not seen as a priority within the colleges (Keen, 2001, p.83) it was not the case that there was no research. There was, but those who engaged in it did so as individuals and somewhat out to the side of their "key roles". A previous Principal of the College reported that he had to provide written assurances to the New Zealand Department of Education that the research activity of a staff member (who subsequently would become one of New Zealand's most respected educational researchers) would not adversely affect his teaching duties (Personal Communication, 29 November 2001).

> From my perspective it is not a really strong feature, the research side. Although there are people who have done research within the College, I don't think that they have always been given quite the opportunities. For instance… people have the small research projects they have to do, the teaching load comes first, not the research (Interview, Lecturer 2, 30 October 2000).

> When I first arrived because I had always had a research orientation, I had published in international journals etc. But I wanted to go out and do some research and so I remember going to [my Head of Department at the time] and I said "I really want to do this work on peer tutoring in local primary schools and it would only be in my own time," and he said "Oh I don't know about that." He said " all right, so long as it doesn't interfere with your own teaching." (Interview, Former Lecturer F, 29 June 2000).

These issues relating to the place of research in colleges of education were and are present in the New Zealand higher educational context. A recent study (Sullivan, 1997), *What Should Count as Work in the "Ivory Tower"?*, raised the difficulty of building into staff workload equations different kinds of work that academic staff undertake and establishing a balance between them. This study showed that quantifying the academic workloads of staff is exceedingly difficult and fraught with contention. Sullivan (1997) noted that the quality assurance statements used by the Victoria University of Wellington described their expectations of teaching, research and administration. Even the rhetoric that is used in such discussions is questioned.

> Why is it not considered strange in academic circles to speak of research <u>opportunities</u> and in the same breath to talk about teaching <u>loads</u>? ...Why is it that professors will complain of the effort given over to teaching when it allows less time for pursuing their 'own' work? (Lucas, 1996, p.195).

Millard (1991) also used the term "myth" when entering the debate (pp.138-143). He accused those who subscribe to the "Research-Publication Myth" as oversimplifying the issues. While acknowledging that the primary criterion for promotion is the "scholarly record" (in other words publications), teaching is not always ignored. He asserted that neither research/publication nor teaching/learning was the sole business of the higher education institution. He also noted that it does not always follow that good researchers or scholars are necessarily good teachers nor is research and scholarship the best preparation always for teaching.

Tensions in Teacher Education

While the distinction between "research" and "scholarship" might seem to be only of semantic importance, the pressure of combining the research imperative with the demands of professional involvement in schools has been identified as one of the central challenges resulting from a college/university merger (Alcorn, 1995, p.27). It is clear that in locating teacher education programmes within a university, success as a teacher educator depends not only upon effective teaching, advising and supervision, but also upon a substantial increase in research activity (Smedley, 1997, p.2). A comprehensive investigation of teacher educators in the United States (Ducharme & Ducharme, 1996) documented heavier workloads and less research activity by staff linked to school supervision. It also noted the low status, promotion and tenure opportunities granted workers in this area. Such findings highlight the central importance of this issue in any move from college-based teacher education to university-based teacher education and the need to continue to shape definitions of valued activity which support the partnership activities which are important professional and academic imperatives associated with teacher education. Smedley (1997) asserted that the relatively low rate of publication by Australian teacher educators threatens to retard the development of an accepted knowledge base and stated that "this low rate is linked, ultimately, to heavy demands upon teacher educators, demands that will grow as partnership innovation expands" (p.12). The College had aspirations to develop a research culture and when McGrath signalled this through the

restructuring proposals, it was inevitable that these issues would be imported into the College.

Involvement with schools and the wider professional school community (e.g. professional associations, teacher conferences, refresher courses and so on) demands professional activity from college lecturers that goes beyond the conventional definitions of research. The question that arises from this situation concerns the relative value placed on elite teaching compared with that placed on elite research (Nance & Fawns, 1991). One participant spoke anecdotally of the status of teacher education in the university context just a few years previously.

> To me one of the most important things is that we need a New Zealand voice... We haven't done the ground work yet because we haven't had a culture of teacher education as a discipline. I know somebody who is doing their PhD in teacher education in the states because no-one at Auckland [University] would supervise her there because they don't want to be involved with such low-level stuff. And this was probably three years ago. But they wouldn't say that now (Interview, Former Lecturer F, 29 June 2000).

In the context of the merger negotiation between the Auckland College of Education and the University of Auckland a Table (see Figure 7.2) was developed that explored some of the aspects that lent credibility to professional education programmes within the school and university communities (Grudnoff & Middleton, 1998, p.8). While the columns are not mutually exclusive, it is suggested that the histories of the two institutions will inevitably lead to a university having more credibility in the ways indicated in the right hand column while a college of education will emphasise the characteristics detailed in the left hand one. In terms of institutionalism (see Chapter 2), the defining characteristics of a university and those of a teachers college inevitably cement into place clear differences in expectations between the two institutions. In those particular negotiations it was asserted by the College that in any merged institution, credibility would require that both columns were respected, reflected in practice, viewed by the institution as "valued activity" and rewarded accordingly. While this particular negotiation did not result in a merger, a desire to respect and bring together two quite distinct histories was a feature of the College following the period of restructuring.

Maximum Credibility with the School Community	Maximum Credibility in the University Community
Close relationship with the school community.	Close relationship with the world of university scholarship.
Staff appointed to teacher education positions who have a reputation as quality classroom teachers.	Staff appointed to university positions who have advanced qualifications and either proven or perceived ability as researchers and tertiary teachers.
Staff commitment to research that: • Increases the understanding of classroom teachers • Explores issues related to teaching and learning	Staff commitment to research that: • increases theoretical understanding • pushes boundaries of knowledge
Expertise in curriculum subjects through: • involvement in national curriculum development • involvement in school based curriculum development • ability to support teacher professional development • understanding of how novice learners achieve in the curriculum • ability to deliver the curriculum to novice learners	Involvement in curriculum subjects through: • involvement in national curriculum development • development of new knowledge and understanding • publication of curriculum related research • ability to both undertake and supervise research in curriculum areas • teaching and research of a subject beyond the levels of the curriculum
Staff involved in professional activity that includes: • presentation of papers at teacher conferences • publication of papers in teacher journals • participation in teacher professional development	Staff involvement in professional activity that includes: • research activity that meets the ideals of academic rigour • publication in refereed journals • participation in academic conferences
Staff that understand the process of preparing beginning teachers and developing in them an understanding of and a commitment to the learning of others.	Staff skilled in developing a diverse group of learners largely responsible for their own learning.
Staff skilled in developing and articulating a theoretical underpinning.	Staff skilled in developing and articulating a theoretical underpinning.
Staff able to supervise professional practice as reflection.	Supervision of research students.
Quality teachers	Quality teachers

Figure 7.2   Analysis of Status Factors (Grudnoff & Middleton, 1998, p.9)

Proposals for Strengthening the Research Focus

For the reasons discussed above, research had not been a feature of teachers colleges. Nor had research featured in the early discussions of changes at the College.

> It is not something that I recall being the focus... it wasn't signalled in the initial strategic paper and the [restructuring] working party was looking at putting that into place. There were a number of interesting seminars coming through at the time, and certainly the development of a strong support group for staff undertaking PhD's was seeing them bringing in more and more thinking along those lines. But it was not a feature of the original discussion... Research did come in... around that period. If we were going to offer our own degree the research culture was one that would need to be strengthened, that that was one of the critical features for being a degree granting organisation (Interview, Former Lecturer E, 29 June 2000).

Aspirations towards granting a degree and the review of the existing degree teaching arrangements with Auckland University led to a change in this situation. McGrath (1994d), in the report to the staff of the Auckland College of Education in which he advocated changes to the administrative structures of the College, stated that "in very

recent years I have tried to develop a better research culture in the College" and went on to assert that the College was "a long way off laying claim to an institution which is recognised for research" (McGrath, 1994d). In developing this theme he implied a recognition of some of the tensions that are built into discussions about research in tertiary settings, the theory/practice dichotomy, the teaching/research pressure and the capacity within an institution to reflect a wide range of valued activity.

> We have unique opportunities for research – perhaps not so much of the strongly academic or theoretical kind but of the applied kind, of the action research kind. We should, and must, be encouraging some staff or groups of staff to be involved in small research activities and projects which can inform the way we teach or the way in which our students and the students in schools learn. These research activities must be published and the findings communicated.
>
> We also need to recognise that not all staff need to be involved in research. We need to make clear to staff that some will be valued as much for their unique and important contribution to teaching as others may be for their abilities in research. It has been suggested there is a feeling that all staff are being pressured into a qualification and research race. Clearly some staff may be excellent teachers and should be recognised as such rather than have the concerns about qualifications/research draw them from the task they can do well.
>
> So – we need to continue to build the culture, find ways of supporting research in applied fields and by groups of staff, to ensure we publish and communicate, and to make clear we don't expect, or want, all to be researchers.
>
> (McGrath, 1994d)

> The kind of official endorsement from Dennis [McGrath] that research was a good thing was damn good news (Interview, Former Lecturer F, 29 June 2000).

Eight months later, towards the end of the discussions about restructuring the administrative provisions in the College, this matter assumed greater significance and a Dean with responsibility for Learning and Research Development was appointed (McGrath, 1994b). Despite having described the 16 August 1994 paper *Designing the Future* (McGrath, 1994c) as the "final report", McGrath issued a subsequent report on 30 August 1994 in which he revealed that there had arisen "significant issues" that needed to be addressed in the new structure. One such issue was the place of research in the restructured College (McGrath, 1994b).

> The model did not "convey the importance of developing a better research culture and promoting developments in learning (op.cit.).

The decision to create this new position was seen as providing...

> ... an important link between the academic programmes and the
> services provided by the directorates...This decision will play a
> central role in bringing about the changes needed in focusing on the
> learning needs of our students and the consequent changes and
> innovation in our teaching methods. The position will require the
> formation of project-based work teams from throughout the College to
> bring about innovation and change (op.cit.).

The initial emphasis was on learning and that the importance of research in the
proposal was not specifically mentioned or emphasised. But it is research that is at the
top of the list of key outputs listed in the job description which followed in that
document. The motives for such a development were clear in McGrath's view.

> We debated about how we were going to get research moving in the
> institution and I was quite worried that if we left it to Heads of Centres
> and to Deans and so on... what would be the incentive for them to
> move? And we came to a viewpoint... that unless we had someone
> with accountability and responsibility at a high level in the structure
> we weren't actually going to move it. I said OK I will create a Dean for
> Learning and Research Development and that Dean won't have any
> staff but will have the responsibility for two years of driving through all
> the structures, all the policies, all the positions that we needed to
> have in terms of learning and research development in the institution.
> I could see, because of the work on the qualifications side of it, that if
> we were going to have a degree we needed to be sure that we could
> have research to support the degree because under legislation it has
> to be taught mainly by people involved in research (Interview,
> McGrath, 5 July 2000).

McGrath was aware that in pursuing his key strategic directions, promoting equal
relations with other institutions and developing the capacity to grant degrees, the
creation of a research culture was essential.

> If we were to stand, even in a co-operative relationship with the
> University, we had to be better at teacher education than we were.
> There was a lot of teacher education which was content or selected
> studies in the primary area anyway, there was a lot of it which wasn't
> to my mind integrated so if we were going to lift the standard at all
> then it had to be lifted by involving people in a research type of
> approach (Interview, McGrath, 5 July 2000).

> It was easy to say we were going to teach a degree, it is not so easy
> to say we are going to be able to demonstrate that we have got a
> research base to enable us to teach the degree (Interview, McGrath,
> 14 November 2000).

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The Research Change Agent: Challenging the Culture

In March 1995, a British academic who had previously visited the College, Maeve Landman, was appointed to the position of Dean of Learning and Research Development. This was seen as a clear and public statement of the important role research was to have in the restructured College. It was also clear that the co-incidence of McGrath developing a commitment to this position and the availability of an overseas academic with a background in educational research was a significant factor in the creation of this position.

> I think that the establishment of that Dean's position was in some respect kind of calculated in terms of future positioning. I think we all knew that at some stage we would all be involved in arguing our right to offer a degree as an institution and I think part of it was planned on that basis. I think some of it was also a bit serendipitous, wasn't it, that the person appointed somehow came out here and talked the institution into creating a position for her... Well that's my perspective, it may be totally unfair and inaccurate (Interview, Lecturer 4, 28 June 2000).

> Maeve was critical here because she got the job as the first [Dean of] Research... The first year she ran seminars on research we went off site and had them. So there was that kind of real thrust in terms of people talking about what was research, what was research for ACE. That was driven by Maeve. Prior to that we had had a committee that... kind of spasmodically did things... It is that thing about little things like, structurally signalled things, are not given the importance and when they fit in the structure other things go (Interview, Management 7, 10 October 2000).

> I found it quite.., offensive is probably too strong a word, but to go to another country and bring someone in. It would have been different if the person you had brought was a researcher of substance and who could have been a leader. Then that would have been fine. But to bring someone who was no better qualified than a number of staff, someone from another country to the College, sounds like colonialism and cultural cringe and whatever (Interview, Former Lecturer F, 29 June 2000).

> It was very clear that it was a position based on a person (Interview, Former Lecturer F, 29m June 2000).

> It was a position based on a person... it was linked to somebody who was actually visiting the College at the time and it was seen as a very personal position. Yes, and there was quite a lot of unease about that (Interview, College Lecturer C, 25 August 2000).

Notwithstanding the mixed response the Dean's appointment received, the provision of resources was a clear statement and was not restricted to the creation of a position. In that role, Maeve Landman initiated discussion on the academic nature and culture of the Auckland College of Education. "Once Maeve found her feet, I think she had some very valuable contributions to make" (Interview, College Lecturer F, 25 September 2000). Among those contributions was a discussion paper presented to the Academic Board, *ACE as an Academic Community* (Landman, 1995). This was later described as a contribution that "was really noticeable" (Interview, Former Lecturer E, 29 June 2000).

In that paper Landman addressed two concerns, enhancing staff competence and the organisational culture of the College. She described the culture of ACE as being on the one hand "Balkanised" and on the other anti-academic.

> It may be, however, that what we face is an evolved culture where 'we' don't want to be academics (too consumed by theory, too remote from the chalk-face) and anything other than giving all in front of (a relatively) small class or supervising students in school is possibly regarded as a management plot to extract more surplus labour value from exploited workers whose goodwill is being taxed beyond reasonable limits. This is expressed as the anxiety that **we can't research, we don't have time** (Landman, 1995, p.2). [*original emphasis*]

She followed this forthright analysis with the claim that she could not detect in the culture of the Auckland College of Education at that time any sense of the importance of academic activity and even some cynicism towards it where it did occur. There was, she claimed, a feeling that it was the institution that benefited from such activity especially where there is little opportunity for internal or external mobility. She acknowledged that this analysis was "crudely stated" and conceded that there were many positions between the polarities she drew. What Landman was discussing was the nature of the College from an academic point of view.

In New Zealand there was little expectation that a "teachers college' would have an academic research tradition and culture. So any pressure to change in this regard was one that was top-down as the need to have a research culture in order to teach degrees was an external pressure. There was also among staff a general feeling that this direction was desirable in spite of their experience of working in a teachers college/college of education. Landman further teased out this institutional phenomenon as she outlined the issues as she saw them at that time. Foremost amongst these were

the structural weaknesses in the professional culture of teachers. Claiming support from the literature, Landman saw the weakness of this culture being expressed in ...

> ... the lack of control over entry into the profession and professional conduct; hierarchical structures that historically endorse paternalistic institutional practices; and an ambivalence about the value of the academic nature of teachers' labour – typically a tendency to dismiss the language of theory as 'jargon'. These features are reflected within this institution (Landman, 1995, p.3).

She followed this with an analysis of the climate within the College that she described as lacking opportunities for academic and intellectual exchange, offering limited means of contributing to policy development, exhibiting a narrow over-emphasis on academic activity such as **research** (which is often addressed in the "arena of industrial relations" rather than through "collegial deliberation") and maintaining an overwhelming confidence in the validity of the "way we do things" that "fosters a lack of our confidence **as academics**" (p.3) [*her emphasis*]. To overcome these perceived deficiencies, she then described a possible structure for the Academic Board to consider, a structure "that properly informs institutional direction and fosters an organisational culture and staff competence that are consonant with a higher education institution" (Landman, 1995, p.4).

In turning her attention to the Academic Board, Landman saw it as overly (but properly) concerned with programme/course approval and in scrutinising initiatives within the College. Its meetings she claimed "can, despite great industry and laudable intentions, procedurally descend into just-endurable tedium" (Landman, 1995, p.5) and she proposed changes that would "revitalise the Academic Board as the final forum of pedagogic and other academic developments;... locating it as the nerve-centre of academic debate" (Landman, 1995, p.5).

Effective Structures Promoting Academic Research

In summary, Landman (1995) advocated revised and broad-based terms of reference for the Academic Board and a sub-committee structure to support its work. The sub-committees she identified as reflecting current and planned activities were:

- Academic Standards and Quality Committee
- Research and Staff Development Committee
- Teaching and Learning Committee

- Academic Planning and Development Committee
- Equal Opportunities Committee
- Research Ethics Committee   (p.6)

Each of these committees was designed to have an impact on the academic environment and the levels of accountability in the College and an "Academic Plan" was promoted as a useful vehicle for discussion in the College. Landman then discussed what she saw as a significant lacuna:

> .....there should be more than **structure** for debate – there should be genuine **purpose** [her emphasis]. There is little point in building collegial structures merely for the sake of developing the collegium, where no tradition for this exists. The collegium should act as a foil for the executive – but the most developed expression of the executive is the Strategic Leadership Team (SLT). As things stand, the SLT can thus be too easily diverted into the management of operational concerns. The executive structure, therefore, needs to be spread more widely, so that there can be a genuine interplay between it and the collegium and the SLT can purposefully attend to ACE's strategic direction. There are, on this view, two tiers of middle management to be shaded in.......that I believe would advance our aspirations to operate as an academic community. [In an appendix these are identified as the Associate Deans and Heads of Centres.] We should, however, be aware of the potential for paradox in attempting this in an historically hierarchical institution (Landman, 1995, p.11).

As a result of Landman's paper the Academic Board established a working group and the Board, on 26 October 1995, asked that this group report to it by 30 November 1995 (McGrath, 1995d). The subsequent report noted that, in requiring this, the Board "recognised the importance of a consideration of the Academic Board structure before the beginning of the 1996 academic year and before any more proposals from Auckland College of Education were forwarded to the New Zealand Qualifications Authority" (McGrath, 1995d, p.1). Later, it made clear a key motivation for re-structuring the Board. "We are mindful of the need to provide a better basis for staff involvement and discussion <u>and</u> to provide a means by which the work of the Academic Board can be more encompassing and truly reflect the pivotal role the Board should have in the academic affairs of the College" (McGrath, 1995d, p.1).

The working group recommended the adoption of the sub-committee structure advocated by Landman (1995) with regard to the Research and Staff Development, Academic Standards and Quality, and Academic Planning and Development Committee. The Learning and Teaching Committee proposal was changed to

encompass technology and the Equal Employment Opportunities Committee was considered to be a proposal that duplicated current functions within the College. Research Ethics was to be a separate committee not reporting to the Board (McGrath, 1995d, pp.2-3). The proposals of the working group were adopted by the Academic Board.

The Research and Staff Development Committee, established following the resolution of the Academic Board, met for the first time on 21 May 1995. At that first meeting, chaired by Maeve Landman and attended by ten members of staff, the Committee resolved to seek approval for an additional term of reference – "To promote and sustain a research culture within ACE." Tasks identified for the Committee included:

- establishing and maintaining a research database;
- using the New Zealand Qualifications Authority's definitions of research (it was noted that "many people do not recognise that what they are doing is research");
- promoting research "consciousness";
- raising issues related to research benefiting the individual versus the institution.
  (Research Development Committee Minutes, 21 May 1995)

The innovation (i.e., the establishment of the Dean of Learning and Research Development position) had provided the catalyst for change – the intention that the College was to develop a research culture that was embedded in a vigorous academic culture. The response to this (i.e., habitualisation) had included proposals for a re-vitalised academic board supported by a sub-committee structure that focussed on research. The situation was ripe for developing an effective understanding of and commitment to the changes (i.e., objectification). While it might seem that the College was now in a strong position to see the effective implementation of this change, there remained some insecurity as to the definition of research.

Determining the Definition of Research

Defining "research" was to be a continuing concern for this committee from its inception through to the end of the period covered by this study. McGrath had earlier drawn attention to the importance of the research culture in a degree-granting institution.

A key to any institution being accredited to teach degree programmes is the research culture to support the programme. We need to ensure we can record and defend our record here. We have tried to

emphasise this in recent years and we have the advantage of accepting the NZQA definition of research which again features in TAG papers" (McGrath, 1995c).

In New Zealand, the legislative definition of a degree relates to teaching by those who are mainly engaged in research. Such a definition itself raises issues. "Research" as a term had been challenged for some time by the phrase "Research and Scholarship" and there had been much debate on this.

There was strong argument and debate - polarised viewpoints in terms of pure research from the university perspective... as opposed to a more encompassing NZQA definition that arose from the CNAA stuff from the UK which allowed creative aspects of the Arts to be regarded as part of research but more than just scholarship, more than just keeping up-to-date with your curriculum areas and so on. But it was a broader based research definition and that was the one that we, of course, chose and said that is where we are going (Interview McGrath, 14 November 2000).

The conventional views of research seemed to be rigid by comparison.

The other theme that started to happen was what constitutes the model of research, correct research? The research/scholarship debate. But it's also a view that proper research is psychology. Other people, historians, don't do research. I mean that's putting it at its worst. What you and I are doing is not research (Interview, Management 8, 15 June 2000).

This was especially a dilemma when the College, early in the development of a research culture, compiled material for the accreditation of the BEd (Teaching) degree in 1996.

It was beginning the journey but the College wasn't well placed. In fact Maeve didn't know how she was going to solve this problem [i.e., portray the College as a research-oriented institution]. So what she did is that they literally typed up every CV and dragged stuff out of people and just invented... And of course when you start to actually say to people this is what you have got, people actually have a lot of stuff (Interview, Management 8, 15 June 2000).

The early meetings of the Research and Staff Development Sub-committee of the Academic Board addressed issues of policy development and this resulted in the approval of a Draft Policy on Research and Staff Development (Research Development Committee Minutes, 10 September 1996). This was subsequently amended in light of the responses at a meeting on 10 June 1997 (Research Development Committee Minutes, 10 June 1997).

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At that meeting there remained issues related to definitions of research and the agreement was that the NZQA definition of research should be endorsed provided that the "College sees no hierarchy of the stated categories and seeks opportunities to maximise overlap and interconnections" (Research Development Committee Minutes, 10 June 1997). That definition was to provide the underpinning view of research at the College.

> Research is an intellectually controlled investigation which leads to advances in knowledge through the discovery and codification of new information or the development of further understanding about existing information and practice. It is a creative, cumulative and independent activity conducted by people with knowledge of the theories, methods and information of the principal field of inquiry and its cognate area(s). Research typically involves either investigation of an experimental or critical nature, or artistic endeavour of the type exemplified by musical composition. The results of research must be open to scrutiny and formal evaluation by others in the field of inquiry and this may be achieved through publication in peer-reviewed books and serials, or through public presentation. Research is often characterised by the identification of fruitful new topics for investigation and unexpected uses for its findings.
>
> Research activities play a vital role in creating an environment in which the optimum teaching and learning processes occur, and in which staff and students are stimulated by the interplay of new ideas and the spirit of enquiry. Learning, at graduate and postgraduate levels, takes place in an environment of developing and advancing knowledge, problem solving, critical evaluation, investigation and an awareness of the limits of enquiry and understanding.
>
> Research may be found in the following contexts, although they are not mutually exclusive:
>
> 1. Basic or fundamental research: experimental or theoretical work undertaken primarily to acquire new knowledge without any particular application or use in view.
>
> 2. Strategic research: work which is intended to generate new knowledge in an area which has not yet advanced sufficiently to enable specific applications to be identified.
>
> 3. Applied research: work which develops or tests existing knowledge and is primarily directed towards either specific practical objectives or towards the evaluation of policies or practices. Work which involves the routine application of established techniques on routine problems is unlikely to constitute research.
>
> 4. Scholarship: work which is intended to expand the boundaries of knowledge and understanding within and

across disciplines by the analysis, synthesis and interpretation of ideas and information, making use of a rigorous methodology.

5. Creative work: the invention and generation of ideas, hypotheses, images, performances or artefacts, including design, in any field of knowledge, leading to the development of new knowledge, understanding or expertise.

Activities which may be equivalent to research if they meet one or more of the definitions (1-5) outlined above include:

1. Consultancy, which involves the deployment of existing knowledge and the application of analytical and investigative skills to the resolution of problems presented by a client, usually in an industrial, commercial or professional context.

2. Professional practice, some of which overlaps with consultancy when conducted at an advanced level. In certain subject areas and professions the theorisation and effectiveness of professional practice are advanced by academic staff who practise and participate in it.

The Qualifications Authority does not regard activity mainly concerned with keeping abreast of new developments in subjects as 'research'. It is assumed that providers will, as a matter of course, ensure that all teachers of degree programmes have sufficient time to keep abreast of new developments both in their subject areas and in methods of teaching and assessment. All research activities must be conducted in accordance with recognised ethical standards.

http://www.nzqa.govt.nz/circulars/definition of research.htm

(New Zealand Qualifications Authority, 2001a)

On 10 June 1997 the decision was made to proceed with the publication of a monograph series to be called *ACE Papers – Working Papers from the Auckland College of Education*. This series was to remain an ongoing matter of business for the Committee. At a subsequent meeting there was discussion about the "staff development" aspect of the Committee's orbit of interest and a request was made to the Academic Board that the name of the Committee be changed from the Research and Staff Development Committee to the Research Development Committee (Research Development Committee Minutes, 5 August 1997). This was subsequently agreed to by the Academic Board. Dr Joce Jesson had assumed the chair of this committee at this meeting following the departure from the College at the end of her contract of Maeve Landman. The position of Dean of Learning and Research

Development was not subsequently re-advertised as the original intention to create the position for two years had been fulfilled.

The Committee had responsibility for a College research seminar series that had been running from mid-1995. This series had offered nine opportunities in 1995 for staff to meet and consider a wide range of topics. Sixteen seminars were offered in 1996 and up to early August 1997 twenty-four seminars had been offered. The Committee decide to continue these seminars in 1998 (and in fact these have continued to the present on a regular basis). Both the seminars and the publications would continue to have an on-going presence in the work of the Committee.

Once the seminars and the monograph series became activities that had become well established and were continuing regularly, the Committee turned its attention to overview activity that would both record research endeavour and serve to promote further research. This appears to have been stimulated in part by two documents that had come to the Committee's attention. The first was a manual entitled *Developing Academic Research Performance* compiled by the Royal Melbourne Institute of Technology and Deakin University in 1994, for improving the research performance of academic units in non-traditional research disciplines. The Committee felt that it provided a good model for developing a strategic plan for research (Research Development Committee Minutes, 2 September 1997). The other was the *Auckland Institute of Technology Research Report 1996* which recorded the research activity of that institution. Later (Research Development Committee Minutes, 21 July 1998) a similar document from the Open Polytechnic of New Zealand was seen and at that point a decision was made to contract a person to produce just such a document for the Auckland College of Education.

> The goal of the research report is basically to broaden the concept of research... that education is a complex set of studies, it isn't a discipline, and in that complex set of studies there are all these various factions of what constitutes the research from the founding disciplines whatever they are... Research in an institution that's related to practice like this has to cover that broad perspective from debate, right through to empirical looking inside children's heads, looking inside children's books, and looking inside teachers' classrooms, but also looking at policy documents, looking at the context of education, looking at the history of education, that sort of thing (Interview, Management 8 15 June 2000).

Subsequently, a further meeting (4 November 1997) focused on "Strategic Planning for Research 1998" with a suggested *Policy and Implementation For Research Development* document being worked on. This identified tasks for 1998 and for 1999/2000 under the headings of staff recruitment, staff promotion and retention, staff development, visiting senior research fellow, funding for research, communication of research, research teams/collaboration/centres of excellence, research policy and research infrastructure.

These manifestations of a research culture in the College - the *ACE Papers*, the research seminars, the research strategic plan, the research report - were all important points in the move from the staff where a shared understanding was developing (objectification) to the point where research had become part of the professional fabric of the College (sedimentation).

By mid-1998, the Research Development Committee was still considering the question "What is Research?". A paper had been written by Joce Jesson (1998) that drew "attention to the fact that even though ACE has a commitment to research-based teaching as defined by NZQA, there is a tendency to revert to the pure research model in our teaching programmes." (Research Development Committee Minutes, 16 June 1998).

This continuing insecurity over settling on a definition of research was to plague the College for many years, but this issue is not one that exclusively affects teacher education within universities. The general emphasis on published scholarship and the relative lack of importance placed on teaching has been described as a key issue for higher education in America (Lucas, 1996, pp.197-199) even though the traditional and prevailing attitudes and viewpoints have not gone unchallenged. Boyer (1990), in a widely read report, stated that it was time to go beyond what he called "the tired old teaching versus research debate" (p.16). Rather than the traditional categories he proposed a view of scholarship based on four areas: discovery, integration, application, teaching (Boyer, 1996, pp.131-132). He explained each of these as follows: scholarship of discovery is the conventional traditional key purpose of scholarship recognised by everyone as scholarship; the scholarship of integration is the work that places new knowledge into the existing frameworks of knowledge and understanding; the scholarship of application is the work done to show the application of knowledge both new and old into applied fields such as medicine, education and so on; and the scholarship of teaching is interpreted in a wide sense that includes publications (1996,

pp.131-132). What he suggested is that the traditional categories no longer served the purpose of reflecting valued activity in a higher education institution. The College moved towards producing an annual *Research Report* that adopted an amalgam of the wider definitions of research such as those of Boyer and NZQA.

The Nature of the Research Culture in the College

Members of the College's community of practice are clear in their view of the role of research in the College and, while acknowledging the tensions in definition, are clear also about what kind of research they would prefer to see the College undertaking. A school principal summed it up:

> I don't see [the College] as a research institution. I think it is moving that way and I think they have created structural positions to facilitate that process but I don't think it is there yet. I would like to see more school-based stuff... I would like to see much more about pedagogy. I went to the research report over the last two years and I sat down today and I though how much is in here about how to and putting something into practice and there is not as much as I think there should be. I think the College would do itself really well to do more of that sort of stuff. There is something, there is a paper, a refereed journal article *Aquatics Education in New Zealand – A Longitudinal Study of Curriculum Practice* and I think that sounds good... that it is out there in the professional context. Then there are things like *Ethical Issues in Sexuality Education*. Now, yes,... we are hitting that as well in Primary. There is something in there about a *Theory of Neo-Tribal Capitalism*. Now that doesn't matter very much to us in primary schools. Now that is not a criticism of anybody or anything, all I am saying is that the nature of what is being done, there is a big question mark about it and the College has got to redefine itself and decide where it is heading and what it wants to do and have a real strategy about that. And it has to involve us, if it ignores its community it ignores it at its peril (Interview, Community C, 18 October 2000).

> You should be going out and talking to groups and finding out what are the needs and then come back and then make sure that your postgraduate work of staff or staff supervising postgraduate work, should be along the lines that are eventually going to take schools forward (Interview, Community E, 18 October 2000).

Furthermore, there is a call from the community for research to be pragmatic.

> Teachers are not interested in the elegance of the methodology. Some of the criticism of the research that we had done was that it looked almost like in-bred sort of criticism. Had the researchers read Jones and Smith of 1987 and their claims on the paradigms of...? It was not a heck of a lot of use to us. We were not interested in that and that to us wasn't really a valid criticism but it probably was to university people who moved in fairly elevated circles... I guess we

are talking much more about active research that is user friendly for our teachers and our schools that we can share with them (Interview, Community B,18 October 2000).

On the other hand an early childhood education member of the Community Focus Group saw it in a more positive light and noted a positive contribution made to the community by the College through research. Where this connection to practice has occurred the results had been welcomed.

> I think in Early Childhood we have been lucky because there has been so little research out there that is particularly related to New Zealand so we have certainly had experiences with lecturers from the College of Education coming out to us to chat about some of their ideas and then broadly across New Zealand and the culture of centres has changed because of it (Interview, Community A, 18 October 2000).

> We just felt that the researchers developed the thinking, the theories that kept the lecturers up-to-date, and Early Childhood was needing to do that and do it very quickly. And it was allowing them to reflect on the growing knowledge that was happening in Early Childhood and the changes and we asked them to inter-link because we can't entirely align ourselves with Primary and Secondary... A lot of the students that we get are being involved in research as well and finding it very positive. We see that quite strongly (Interview, Community A, 18 October 2000).

> The establishment of the early childhood journal [at the Auckland College of Education] has probably been one of the greatest and most effective things because as part of the "professionalisation" of Early Childhood, you need an academic journal... So that's actually given an outlet which says that early childhood education is professionally important and respectable. There's nothing equivalent in Secondary though there could be (Interview, Management 8, 13 November 2000).

Collected views such as these constituted an additional factor in the pressure both to change and not to change. A vertical analysis shows a tension between the College's responding to the need to develop an academic research culture generally and its community's views as to what constitutes useful research for the College to be undertaking. The motives within the College for developing an academic research culture might not be aligned closely to the views of members of its community who saw it as helping them while the College was motivated to a large extent by the anticipated increase in status as a tertiary institution.

> [The establishment of the position of Dean of Learning and Research Development] sounded like a good idea at the time because there

was a kind of sixth sense that in a couple of years it would be important to be able to show a record of research. But I think research has been subject to a lot of confusion right from then until currently. I think that we have not distilled or clarified the difference between up-skilling staff in terms of additional qualifications and study and research as a tertiary institution. I think we do a lot of the former... (Interview, Lecturer 4, 28 June 2000).

Once we had decided we were going to do the degree it absolutely became imperative... you actually had to have people who were researching and were researchers of teacher education (Interview, Management 7, 10 October 2000).

The process of understanding and up-skilling continued despite some uncertainty as to the purpose of research and its relationship to teaching. In response to the questions "In what ways might research be important?", several lecturers responded as follows:

Well, how do you keep current with what you are doing? How are you informed as lecturers? How do you model what you want these young people to be doing? How do you know why things might be as they are... teaching strategies, learning strategies, the content of what we teach...? So you need it for your work (Interview, College Lecturer B, 19 September 2000).

If we wanted to be able to work as a real partnership relationship with the university then we needed to be doing [research] and it was around about that stage that we were starting to challenge all those ideas. Not necessarily here but world-wide I think teacher education was beginning to realise that if it wanted to hold its own it needed to be working in that way... Yes rather than delivering theory in an uncritical way – we needed to be able to be part of the development of the theory as well as the critique of the theory (Interview, College Lecturer C, 14 November 2000).

During this time the actual definition of research developed by the New Zealand Qualifications Authority was being increasingly understood by the College staff who, in articulating their views of research, saw its links and challenges to practice and its capacity to provide theoretical underpinning as being important.

Research... includes reading - going out and reading other research to see who is saying what about whatever you are researching. Where are the gaps? What are they not saying? And what assumptions might they be saying?... As I say to the students, theories are a way of articulating what you do or what goes on but theory does change so research is about adding to new knowledge, either confirming the existing theory or creating a new theory (Interview, College Lecturer G, 4 April 2001).

I guess there are different categories of research – action based research for example. But for me research is actually in terms of

education, it is actually taking something that is hypothetical and going out there and investigating it and doing research around a particular issue or perhaps some thing that has arisen (Interview, Management 4, 16 May 2001).

Research is actually looking at anything in the scholarly intellectual way that thinks about an issue, a problem, a solution... Research here would be research which is about the problems, the solutions and the things that are thrown up from the context of the industry that we contribute to (Interview, Management 8, 4 April 2001).

I am attracted to the NZQA definition of research which is more a permissive framework which allows for scholarship and contracts and performance for example, but with the same outcome which is the publication and dissemination of findings (Interview, Management 7, 23 May 2001).

So at ACE I think that people are researching their own practice quite a lot. They are often linking with professionals in the field either doing research with them or sometimes research on them. But most of the research we do here I think is applied research. Now if we are going to take the NZQA definition of research then it is much much broader than that, so it might be the development of an artefact or something like that... I am not sure we have always tended to take the NZQA one, the broader one (Interview, College Lecturer C, 20 March 2001).

Research is an investigation but it is a reasonably structured investigation and it usually involves, not always, the application of some sort of practice and then the investigation will look at, measure and compare before and after effects But that can be done from a very structured, formal, empirical way to something that is done much more informally such as action research (Interview, College Lecturer E, 22 March 2001).

I understand research pretty much in terms of the NZQA definition – I think it is a good definition... So if you talk about research in teacher education we are talking about the record of shared knowledge about that particular endeavour sourced for a whole range of area. I would like to think that in Teacher Education research is moving more to a participation of the grass roots practitioners in building and expanding that body of recorded knowledge – shared knowledge but I think we have got some way to go there – we are split between the academic and the professional (Interview, Lecturer 4, 11 April 2001).

For me it means looking at post-modernist stuff and theory type things and I am quite excited about all the different things. I am more excited now that I am not working with an institution to do my research... It is me finding out what people are thinking about a range of subjects to improve my practice and the practice of [Subject H] education (Interview, College Lecturer F, 14 March 2001).

These responses indicated that there was a developing and shared understanding of research that was becoming well advanced. Collectively, the responses to questions

about definitions of research showed that College staff preferred views of research that were action/practice oriented, conducted in a participatory manner and which contributed to the body of knowledge related to teaching and learning. There was an acceptance that research should be scholarly, intellectual and structured and an expectation that research by College staff would be disseminated throughout the profession. Discussions of possible mergers and relationships with universities had, however, tended to highlight a perceived tension between the NZQA definition and what lecturers understood the university definition of research to be. In describing the views of research in the College, one lecturer noted the impact of the move to improve qualifications on the kinds of research with which College staff were becoming most familiar. This issue was considered by another participant who saw a drift towards a "university" model of research.

> It really depends on whether you take the NZQA definition and we do. Generally I think there is a gradual shift from accepting that. What we have done I think has been to shift towards accepting research in the more standard view of research - i.e., the university notion of research as opposed to the NZQA position. And gradually we are developing research models that reflect the kind of research that is done in a university (Interview, Lecturer 1, 27 March 2001).

While the College had moved towards a clear and shared understanding of the importance of research, a tension had developed between the traditional university model of research and the looser definition espoused by the New Zealand Qualifications Authority. This was in part due to the number of staff improving qualifications and in the process being involved in "conventional" and "pure" research. At the same time the impending mergers were suggesting that at some time in the future the two views of research would have to be related to each other.

While there was agreement that research was important, there was a wide range of opinion about the extent to which the academic research culture had become embedded in the life of the College. In response to questions about the impact of the research culture on teacher education respondents summed it up in these terms.

> What has happened is that in Primary, Early Childhood, the research culture has led to people upping their qualifications. In Secondary to some extent it has but to a lesser extent generally... Beyond that I don't think the research culture has changed things very much at all... There isn't really a research culture that can stand alone yet and that maybe will come about as a consequence when people have completed their personal professional development [i.e., upgrading

qualifications]... I mean there are little pieces of it, but it is not infiltrating right across the board (Interview, Lecturer 1, 11 November 2000).

I think at the moment is still largely for the personal good rather than the greater good (Interview, Lecturer 4, 11 November 2000).

All the other people are doing Masters or PhD's or preparing papers for conferences and I feel that I have been given a sort of a year's leave of absence in a way because of the extra duties I took on this year. But I am aware, and this might be quite wrong, but I feel that the expectation is on me also... I suppose really it is unwritten. Nobody has ever come to me and told me that is the expectation. So it is just that general ethos... I feel that it is inevitable because everyone does it and so I will eventually do it but at the same time I myself want to do it for me because I have reached the stage where I want to start doing a masters or a doctorate set of papers (Interview, College Lecturer A, 27 September 2000).

I don't think [the commitment to research] was wholeheartedly embraced as a concept by everyone. Even now, even though we have now got probably most of the people believing that that's important, I think there will still be a pocket [of disbelievers] (Interview, Management 7, 10 October 2000).

In some respects, for instance undertaking research for conventional qualifications and for publication, sedimentation of the research culture was well advanced. In other areas, however, (e.g., in relating personal research to teaching and giving full expression to the NZQA definition) the change was less well advanced. Enough had happened to indicate that the "new" institution was emerging. This "new" institution would be one in which there was a much clearer focus on the academic nature of teacher education and on the importance not only of research in a teacher education institution but also of research degrees and research experience for teacher educators.

The Impact of the Research Culture

The development of a research culture at the College was noticed or at least one manifestation of it was as evidenced by the following wry comment from a school Principal in the Community Focus Group.

Well I have definitely noticed it. Everyone is doing Masters, PhD's, it seems like everyone, as if....Is it a requirement that you do a degree? (Interview, Community D, 18 October 2000).

Not all the impact was outside the College. Lecturers were also well aware of it.

I think it does impact on the teaching... My research impacted on my teaching and hopefully on the teaching of other members of [my] centre because I have been able to share it with them (Interview, College Lecturer C, 25 August 2000).

I think in our centre, bar one person, we've all undertaken further study in our own areas which I think is a form of research and I think that the influence of that has impacted on all of our modules, a) because our own content has been challenged, b) our methods of delivery have changed ... So we've had to rethink what we do and I think we've sharpened what we've done because we've had less time to do things (Interview, College Lecturer B, 14 November 2000).

It's growing, it's quite small still and it seems to be made up very largely of individual projects perhaps of people doing their theses, or their PhD or whatever. So that you have got these small individual projects going on. You see the odd group one. I think it is brought to our attention a lot more. We have got the seminars... It's being pushed, the visibility is up there and I think in time it will become part of the place... We have got the ACE Papers and avenues whereby people can put a little bit of publishing out. Any publishing that is done is signalled loudly (Interview, College Lecturer E, 6 September 2000).

Research also became central to the development of new programmes such as the BEd (Teaching). [This is further discussed in Chapter 9.]

If it was a degree then it had to be at a different level from the diplomas and it had to be structured in a way that you couldn't just use your old stuff re-packaged, you had to start again and that was the key, developing the idea of the matrix and the research base and all those sorts of things (Interview, McGrath, 14 November 2000).

The development of the research culture was a key impact on teacher education? Well it is significant and important because we established the position of Dean of Learning and Research which had to drive through a whole lot of things and underpinned a lot of the degree so it was important there (Interview, McGrath, 14 November 2000).

There is evidence that an improvement in skill levels attributed to research activity had increased the quality of module and programme development. In this respect the staff saw the connection between research and what they daily did.

Modules coming through for approvals... are far more informed and grounded and outward looking than they ever were in the past. I think the tentacles to what is happening in the rest of the world and the research and the literature is probably a consequence of [people undertaking] personal research in fields of interest usually related to their work in some ways. People are doing a lot of reading, doing a lot of the literature reviews, and I think that is feeding quite naturally into the process of developing new modules and setting up course

booklets and things. I am by and large very impressed with the way that has expanded. It is not kind of insular teacher practice related modules that people are developing (Interview, Lecturer 4, 30 October 2000).

They rushed headlong into making sure the students had a batch of readings but they lost an important ingredient in that process and the important ingredient was the critical view of it. Now it is very hard to do that with students who are essentially immature in the sense that they are novice, and indeed staff are too in that universal sense. So there is a lot of acceptance of research uncritically and I reckon that the students are quoting all this kind of stuff... But I think what is going to happen is that it is going to settle down as more staff themselves engage in research and therefore become critiquers of research. The simple need for everything to be justified according to research for some kind of research that is going on, I think that is going to gradually diminish. And the more sensible approach of what practice means and indeed issues of wisdom of practice will regain position and I think they ought to (Interview, Lecturer 1, 30 October 2000).

Reading research so that you can be more critical about what you are reading and so it does impact on what you are (Interview, College Lecturer C, 25 August 2000).

Most people getting qualifications are doing it in their curriculum area or teacher development. They are specialising in their work so it is probably informing them far more than they realise and I think that it makes much more sense of research and study to have it directly related to your job (Interview, College Lecturer E, 6 September 2000).

I think it went from a stage where very few people did research to a situation where everybody was encouraged to do research of one kind and maybe now it is perhaps like stepping back and we are saying that maybe we should be thinking that some people do a lot of research and others perhaps could do perhaps a bit more of the teaching. So I think that is a bit of a maturity thing actually... But what is really important is I think not so much that research is going on but the impact of research on what we do. So that what we do is based on research (Interview, College Lecturer C, 25 August 2000).

Most of the research that has been done as people have upgraded their qualifications, is the sort or research that will inform the practice of the people teaching (Interview, College Lecturer C, 25 August 2000).

Well, as it develops, again it informs practice. Research, so that if we have got research going on in this institution, it then informs the practice, our own practice which presumably trickled down to the learner who is the student which trickles down to the student in the school hopefully. So I would see research as informing our practice starting with us, then the students, then their children. Yes, that is what I would like to think research would do (Interview, College Lecturer E, 6 September 2000).

The impact on the staff has been clear in one way or another. The staff had allowed their research to infiltrate their teaching in a variety of ways. The impact was particularly from personal research often undertaken in the course of upgrading a qualification. Staff doing this increased their knowledge of the theoretical underpinning and the literature in their areas and this subsequently impacted on the quality and nature of the work undertaken in programme and module development and delivery. While initially some of this new knowledge was accepted uncritically, in time, as one lecturer put it, "issues of the wisdom of practice" asserted themselves. The "trickle down" of all this, to quote another lecturer, meant that the work of lecturers would change.

> It [i.e., the research culture] has been very noticeable. It has been obviously encouraged and I think that there has been a general and slowly moving but still perceptible shift in peoples' attitudes towards the job and the idea that research in its various forms is important and that it is something that is expected (Interview, College Lecturer D, 22 August 2000).

> I guess the real impact is that so many people are doing their own research for improved qualifications that it is actually creating a new type of lecturer, one that is more informed by research, particularly their own research, and there has been quite a push to share research and I like that and I think it is for everybody's good and it means that you are getting teaching/lecturing staff that are becoming more informed all the time. So that must add to the quality of lecturing staff (Interview, College Lecturer E, 6 December 2000).

> That [i.e., the research culture] probably has had the biggest affect on all lecturers and probably brings a bit of tension because as we moved through the middle of the decade there was the increasing pressure on people to actually produce research, go to conferences, give conference papers, then publish them, etc. etc., as well as the scholarship part of the research which was I guess also related to their own qualification upgrade... I think there is an enormous pressure because we know from research there has always been that difficulty when we compare our work with university lecturers... in liberal arts. We have the administration and the teaching and the practicum field-based work is a real critical thing and now we have added research as well (Interview, Management 7, 23 May 2001).

> I think it's led to pressure and a flurry of "we have to do some research, what can we do?" I think in two centres it's been reasonably positive and there's been some forthcoming research...I'm thinking of Education and Professional Inquiry, it has been collaborative and I'm a fan for collaborative research because its very supportive. But it has led to pressure... Is it done at the expense of teaching and preparation? I'm not suggesting it is and I don't know the answer. But when I first came here I really enjoyed the place. Now its just all so busy we don't even have time to talk and

I think this pressure of continually upgrading qualifications and the idea you've got to do research has led to just a very business-like atmosphere and people are missing if you like (Interview, College Lecturer G, 11 September 2000).

The problem is that with research you learn the skill from doing the stuff and until you put yourself in the that situation of trying to do a project you can't actually understand what it means to do a project (Interview, Management 8, 13 November 2000).

People... come into the place where they get their masters and it's only when they start flailing themselves around trying to write a thesis or a dissertation or some such thing that they suddenly realise that what they do in their every day work is actually a research project. There's an overlaying problem which is that people define empiricist positivist research as the only form... That's the people who have no respect for the general understanding of phenomenology and don't actually understand humanism (Interview, Management 8, 13 November 2000).

I think the influence of being engaged with your own qualifications may be in not actually being engaged in research but reading research and I think that has had a big effect on staff expectation on what they can expect students to engage with. But probably the more staff that are doing these now and actually engaging in their own research, must be a factor because they are more informed about a body of research that relates to practice (Interview, Management 2, 6 November 2000).

We definitely work differently but I am not sure if it is to do with the research (Interview, College Lecturer B, 19 September 2000).

The Impact on Staff Activity

The impact on staff activity of the promotion of the research culture was seen in the nature of the work undertaken by staff, the academic quality of the programmes and modules and the general view staff had of themselves as working in an academic manner. However, not all staff greeted the commitment to research with unreserved enthusiasm. Various emotions were provoked:

Antagonism:

There were the people like [Staff Member] and company who said "Are we going to be forced to write bloody papers, they haven't.... ? Where are we going to do this? Where is the time for this?" (Interview, Management 8, 15 June 2000).

Guilt:

> Oh, it has made me feel very guilty that I haven't done more research. If it's something you take on board then it puts more pressure on you. The amount of work in other areas doesn't seem really to have decreased but there is another pressure to try and achieve something in this area and it is something that although personally I really believe is important and I enjoy and would like to get more involved with I suppose that I feel guilty (Interview, College Lecturer D, 22 August 2000).

Disinterest:

> And what I think about it for myself is that it virtually means no change. Ever since I have been here the reading and the engagement and the process of being what I am has always been part of the job. I have always done this... I actually make a decision about what it is that is going to influence what I want to do as being more important. And it is not going and getting a PhD. It is a lot of the other stuff I do. And so I make a decision on that and in the end I suffer for that but I don't mind. I make a decision. I make a choice and that is fine (Interview, Lecturer 1, 11 November 2000).

Stress:

> I believe that I should do what I feel is important for the students first and then research comes after. But I do understand why research has to be such an important thing in these days of market driven competitive world... I don't feel that it helps the student tremendously to be taught by exhausted lecturers... it might help the student if they were taught by lecturers engaged in research... It depends on how useful the research is... I don't think you can say that research per se will make you a better lecturer. Neither do I think that the opposite is true (Interview, College Lecturer A, 27 September 2000).

Pressure:

> I don't think we can appoint anyone who doesn't have a masters and I think increasingly we are going to have to look at doctorates and that is because there has been so much investment both in time and money, time, and lecturers' energy into developing their own qualifications that you have to ask how much is left for research... for actual publication in refereed journals and so on... Now we have got probably one of the most highly qualified staff in any college of education (Interview, Management 7, 2000).

Diffidence:

> I think there were [only two staff members] in the College with PhD's At that stage [1993] it was almost like an inverted snobbery about that level of qualifications. There was a slight put down, well if [they] have

got academic qualifications [they] can't be very good at something else. Then that started to change, quite dramatically about that time when a lot more people started to get engaged in first of all completing bachelor degrees and then... from about 1995 onwards, there was lot of people engaged in both masters and PhD work... I actually think it was more in relation to a feeling that people might see themselves or be seen as elitist. But certainly Teacher Education has become much more a professional qualification (Interview, Management 2, 6 November 2001).

Research requires time. So too does teaching, school supervision and professional activity. Initial enthusiasm for research was tempered with a concern for the pressure it created. "Oh yeah, terrific, we want time" (Interview, Management 8, 15 June 2000). It was reported by one staff member that a shortage of time for research was a recurring theme over a long period.

I want more time. How can you do research if you haven't got any time for it? I can't do any research because I haven't got any time for it... That's the first thing. That's a really strong theme (Interview, Management 8, 2000).

Some of the time pressures were structural.

There is a difficulty at the moment because the structure is such that to carry out research sometimes they have got to have blocks of time and when you have got a structure where you have got lecturing so many sessions a day, it means that you can't release someone for a certain amount of time to just go off and do research when it comes up, for instance, in a contract. So the system isn't flexible enough (Interview, Lecturer 2, 30 October 2000).

But as time has gone on the concept of research has definitely changed in the College where I understand that we all ought to be doing research... The difficulty that I have is that the size of the workload and the size of the visiting to physically actually get time is a difficulty. Now that is not an excuse but if you are teaching ten of the slots during the week and you get up to ten people to visit physically your day doesn't have any time. So I think while the concept of research is really great in a practical sense it is very difficult to manage... University seems to have research built into their work more than we do – they have less face-to-face. I don't now about that but certainly time is needed for research (Interview, College Lecturer B, 19 September 2001).

Its been a consistent argument, that there's no time... Theoretically [different changes] have freed up time but at the same time everything else just fills up the space so we've got the confusion of time for research being complicated by the compliance requirements

of quality this and write-up that and assessment this and thousands of meetings and documentation. So that the time that they freed up... immediately got gobbled up by other things (Interview, Management 8, 13 November 2000).

There was that real dilemma as we also moved more and more into a research culture, the whole thing about how you get time to do research becomes really critical. The more face-to-face, the more dependent the model you have in terms of learning, not only is it not positive for the students but you also have to think of the effect on the lecturer (Interview, Management 7, 10 October 2001).

Sometimes the difficulties faced by exigencies of time were the product of "official" solutions to the competing demands of teaching and partnership activity with schools but a theme running through responses was that although the demands of being a teacher educator were changing, the pedagogy of teacher education that encouraged high levels of student dependency and high levels of student contact did not change and continued to place considerable pressure on staff. This tension existed within the staff as well.

Tension is often manifested in who's doing the work. That has been there for twenty years but it is growing... What I am saying is that invariably when people are engaged in their personal development [research] is that they go away and hide and some of the "yakker", if you like, is managed by those who are not. And that is a tension because it often leads to resentment (Interview, Lecturer 4, 11 November 2000).

There is just not the time to do it I find, honestly. Well you can do your own degrees and work away at that research. But when you want to go out and do like a twelve month action research in a school or something, I just find, I just wouldn't have the time myself (Interview, Management 4, 6 November 2000).

And unless you have got that continuity of time, undertaking research is very difficult (Interview, Management 2, 6 November 2000).

A significant factor with regard to research at the Auckland College of Education that emerged is an attitudinal one, as questions related to the defining of a college of education and its role continued to be raised.

You talk to a lot of people here, they will still say "oh, we don't want to be like university..." They think that people at university don't really have much time for the teaching part of the university work, that they are not interested in the students and they don't really put much effort or commitment into teaching of students. Whereas we pride ourselves here on being student focused and if we were to be like university then we would lose it (Interview, Management 1, 6 November 2000).

It is actually about how we see ourselves. And at the moment I think we are in the middle, we don't see ourselves as we used to, which is like teachers coming in and teaching people to be teachers. But we don't see ourselves as professional educators fully whose work is informed by research. So we are kind of in the middle and the tension is played out with lecturers where they want a lot of face-to-face time because there is that belief that, well, how can people do it if they haven't got the benefit [of being taught by me in this way]... (Interview, Management 7, 10 October 2000).

I think it has created a tension – on the one hand it has actually enhanced what we do because it has given us credibility – it has also enabled us to actually teach degrees because that is the NZQA criteria – taught by a majority of people engaged in research. It has also been able to give us more confidence so that we can actually have greater standing in the community... I think we were located far more within the school ethos and now we don't want to have a university ethos but we have got a more academic ethos so our community of influence has expanded and so we are clear about where we sit (Interview, Management 7, 23 May 2001).

Summary and Analysis

The attempt to develop an academic research culture in the College brought attention to a fundamental issue – what pedagogy is appropriate for teacher education? The College had defined itself as being a teachers college in which small group teaching with its strong emphasis on the personal dynamics of the lecturer and the class was the norm. In challenging the non-academic, perhaps even anti-academic environment of the College, the Dean of Learning and Research Development initiated changes that, among other things, gave greater emphasis to research at a time when the College was both examining its relationship with universities and developing aspirations to deliver its own degree. The structural changes to the Academic Board and its sub-committees brought a concern for academic quality and a focus on research into the mainstream of teacher education in the College. Much of this emphasis was distorted by the key element in the legislated definition of a degree – that it was to be taught predominantly by staff engaged in research. This pre-empted the New Zealand Qualifications Authority's wider definition of research as a significant number of staff became engaged in upgrading their qualifications largely through undertaking work towards an advanced university degree (although some had first to gain a bachelor's degree). A large proportion of those engaging in research, in the early years of the commitment to research the College had made, were influenced, therefore, not by the NZQA definition but by the conventional and traditional view of academically rigorous research that existed in the university.

This top-down pressure on the College to equip itself to teach degrees and to adopt a more overt academic profile sat alongside the bottom-up skills/knowledge/disposition of a staff that had come from the teachers college tradition. This history had placed emphasis on successful teaching and on replicating the pedagogy of the school classroom, rather than on the skills and attributes of the academy.

Impact of the Academic Research Culture on the Institution and Staff

Research Culture Element	Impact on the Institution	Impact on Staff

Creation of the Position of Dean of Learning and Research Development	• Development of an Academic Plan
	• Review of the Academic Board
	• Establishment of.....
	    Research Ethics Sub-Committee
	
	    Research Development Sub-Committee
	
	    Academic Standards and Quality Sub-committee
		• Staff made to focus on the academic / research culture
		• Research projects placed on a sound footing
		• Formal procedures introduced
		• Activity related to research and publication stimulated
		• Policies developed and introduced
		• Annual Research Report published
		• ACE Papers introduced
		• Research seminars introduced
		• Procedures for developing modules introduced
		• Accountability increased

Adoption and promotion of the NZQA definition of research	• Brought wide range of activity into the definition of research • College able to be a degree provider	• Validated staff professional activity
Commitment of the College management to the research culture	• Improvement in the qualifications levels of staff	• Opportunities to improve qualifications • Funding assistance to improve qualifications

Figure 7.3   Impact of the Academic Research Culture on the Institution and Staff

Figure 7.3 sums up the different elements of the attempts to establish an academic research culture in the College had an impact on the institution and staff.

A clear set of structural provisions, a key appointment, the establishment of committees, policies, provisions to support the upgrading of qualifications, set in place a context in which staff could increase their understanding of research. This consequently led to an increase in research activity and over a period of time research became firmly fixed in the fabric of the institution.

A theme that runs through the College academic research culture is the institutional relationship of the College to other institutions in the tertiary education sector. The College had over the period 1994-2000 considered the long-term viability of itself as a stand-alone institution and had explored relationships with other tertiary institutions. It had also considered new opportunities that were offered to tertiary institutions other than universities to offer degree programmes. These considerations assumed

increasing significance as the College, in 1995, reviewed its BEd degree taught jointly with the University and set out to develop it own BEd (Teaching) degree.

Schematically the development of an academic research culture at the College is shown in Figure 7.4.

External pressures develop which are related to consideration of the relationship between the College and other institutions and the requirements for degree granting institutions to have staff engaged in research.

Innovation

McGrath signals the importance of research to the future of he College and provisions are built into the restructuring

Habitualisation

A new Academic Board structure is developed and adopted as proposed by the Dean of Learning and Research Development who operationalises the proposals

Objectification

Research Development Committee instigates activity. Significant upgrading of staff qualifications through advanced degrees.

Sedimentation

Staff generally share the view that research is important. This impacts on programmes and challenges pedagogy. But the view of research is the traditional university model rather than the NZQA definition which is not exploited.

External pressures challenge College staff to consider the academic orientation of the College and the challenges to traditional pedagogy of the teachers college and professional activity
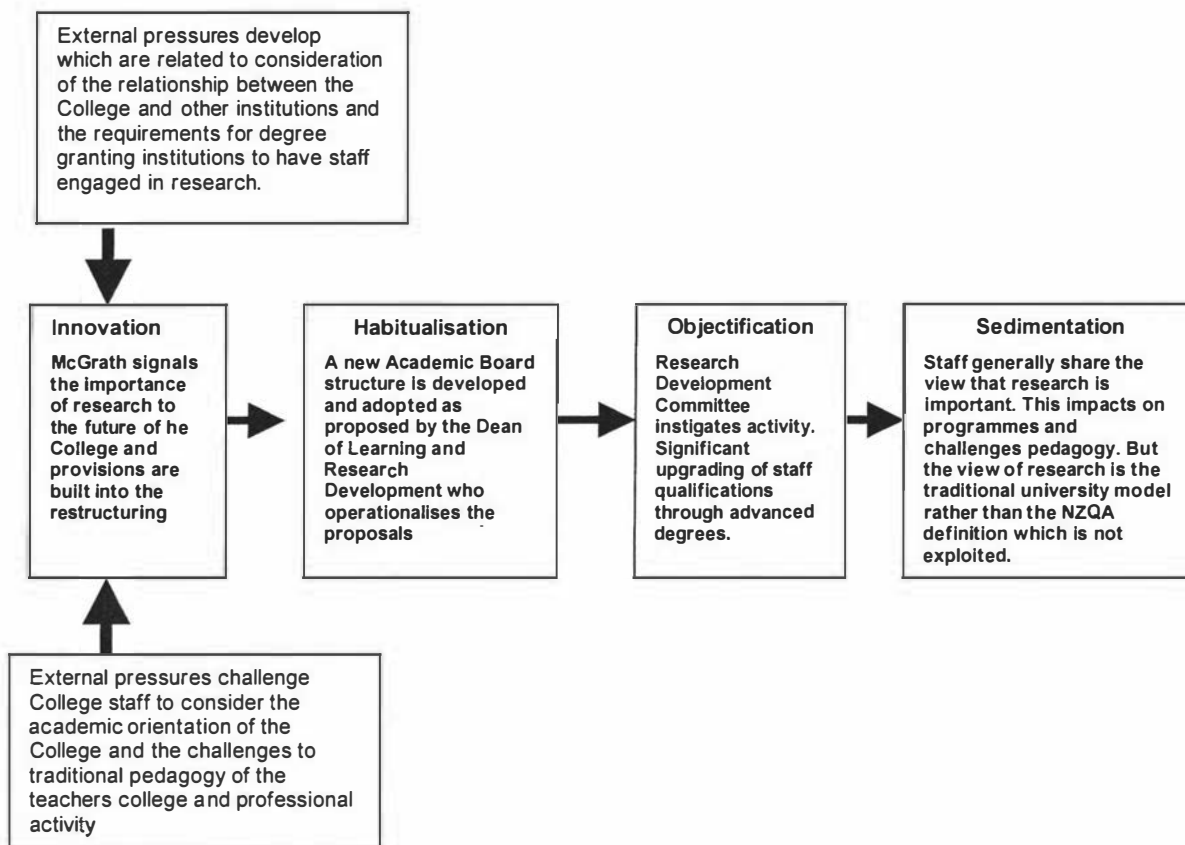
Figure 7.4   Horizontal Analysis of the Development of Academic Research Culture

The next two chapters will address these developments, which the College wished to approach from a position of strength. The academic research culture was an integral part of this.

Chapter 8

Degrees of Change: A Jointly Taught Degree

Introduction

This chapter and the one that follows details the fourth and fifth of the change narratives that emerged from this study. First, this chapter focuses on the review of the BEd degree taught jointly by the College with the University of Auckland. Chapter 9 will consider the impact of the development of College provider degree taught entirely by the College and approved by the New Zealand Qualifications Authority. Chapter 8 deals with the first half of this transition – the review and decision to cease offering the jointly taught BEd degree

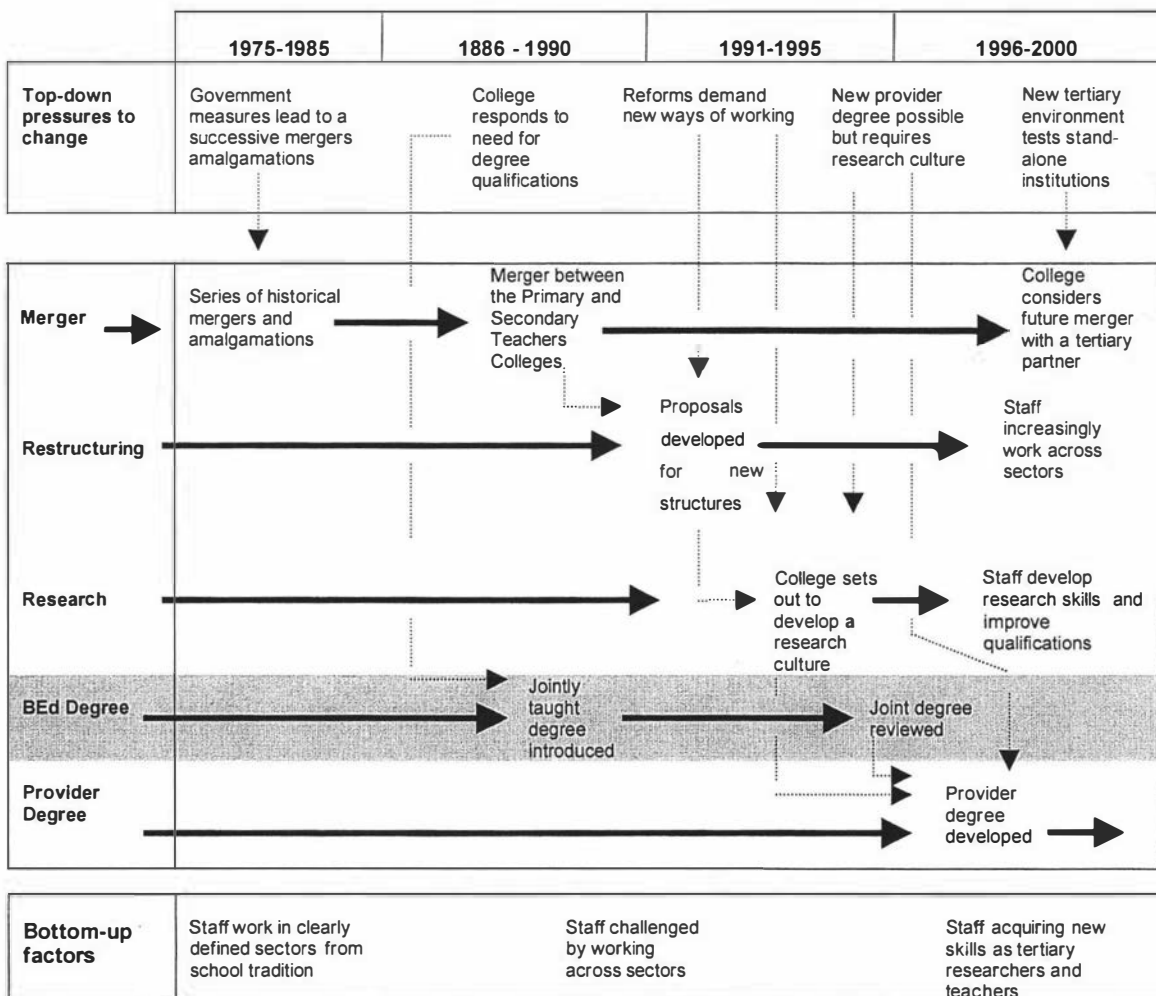|	1975-1985	1886 - 1990	1991-1995	1996-2000
Top-down pressures to change	Government measures lead to a successive mergers amalgamations	College responds to need for degree qualifications	Reforms demand new ways of working	New provider degree possible but requires research culture	New tertiary environment tests stand-alone institutions
Merger	Series of historical mergers and amalgamations	Merger between the Primary and Secondary Teachers Colleges		College considers future merger with a tertiary partner
Restructuring		Proposals developed for new structures		Staff increasingly work across sectors
Research			College sets out to develop a research culture	Staff develop research skills and improve qualifications
BEd Degree		Jointly taught degree introduced	Joint degree reviewed	
Provider Degree				Provider degree developed
Bottom-up factors	Staff work in clearly defined sectors from school tradition	Staff challenged by working across sectors		Staff acquiring new skills as tertiary researchers and teachers

Figure 8.1 Schematic Outline of the Change Narratives

In the late 1980's the College, like other colleges of education in New Zealand but rather later than them, had sought to have an arrangement with the local university to teach a degree programme that would allow students to graduate with a degree and a professional qualification. The BEd programme with Auckland University had been introduced in 1990 to meet this goal. This was a response typical of all the colleges in New Zealand with such degree programmes being introduced at Hamilton Teachers College in 1966, the Palmerston North Teachers College in 1970, Dunedin Teachers College in 1976 and Christchurch Teachers College in 1980 (Fletcher, 2001; Keen, 2001; Openshaw, 1996) In 1990 the Auckland College of Education introduced a BEd degree taught jointly with the University of Auckland. The Principal at that time saw an urgent need for such a development and knew that the College had lagged behind other colleges in this respect.

> I said we have got in Auckland something like only 5 or 10 per cent of our graduates who ever come near to finishing a degree. That is appalling. In other institutions in the country 60 or 70 percent - Dunedin, Palmerston North, Hamilton - are getting degrees. I said that is crazy in the world that we are going to be living in. There needs to be more people completing degrees... They have to think from the beginning that they are going to be involved in degree work and by the time they get through to the end of the third year they will have only a year to go and they will have finished their degree (Interview, McGrath, 5 July 2000).

The Degree Structure

This degree was essentially a reflection of the conventional teacher education curriculum that had prevailed since the early 1980's when the then Minister of Education had promulgated a common teacher education curriculum. This curriculum was based on four strands: Education, Curriculum Knowledge, Personal Knowledge (also known as Subject Studies) and Teaching Practice. In the context of the degree the "Subject Studies" could be replaced by papers from a university. The curriculum was expressed in a quantitative manner based on course hours.

The jointly taught BEd degree was shared between the College and the University with the University component comprising seven education papers and seven papers from other University subjects. The College designated eleven of its papers (or the equivalent of) to Teaching Studies and three papers (or the equivalent of) were allotted to Teaching Practice.
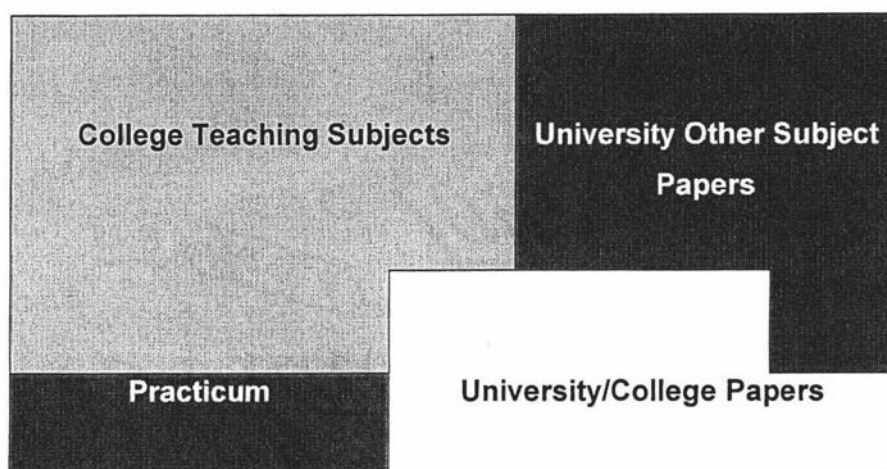
Figure 8.2   Schematic Representation of the Jointly Taught Degree

Figure 8.2 shows the "jointly taught" component of the BEd degree confined to the portion labelled "University/College Papers". These were Education papers taught by the Education teams of the respective institutions. The "joint" part of the programme was confined to this area – 25% of the overall programme. The degree was well regarded by one primary school principal

> I thought it was a very good qualification because what was happening was that the students did maybe two years and then went off and did a year at University full-time and then came back and did the rest. And the growth in their maturity, that growth that came about, there was maturity about them that they hadn't had. They went with their passion for a year (Interview, Community C, 18 October 2000).

A College lecturer, however, saw it differently (and noted the tension in the development).

> On balance people thought that it was really important that primary teachers were able to partake in university papers, political science or whatever it might be for their own personal development as opposed to being locked into papers that were closely aligned to curriculum (Interview, Lecturer 1, 30 October 2001).

And not all College students were involved in the degree.

> I think there was just under fifty per cent who did only the diploma, there was a number more that did the diploma plus a couple of extras which kept their degree option open for part-time completion, and there were some who went through and did the full four years (Interview, Lecturer 4, 30 October 2000).

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From its inception, the jointly taught degree was under pressure due to tensions between the two groups that needed to co-operate closely, the Education departments in each institution. In both institutions there were also genuine doubts about the value of the qualification.

> I think the thing that is often lost when people talk about that qualification was that it never actually got a fair go... It is hard to judge what happened there because ultimately two thirds of it was the diploma and the diploma was never a qualification that had a considered philosophy, the structure of it was a collection of stuff that kind of evolved through expedience often over dozens and dozens of years. If those links with the University had been set up with the same kinds of discussions of goals and outcomes and structure and philosophy that attended later developments, it would been a hell of a lot better because it was just carrying on doing the same except something extra which we would do jointly. Nobody ever understood what the hell it was for and the only people who got a picture of the whole were the students (Interview, Lecturer 4, 30 October 2000).

> It was also general knowledge that the Education departments at the University and here were lobbying for all kinds of reasons and there was professional jealousy. There were professional feelings of tensions, of feeling threatened, of all kinds of things and it seems to me that that was one of the major guiding forces in the splits that occurred. In my view it was unfortunate, the lack of being able to talk about it in a reasonable way and I suppose it was unfortunate in a way it was the Education Departments, those who taught Education, that were the drivers of changes that were never really properly discussed around the College in that sense. That was it. They couldn't actually have a conversation because they were so different in their points of view (Interview, Lecturer 1, 30 October 2001).

The Review of the BEd

After five years the degree was reviewed and tensions which may well have been in the degree from its inception, were made explicit. In March 1995 the Dean of the Faculty of Education, University of Auckland, initiated a review of the jointly taught degree to be conducted by the Academic Programmes Committee of the University. The College was happy with that decision.

> So we decided that we would jointly review through the Board of Studies the BEd, how we had got on, seeing we had been running for four or five years. So it was a joint decision. No question about that (Interview, McGrath, 5 July 2000).

The terms of reference established for the review were mutually agreed between the College and the University and the review committee which was established consisted

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of four staff members from each institution and was chaired by one of the University members. Student representation, although being sought, did not eventuate. The terms of reference for the review were agreed as being:

> To examine the appropriateness of the existing Bachelor of Education Degree programme in meeting the Faculty's approved aims of the Bachelor of Education degree as per the Faculty Committee Academic Programmes Committee Bachelor of Education report:
>
> > to prepare students to function as effective beginning professionals in classrooms and other educational settings;
> >
> > to encourage and enable beginning teachers to reflect critically on their practice and;
> >
> > to develop in students an appreciation of the ethical and professional responsibilities inherent in being a teacher within Aotearoa/New Zealand;
> >
> > in the light of an integrated understanding of theory and practice, to encourage and enable teachers to continue to grow and develop professionally through their early years of service.
>
> To review the structure, composition and level of the Bachelor of Education programme and to evaluate these in comparison to other Bachelor of Education programmes in New Zealand.
>
> To review the inter-institutional structures and resources which support the Bachelor of Education programme.
>
> To review quality control mechanisms for the Bachelor of Education programme.
>
> To review the resourcing and delivery of jointly offered papers within the programme.
>
> (Bachelor of Education Review Committee, 1995a)

The 25% that was comprised of the Education component was the key site for daily work-place contact between the two sets of staff, while the wider regulatory framework and the management structure within which the degree operated were further points of contact. In terms of the theoretical framework, the top-down defining characteristics of both a college and a university set the parameters within which 75% of the BEd programme operated. Clearly there is an inherent tension in developing a programme that is defined by one institution (the University), that is predominantly taught by another institution (the College) and that has only a small proportion of the programme (the 25% Education component) that is jointly taught. The likelihood for tensions to develop were high. Tensions inherent in the different natures of the University and the College would inevitably be exacerbated by the different skills, knowledge and dispositions of the two groups of staff.

College staff were not clear in their recollection of where the proposal to review the degree had come from, nor of the actual reasons for it.

> It just happened. Well no I am sure there was a reason. It seemed to me to come from the University. I think though to be fair that the University has reviews every four years or so, well the departments do, and as I understand it they had had another review for something else, maybe one of the other degrees, and as I said, I think that was something that they did and then this review came up (Interview, College Lecturer G, 11 September 2000).

There was a difference in perception between the College leadership generally and some College staff as to involvement in the review. Members of the Management Focus Group were clear in interviews about their lack of involvement in the review.

> Well, who did they review? That is my question. I mean we were intimately involved in the BEd and were never asked anything about what we thought about it (Interview, Management 1, 6 November 2000).

> It is interesting, I wasn't aware of this review. I could tell you why I think we decided not to be in it [the BEd degree] any more but I wasn't aware that there was a formal review (Interview, Management 5, 6 November 2000).

> I wasn't [aware of the review] either but that there was a decision made that this [the BEd degree] isn't working (Interview, Management 2, 6 November 2000).

Early in the review process a staff conference was held but some staff were suspicious of its genuine intent.

> We sat around in groups and it was so bizarre. Conferencing for the whole day and we sort of fed stuff back and I thought I was going through the motions. I felt like Dennis [McGrath] had made up his mind already… I think by then, and I don't know but I think by then the decision was at least three quarters made. And so we had this day and it just did feel like going through the motions (Interview, Former Lecturer F, 29 June 2000).

The "decision" referred to here was the one to leave the jointly taught degree in favour of a provider degree. Despite a number of participants believing this, McGrath maintained that the review was entered sincerely and, at that point, with an open mind as to the future (Interviews, McGrath, 5 July 2000, 14 November 2000).

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A keynote paper at this conference was presented by the Principal, Dennis McGrath, *Practicalities, Professional Training of Teachers and Unit Standards* (McGrath, 1995b). He reviewed the past development of teachers college courses and noted that issues of content, skills and location had remained relatively constant over a long period of time and that the then current jointly taught BEd primary programme raised a number of questions. These related to the place of subject knowledge in a professional degree, the value of studying several subjects in depth and the balance in the programme. He also suggested that the professional practice component should be assessed within the degree and urged the discussions to consider the structure of the programme (McGrath, 1995b, p.5).

McGrath (1995b) further raised questions about the future – the challenge of the information age, the impact of technology, the pedagogic relationship between the teacher and the learner both in schools and in colleges and the differing needs of a range of different communities. He affirmed the existing courses for the support they received from school Principals and his belief that this was in part due to the strong practicum element in them. He also described the development of the National Qualifications Framework and its attendant unit standards as a significant challenge to current programmes. The work of the Tertiary Action Group was opening up "an alternative pathway for the registration of degrees on the framework – <u>an alternative that we will have to consider</u>" [*emphasis added*] (McGrath, 1995b, p.8). He concluded:

> Teaching is incredibly complex. We all recognise that. The New Zealand Qualifications Authority teacher education advisory group endorsed a number of statements that exemplified the challenge.
>
> Teacher education involves a consideration of many factors, for example
>
> - it is developmental
> - teaching contexts and tasks are unpredictable
> - education is informed by diverse philosophies
> - teaching involves multiple roles
> - the outcomes of teaching are the results of complex and subtle interactions with individuals, groups, parents and caregivers.
>
> It is timely, therefore, that we consider what we do in teacher education programmes to prepare students to meet this complexity. Can we really say our curriculum enables our graduates to meet the future challenges? Can we identify what knowledge is of most worth? Can we meet all schools differing needs? Can we continue to train generic teachers? Can we address the need for teachers to meet the new assessment demands and the 'seamless' curriculum demands? Can we produce the 'reflective practitioner' when so many of our

courses and assignments are knowledge-bound?... Our stakeholders are many and varied. At one level it is our students, at other levels it is principals and boards of trustees, at yet another it is the Ministry that 'purchases our outputs' and at an ultimate level it is the parents and, indeed, children in schools and centres. It is that complexity that creates the challenge and it is that challenge that behoves us to make a difference for all - to ensure that the teachers we graduate can do just that - make a difference for all they teach."

(McGrath, 1995b, p.8).

Submissions to the Review

Submissions to the review of the jointly taught BEd degree highlighted a number of issues. A confidential summary of submissions prepared for the review committee (Bachelor of Education Review Committee, 1995b) was presented in summary form but kept separate the submissions from Auckland College of Education staff and those from University of Auckland staff.

Auckland College of Education staff were positive in recognising that the jointly taught degree better served the profession and the community than had the previous qualifications and welcomed the opportunity to develop and improve relationships with their colleagues at the University. They recognised also that the jointly taught degree had raised entry levels for primary teacher education courses and that this, with the increased academic study component, had enhanced the quality of graduates. These and other positive outcomes were balanced against criticism of the overall concept of the degree. This balance is described by one participant in these terms.

> On the positive side I think it [the jointly taught degree] really opened peoples' minds to the fact that a degree was achievable and desirable. I think there was considerable feeling of being short-changed among those people who had taken the long route to achieve diploma and degree qualifications. I think that there was benefit evident in graduating teachers' who were more aware of research, theories, underpinning principles and to some degree I think there was benefit in the seven "other" University papers being part of that qualification. Unfortunately I think it became misrepresented in a lot of the argument as providing a foundation or a broader base for teaching. I think if you actually analyse what those students actually did in those seven other papers, rather than provide them with a wonderful and rich background in the sciences and maths and English and literature, all those things that people would use to illustrate the argument, they were largely constrained to things that were available back-to-back on a Thursday night or something that didn't clash with their part-time jobs. There was only somewhere around 2% of those people who did something in the sciences because the science subjects weren't scheduled as accessible to

part-time [students], simply because they had labs that went across the week and were outside the areas of expertise of many of our students (Interview, Lecturer 4, 28 June 2000).

A summary of the Auckland College of Education Staff Submission to the Review reveals that positive points were consistently outweighed by a long list of negative views and criticisms of the experience of teaching the jointly taught degree which included concerns that no "real relationship" had been forged between the Auckland College of Education and the University of Auckland, that the mechanisms for communication were not working and that the relationship between the Faculty and the Department was unclear. It was the view of these submissions that professional relationships had deteriorated. With regard to the curriculum in general, Auckland College of Education staff felt that there had been little discussion about the philosophy of the programme and of the expected outcomes. Options for students' choice of University papers were seen as limited with a lack of appropriate early childhood papers. More specifically there was, the submissions alleged, a slavish unbalanced adherence to critical theory in social policy papers.

The question of a shared philosophy for the jointly taught degree - described by one participant as "a smorgasbord liberal arts degree" (Interview, Former Lecturer, E, 29 June 2000) - was a key issue that was commented on by many participants, one of whom concluded that rather than it being one programme it was in fact two programmes.

> We hadn't sat down and established a common philosophy
> (Interview, McGrath 5 July 2000).

> Where teacher education has had a long history in the generic liberal arts tradition, there was more research coming that said there is a professional practice of teaching and that is what a teacher needs to know. And you can't look at a reflective practitioner, creating the reflective practice of a teacher as a professional, unless you have a framework against which they reflect... was there something different in becoming a teacher as opposed to simply a generic university liberal arts graduate? (Interview, Former Lecturer E, 29 June 2000).

> Well there were long-term dissatisfactions with the relationship. I remember going to a meeting... and with a teachers college hat on really, saying "Well, what do we want the students to know? What is the course going to be about?" The meeting went nowhere because the University people wanted to teach what they knew. So I believed and tried to say that I felt that the resultant course outline was actually not the right kind of course for college of education students but they got it anyway. So that was a major concern, there was never a

coherent degree. There were bits from the education strand at Auckland University and the College programme and then the students did their own choice at the University. It was two programmes, it absolutely was two programmes (Interview, Former Lecturer F, 29 June 2000).

These views were overlaid with a feeling that there was an artificial dichotomy which characterised the University staff as theorists and the Auckland College of Education staff as practitioners. This became a recurring theme in the review. The restriction of Auckland College of Education staff to teaching only at the Stage 1 and Stage 2 levels was a criticism that was related to a feeling expressed that the University of Auckland "owned" the papers but it was the Auckland College of Education that "ran" them.

> One of the difficulties was that in the first year Education we did 50% of the lectures and they did 50%. But when you got to Stage 2 and Stage 3 it was like a 60/40 or a 70/30 split and it was the University doing the bigger split than us. And I guess that was the perception and certainly I made submissions, when they did the review, that we were seen to be the lesser capable of the two. And in fact we sometimes felt that they, the Auckland University people, would come in and do the lecturing and we would be left to do the hands-on as in the tutoring (Interview, College Lecturer G, 11 September 2000).

> There didn't appear to be as much commitment from the University, And it was that down-valuing, that our bit was the practical bit and theirs was the good theoretical part and that was valued more (Interview, McGrath, 5 July 2000).

There were administrative problems raised in the Auckland College of Education submissions that ranged from problems with parking at the University to a lack of written procedures, difficulties with record-keeping, unclear resource allocation and time-tabling pressures.

Early childhood staff at the Auckland College of Education made a further submission which focused on the marginalisation felt by them in the jointly taught degree which, they contended, failed to prepare early childhood students to function effectively as teachers, to reflect critically on practice and to develop an appreciation of specific early childhood ethical and professional issues.

By comparison, the University of Auckland staff in their submissions asserted that many of the problems "are people problems rather than structural, curriculum-based, or administrative." Information became, they felt, distorted or inaccurately disseminated at both institutions. The inability of the Dean at the University to "direct others" (including it was suggested the Head of Education and other Auckland College

of Education staff) was seen as a frustration and there was recognition of an overall lack of administrative coherence. In their view, students saw the qualification as two separate components rather than as a single credential.

A summary of the University of Auckland staff submission to the review reveals that they described a number of what were seen as positive features and qualities of the jointly taught degree. The BEd degree had "advantages over a single-institution degree" and was able to deliver the goals as spelt out in the Terms of Reference for the review. The submission recognised the contribution of the Education Department as both central and effective and the committees, along with the registry staff, were praised. The BEd degree was seen as an excellent vehicle for co-operation between the University and the College ("it was important for the Auckland College of Education and the University of Auckland to be close"), as a means of giving impetus to the significance of pedagogy for Maori and Pacific Islands students, as a factor in improving the quality of teaching and promotional opportunities for Maori teachers, and as a qualification that had produced "very good graduates".

There were other submissions from smaller groups of lecturers from each institution that repeated the above concerns. An additional submission from ten Auckland College of Education lecturers involved in teaching two papers (*Learning and Teaching in New Zealand Classrooms* and *Human Development and Learning: Psychology and Education*) focused on the extent to which they (i.e., the Auckland College of Education staff) felt that they lacked power in the relationship with their University colleagues and received little recognition of their effort. They saw the Auckland University staff as lacking commitment and participation. This group felt that the jointly taught degree had produced a set of conditions about which they were not able to be positive. Other submissions were generally more positive and focused, where they were negative, on administrative and/or procedural difficulties such as the clashes between lectures and teaching experiences.

Inherent Tensions

There is some agreement that staff in teacher education divide their professional time between teaching, scholarship and partnership activity (i.e., time spent on working with schools in supervising students, with associate teachers, or in professional development activity (Ducharme & Ducharme, 1996, p.63). *The Research About Teacher Education* (1990) study showed that teacher education staff spend about 60%

of their time in teaching, a little less than 20% on scholarship and about the same on partnership activity (idem, p.63). But this tension was not characteristic of only those teacher educators who had come to that enterprise from a school background. It is reported (Judge et al., 1994, p.134) that teacher educators have several identity crises. For those teaching education courses there is also the matter of identifying with their particular education discipline, rather than with teacher education.

Lecturers from this tradition tend to see the real teacher education work being done in the methods courses but those who teach those methods courses identify with their school subject rather than with teacher education. Where, as was the case in the jointly taught degree at Auckland, there is a concentration of "methods" courses into one of the partners there is a potential for those tensions to take on an institutional characteristic. This is exacerbated when the relationship is clearly restricted to only a section of the College as it was in this instance.

> If there was partnership involved it was restricted to those overlapping modules that were labelled "education" (Interview, Lecturer 4, 28 June 2000).

> From a curriculum viewpoint nothing either way really affected us. We weren't such a part of the teaching of that whereas Education was directly involved because they jointly taught the thing but in terms of [Subject] there was no direct... There was also a status type of thing... The curriculum areas I think were seen as a lower status in the degree and the areas that were taught jointly or conjointly were seen as higher status (Interview, College Lecturer B, 19 September 2000).

Even in the shared components of the jointly taught degree there was further potential for tension. The orientation of programmes is very much a theme in the debates on missions and goals that surround inter-institutional relationships generally. For instance, the University of South Australia merger raised issues related to the applied vocational orientation of the colleges and the research/teaching emphasis of the university. In that instance the strategic planning group for that merger noted that:

> ... there was an apparent dichotomy between the views of those supporting education for its own sake and those wishing to strengthen the University's mission to apply knowledge and sustain links with industry and commerce. The Committee believed that this was an artificial dichotomy and that the mission statement does allow for the spirit of enquiry to drive the institution within an applied model of teaching and research (quoted in Bradley, 1993, p.126).

A note of contention was introduced into the period of the review by an analysis of ratings of papers in the course made by BEd and BA students. This was undertaken within the University and summarised in an internal Auckland University Education Department memorandum (25 October 1995). It was stated that "these figures confirm the considerable amount of anecdotal evidence of ACE students' preference for University over College courses." This was countered by Maeve Landman, Dean of Learning and Research Development at the Auckland College of Education in a College memo (30 October 1995) which questioned the conclusions on the grounds that they did not flow from the data used and described the assertion about "anecdotal evidence" as "nothing short of mischievous." At different levels, in the submissions and in incidents such as this, tensions between the two institutions were clearly present.

Inevitably there were tensions in relationships between two institutions which, despite their ostensible similarities, are from different histories. The experience of the Hamilton Teachers College and the University of Waikato merger in 1991 after many years of co-operation in preparing teachers, confirms this. Alcorn (1995) described the potential source of such tensions as:

- Combining research imperatives with the demands of professional involvement in schools.
- Contesting narrow views within the University over what constitutes appropriate and rigorous research.
- Maintaining the crucial importance of teaching in an institution which does not require its staff to be professionally trained for this role.
- Providing students with a theoretical base to inform their reflection on practice so they are not constrained within their own experience.
- Preparing teachers to be effective practitioners in schools as they exist as well as innovators, change agents and questioners.
- Maintaining a professional concern for students which provides support yet develops professional independence.
- Maintaining the quality of programmes in the face of demands for local delivery and shrinking financial resources.
- Maintaining genuine partnerships with schools in an increasingly market driven educational system.
- Maintaining a balance between involvement in and critiques of national policy developments.

(p.27)

Many of these issues reflect a view that the location of teacher education is a powerful controlling factor on the nature and content of programmes. The discussions about the

content of teacher education programmes is often a discussion about the location in both a physical and philosophical sense of such programmes and this is a further source of tension. The Jordanhill/Strathclyde relationship grappled with this issue right at the beginning of negotiations.

> To be more specific, it was argued that the inclusion of teacher education in the "University" portfolio of courses would enrich opportunities for undergraduate and postgraduate study for its students, while at the same time facilitating the expansion of teacher education in areas of shortage. For Jordanhill, integration with a well-established university offered the best framework for its future development, and would give it new and important opportunities to enhance its research and consultancy activities, while also enabling it to forge links with a much wider range of professionally-oriented disciplines (Arbuthnott & Bone, 1993, p.104).

This potential to increase course offerings is mirrored in other relationships (Breuder, 1996, p.52) but, it is argued, increased opportunities seen in any proposed relationship must be related to academic purposes of the institutions (Arbuthnott & Bone, 1993, p.109). In the case of the Lincoln/La Trobe merger, academic rationale and goals were established for each of the institutions and for the amalgamated university on the grounds that any successful merger had to be based on academic grounds (Gamage, 1992a, pp.80-81). The relationship between the Auckland College of Education and the University of Auckland in offering the jointly taught degree had no such philosophical foundation. The review concluded with some recommendations:

> **That there be an improved articulation of the philosophy underlying the Bachelor of Education Degree. Discussion and articulation of this philosophy should include the following issues:**
>
> - learned professional vs skilled craftsperson (theoreticians / practitioners split)
> - breadth of study versus depth of study debate
> - issues of content for a professional education degree
> - future issues for professional educators
> - assessment of current structures within the Bachelor of Education
>
> **That procedures to improve communications be initiated, with particular reference to:**
> - current poor relationships ACE/UoA
> - counselling/advice given to students by academic staff
>
> **That a committee be formed to manage administrative matters within the Bachelor of Education. Particular issues include:**
> - EFTS sharing
> - academic records held by institutions
> - lack of written agreement of co-operative venture
> - roles of co-ordinators within University papers

- library access / funding
- enrolment matters

That the Early Childhood Education University content of the Bachelor of Education Degree be further developed to more adequately meet the needs of students pursuing Early Childhood Education. This might involve:
- more Education papers within early childhood
- appointment of more staff in the early childhood area.

That particular attention be given to meeting the needs of:
- Kura Kaupapa Maori
- Distance Education - Northland Bachelor of Education teaching and offerings."

(Bachelor of Education Review Committee, 1995a)

The review was to a certain extent the product of a changing environment.

> The review came out of... the joint board of studies or joint board of something or other and we were aware of unease in both respective staffs about the tension between world views, tensions between cultures, tension between sites... The review was really prompted by... the publication of the tertiary review group or the paper that effectively made it possible for providers other than universities to offer degrees (Interview, Lecturer 4, 28 June 2000),

There are fundamental differences in the culture of universities and colleges that create tensions and pressures in a relationship. Certainly the defining characteristics of a college are different from those of a university and the difference in the "actors" in terms of their knowledge, skills and disposition are considerable. This being the case, a jointly taught degree would inevitably become a site for tension.

Impact of the Jointly Taught Degree

There were positive gains from involvement of College staff in the teaching of the degree, which justified the effort made earlier to win such involvement.

> The people who were involved in teaching on the degree with the University were forced into the academic world of the University and one of the things that it has really done for us is that, I believe, we have a really good sense of what 100, 200, and 300 levels papers look like and what the expectations would be for each of those and I relate those now to the Q5, Q6, and Q7 for our degree (Interview, Management 5, 6 November 2000).

> The knowledge we had gained from working in the old BEd actually allowed us to fly in a very short time (Interview, Management 7, 10 October 2000).

One of the spin-offs of our relationship with Auckland University was that if we were to hold our own in that relationship then we needed to become more focused on teaching and practicum and research. We still have those three arms, but at that stage the teaching and the practicum were the main focus of College and research wasn't. If we wanted to be able to work in a real partnership relationship with the University then we needed to be doing that and it was around about that stage that we were starting to challenge all those ideas. Not necessarily here but world-wide I think teacher education was beginning to realise that if it wanted to hold its own it needed to be working in that way (Interview, College Lecturer C, 13 November 2000).

Getting to know what each other did was important. The expectations of work. I taught a University paper so we were members of the Auckland University. We could go to their meetings which I did very rarely – just got to know each other – a glimpse (Interview, College Lecturer C, 13 November 2000).

The point is that there is no doubt that the staff at that time at the University were better versed in education and the critical perspectives of education than the College staff and the College staff came from an experiential base... I think it was a very positive relationship because one can't exist without the other I don't think. So my memory sees it as a more positive than a negative thing at that time (Interview, College Lecturer F, 25 September 2000).

Education staff were very fortunate because we had to teach actual University papers as opposed to some of the other centres that still carried on doing their own thing but didn't have to work with the people at Auckland University... I think we got a much better idea of what a degree paper or programme would be like... things like moderation and assessment and... module booklets and developing things in some sort of more coherent way. So I think those were all good positives for us (Interview, Management 1, 6 November 2000).

It had an important impact on teacher education... Education kept on feeling insecure and running out and trying to persuade them that we were better than they were, that our exams are harder than University exams so that's why we're better for instance. But the subject areas had no effect. What happened was that the links between the English department of the University and the English department here... weren't competing they weren't even in the same discipline really (Interview, Management 8, 13 November 2000).

I actually thought [the degree] forced us to look at ourselves and what we did academically (Interview, College Lecturer C, 13 November 2000).

Involvement with the University had extended a group of staff at the College in a number of ways. They were involved in new levels of programme development and became aware of the importance of research. By being, as one participant described it, "forced into the academic world of the University" they became increasingly cognisant

of the demands of a degree programme. Philosophically their view of Education as a discipline seemed to be extended and expanded. While this input was largely confined to those working in the Education area of the College, the impact on the programmes was also reflected in the presentation of these programmes generally.

> More of the staff have actually undertaken their own University qualifications and they have been able to make comparisons between what they had done as personal study and what they have had to do in terms of producing modules at equivalent levels as a Stage 1 Stage 2 Stage 3 paper. That has had a large effect on the way that modules have developed over the years (Interview, Management 2, 6 November 2000).

> The sort of attitude that I felt was around was that there was imposing a much more academic orientation and that wasn't necessarily leading to good teaching within the College. We were doing things because of the University connection and I think that has continued even more into the BEd (Teaching) degree where we have taken a much more academic approach to teaching (Interview, College Lecturer D, 28 August 2000).

The positive impact on and gains by the College staff teaching in the degree programme were:

- a developing realisation of the importance of research;
- increased attention to the particular philosophic characteristics of teacher education;
- an awareness of the academic world;
- increased collegiality with the University;
- a better idea of the organisation of modules;
- a better quality input at the development stage of programmes;
- more intense academic scrutiny;
- a developing view of a degree as a benchmark level for qualifications;
- an increased general academic orientation.

University/College Staff Relationships

The final stages of the degree review were coloured by a series of events that occurred during the period of September to November 1995. As the Chairperson noted in the Review Report:

> During the course of the Review the Committee learnt of an initiative by the Auckland College of Education to explore the possibility of a College-based degree for teaching... Although the development of such a degree would have profound implications for the current Bachelor of Education degree offered by the University of Auckland, the Committee resolved because of the exploratory nature of the ACE proposal, to continue the current review according to the initial terms of reference.

> (Bachelor of Education Review Committee, 1995a).

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The initiative by the College, at this particular time, to explore the possibility of a College-based degree exacerbated existing tensions. Tensions were not new to the relationship between the University of Auckland and the Auckland College of Education and had been openly acknowledged by the Principal of the Auckland College of Education when he wrote to the BEd Review Committee summarising the views of College staff. He concluded:

> There is obviously a real concern with mechanisms for communication. The consensus of ACE staff opinion is that it is still not clear (in spite of the best efforts of Faculty administration) how and whom they should approach for a number of the concerns expressed above, i.e., the relationship between the Faculty and the Department appears very unclear and forced at times. It appears that the Department, through "consensus and democracy" can override the opinions of the partner institution...
>
> There is, I believe, quite a deal of resentment, indifference and even anger existing amongst many of our staff. This is directed to the University and the Department of Education. There are a great many staff who would seek an alternative qualification which better meets the needs of students studying to be teachers." (McGrath, 1995a).

In collaborative institutional relationships there are issues that centre on the relationship between the staff from the different institutions and the level of respect they accord each other. The University of New England experience illustrated this when anxieties felt by university staff about merger with a "lesser institution" were matched by those felt by college staff about the loss of status (Harman, 1983, p.119). Similarly, at Bendigo, it was reported that "fear and suspicion affected the behaviour of academic staffs in both colleges" (ibid, p.120). In commenting on mergers in higher education generally, Harman (1983) further reported that:

> Another misconception in the United States about mergers in higher education, is that they are generally a 'marriage of equals'. Frequently mergers are publicly presented as unions of this kind but often the views of individual participants are different, or soon change (p.123).

Critical to the jointly taught degree was the nature of the relationship between the two groups of staff, the Auckland College of Education on the one hand and the University of Auckland on the other. This study sees that relationship from one side only – through the eyes and from the hearts of the College staff. There is inevitably another view of this relationship – that of the University of Auckland staff. The College staff certainly held a view of the University staff that was critical, negative and perhaps even hostile.

Some of the feelings were both based on and aroused by the perceived views about theory/practice differences.

> The old BEd degree... was taught half or more than half at times by non-practitioners, the University academic-type staff. I guess the idea of teaching as pedagogy wasn't necessarily there in a cohesive way in [that] first degree (Interview, College Lecturer G, 11 September 2000).

> And it was that down-valuing, that our bit was the practical bit and theirs was the good theoretical part and that was valued more (Interview, McGrath, 5 July 2000).

> They used to think that we were the practitioners and they were the head people. I think we could see that we had a better, closer relationship with our students rather than a university delivery (Interview, College Lecturer G, 4 April 2001).

At the heart of this issue was the degree of perceived esteem that the College staff felt was being accorded to them by their University colleagues.

> The relationship... between the two organisations - not between the two organisations so much but between the Education Faculty and the College – didn't have a culture of respect (Interview, Former Lecturer E, 29 June 2000).

> My perspective too was the University lecturers considered that their papers were of a far higher quality than the papers offered by the College and that they looked with suspicion at some of the lecturers of the papers here with regard to whether they had enough qualifications to provide that paper for the students (Interview, Lecturer 4, 30 October 2000).

> Having been intimately involved with the University I have to say we made strange bedfellows. I felt our dissatisfaction with working with the University was getting greater and greater. Being in Education there were a great many frustrations about working with them because we were seen as the dogs-bodies. We were the people who did the administration, they were the academics and they made that very clear to us (Interview, Management 5, 6 November 2000).

> I mean one of the things that used to stick in my craw every time I went in there, the agenda for the meetings. Everybody instead of having simply surnames or Christian names, the University would insist on using Professor, Associate Professor, dah di dah di dah, and then simply leave any titles, Mr Mrs Ms or anything else off ours. You know there was this real power game all the time and it tended to obscure the real goals of trying to set up a programme of trying to meet the needs of students (Interview, Lecturer 4, 30 October 2000).

I can remember going to faculty meetings where the Dean of the faculty used his voice and titles really to put us in our place. You know it was "Yes, Associate Professor.." or "Yes, Dr So-and-so.." and of course that effectively ruled all of us out, not now so much, but it certainly did then. So those things were very controlled by the University and I saw that as being part of the official reason to develop our own degree (Interview, Management 5, 6 November 2000).

But on a personal basis the lecturers from here and the lecturers from Auckland University tended to work really well together but the decisions were always, it seemed to me, centred at Auckland University so that [they] made decisions for the Auckland College of Education and I think there was a strong feeling at that stage that we were big enough to make our own decisions (Interview, College Lecturer C, 25 August 2000).

I think there were quite a few people who thought we needed the Auckland University who had that sort of mindset that they are jolly chaps and they give us status and they give us depth and credibility and there is that respectful university awe that some people held for the university status. But from what I could make out the Auckland University itself acted in very hegemonic ways and simply had its own agenda and was marginalising us quite significantly to the point where we could no longer operate with them because we had to play footsie around them rather than their accommodating us in any way... But I still think that a lot of people here felt that our attachment with the University gave us credibility at an academic level that in an autonomous institution would be lost (Interview, College Lecturer E, 6 September 2000).

The feeling that there was "no culture of respect" points to suspicions and even misgivings that the one group had for the other. There was no confidence that 'parity of esteem' existed. This manifested itself in some important areas, such as opinions about qualifications, knowledge and credibility as well as in other seemingly trivial ways, such as the use of titles and names.

Even though some staff felt awkward in the relationship, there was a feeling that despite the difficulties it was better for the College to be associated with the University than not to be. This ambivalence was also reflected in the views that at a personal level, relationships were sound but that at an institutional/structural level they were not strong and that the University was not treating the College with respect, "it was being treated as the factory really" (Interview, Management 8, 13 November 2000). In comments on the reasons for the demise of the relationship, a focus on the quality of relationships emerged.

So we had really positive relationships with people we worked alongside but at the structural level there was the feeling that teacher

education wasn't heard, the voice of teacher education wasn't heard. There was all that stuff about parity of esteem really (Interview, Management 7, 10 October 2000).

That hiatus wasn't the University so much as the two departments, the two Education departments. I think those contributed significantly, its not one sided, this argument you know. But it was those groups as opposed to other parts of the University... There is a lot of history, for example, in my area, [Subject P], it was quite the opposite. The conversations at all levels were hugely positive and indeed the linkages between here, this College and the University right through to the University senate were seen as being incredibly valuable... So there was two-way respect in some areas but in the area which was a third of the degree, the seven papers of Education, there was conflict, there was mistrust (Interview, Lecturer 1, 30 October 2000).

Oh yes, there had been increasing tension, increasing tension and part of that was personalities... But I don't think that people were really saying 'oh how great, let's have a relationship'. I don't think necessarily everyone was totally committed from either the University side or our side (Interview, Management 7, 10 October 2000).

There was considerable tension in the relationship between our Education people on the one hand and the University Education people on the other... I think there is always tension when your actual patch comes under scrutiny from somebody else and that almost by definition there is a disparity between the world view of teachers who have become tertiary educators and tertiary educators who are not teachers (Interview, Lecturer 4, 28 June 2000).

Well my perception of that – because we were involved with the [Qualification A] at the time so I was going to a lot of meetings at the University and it seemed all quite jolly – and, if you want my personal take on it, I think it was personality stuff more than academic outcomes but this is only my perception. We had tension between some key people at this institution and at the University and it wasn't necessarily always academic tension... So there was a hierarchical structure, the University was seen as above there... But I couldn't help feeling that those tensions were generated by that kind of thing (Interview, College Lecturer F, 25 September 2000).

The relationship between the two Education groups was seen as deteriorating while other College/University relationships appeared to remain sound. As teacher education developed a voice, there grew a feeling that it was unheard and inevitably there were perceptions of status associated with such commentaries. The College view was that they had low-status membership of the alliance and this feeling existed from the Principal (who is clear in his views) right through a range a staff.

Eventually we got to a point where they heard that I was unhappy. This was the Dean, and I was almost excluded from a lot of the things

that happened. To such an extent that I said I needed a bigger role so they made me a Deputy Dean and I think the only thing I ever did as a Deputy Dean was read out the names once at a graduation because the Dean was overseas. And I think I did it competently but they didn't ask me to do it again (Interview, McGrath, 5 July 2000).

When I eventually decided that I should be the Deputy Dean to try to weld the partnership together a bit more strongly rather than having all the significant positions in there, I was just excluded... So it was a status thing. The University owns the degree, the University will make the rules and regulations and administer it, and you blokes can teach some of it (Interview, McGrath, 14 November 2000).

In terms of the qualification, one lecturer felt that the structure of the programme at the time of the jointly taught degree divided students in an unfortunate way.

It raised a class distinction I suppose you'd say because some people could come out with a degree related to a university... I think there were definitely two classes. A superior thinking or feeling with this group compared with that group. So people who chose to do the diploma were often thought of as lesser status... I felt sorry for some students who chose the diploma because of whatever reason but they were immediately seen by the general public as perhaps not having the ability... the B team (Interview, College Lecturer B, 14 November 2000).

What was perceived was that the College was the underling partner and the College really taught the diploma bits so the University held the degree. Whereas if we held the degree it might have improved our status. But I certainly think that a public perception is that a qualification from a university has all the connotations of knowledge and respect and all those sorts of things whereas qualification or degree from a college certainly doesn't have the same (Interview, Management 2, 28 March 2001).

It is clear that the experience of teaching the BEd degree with the University raised strong feelings about, articulation of, and views on status in general, academic status, and institutional status. The development of a mind-set on this was an important stage of psychological growth in moving towards a College degree.

Another set of problems was related to the difficulties the students encountered in managing the demands of a programme taught across three sites - the University, the College and their teaching experience schools and, consequently, having three different masters.

The other thing that was inherent in that degree was an incredible tension between three sites. I think there were real issues about students having to work between Epsom, Auckland and for practicum placement. The notion of a student being on practicum out in a school

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and having to dash off two half days a week to University lectures was just an anathema to Principals who felt that they needed to concentrate on it (Interview, Lecturer 4, 28 June 2000).

There were real pressures on the students because of their loyalty to three competing organisations - the College, the University and the site of practice. And it was the practicum that was one of the key issues because the University programme didn't change for the practicum... For the two organisations not to be able to resolve that is actually an indictment on the organisations who needed to have the focus on the students (Interview, Former Lecturer E, 29 June 2000).

When it came to students' being spread across sites of University, schools, and College, the University got preference because they were University papers that they were passing... So it started to erode the whole of the structure of the qualification and yet the University could never see that those were real problems. They wouldn't change, apart from Education which was put on at compatible times. Most of the other subject areas like anthropology, geography and so on - they wouldn't change the timetable, they wouldn't say well when the third years are out on teaching practice with blocks of time we will suspend our lectures, we will put those people into a tutorial and give them a special deal. They didn't do that. They just said no, no this is our timetable, this is our programme, you come in and do them. So it became pretty frustrating (Interview, McGrath, 5 July 2000).

This issue of divided loyalty was seen by the College staff and management as being at the heart of the problems with the degree as perceived by the College.

Increasingly, working with the University, became more difficult on a structural level. But one of the main difficulties was for the students because they had to do seven of their papers from other than Education. Now we had no control over the timetable so in effect what was happening was that the practicum was being compromised... [The programme leader] had this saying "the small leash syndrome". Our students wouldn't go to South Auckland because they couldn't get back to Auckland [University] in time. Now we still suffer from the effects of that. We don't place students in South Auckland... The real problem for me was the fact that we were actually losing credibility with our school community, I am talking about Primary, and also that our students were not getting a real go at practicum... The real issue was that the students were stretched across the three sites. And I don't think that we can underestimate that – it really did have a huge impact (Interview, Management 7 10 October 2000).

The students were not excluded from being involved in this as the risks that came with any perceived lack of parity of esteem were understood.

I guess a concern was that it was unclear where the loyalty of the students was and was going to be in terms of where they had received their education. And that is quite important in the longer term of things... Given that a degree outweighs a diploma, the alma mater

was going to be the degree granting institution. And there were risks around being the junior partner in there (Interview, Former Lecturer E, 29 June 2000).

By the time the Review concluded the relationship between the University of Auckland and the Auckland College of Education had changed. Any changes aimed at improving the quality and administration of the jointly taught degree in a way that could have addressed these issues were too late as no students were enrolled in that programme for the 1997 academic year,

The Review Outcome

The Review itself did not result in any decisive action.

> I thought it had finished but there wasn't anything to finish. It just seemed that we had done a review and there were some complaints from the College and some complaints from the University and there were fourteen of those and three of these and two of those and the... I had been in and complained and I said look we have these big differences between us and we are not getting on, what can we do about it? So we had a talk with [the Registrar] and we established this wider group (Interview, McGrath, 5 July 2000).

> We were trying to open up the whole issue of what was a BEd for teacher education. After that we realised that nothing was going to change because we were just talking past [each other]. When we got into groups in the afternoon [at the review conference] it was the first time that we had ever talked as a group to the University colleagues and we just really talked past ourselves and I think that came back to the fact that we didn't ever start from an agreed philosophic base and we could never meet the divide. Because what we [the College] had was a belief in professional education and (not unnaturally) what the [University] Education department was actually looking at was a liberal arts type focus. So I don't think it was anyone's fault but it was just that we were coming from two different perspectives and traditions... we had no bridging... it would have been a philosophical thing (Interview, Management 7, 10 October 2000).

A response of the institutions to the Review was to establish a wider group, a Management Committee of both the University of Auckland and the Auckland College of Education to oversee the management of the jointly taught degree programme. This Committee met for the first time in March 1996 and continued to meet until the end of 1997. A Memorandum of Agreement between the University and the Auckland College of Education was prepared and agreed for the 1996 academic year.

At a meeting of the University of Auckland Senate held on 1July 1996, the Vice-Chancellor reported that the University would be entering teacher education in response to the Ministry of Education's pro-active role in making teacher education contestable and the strong support for such a move from the Department of Education at the University following the withdrawal of the Auckland College of Education from the BEd programme.

Co-operation had been replaced by competition – it had been the reported position of the Dean of the Education Faculty that if the Auckland College of Education wished to "compete" with the University through offering its own degree, a joint programme and co-operation would no longer be possible. The demise of the BEd degree led, within a year or so, to the BMusEd (a specialist music education degree also jointly taught) being withdrawn by the University. The College argued for transition procedures for students in the programme but by then nothing was easy.

> I was reprimanded by the Dean of Arts for even contemplating the move into teaching our own degree and those sorts of things. What I was trying to do was to negotiate a continuance of the programme for the betterment of students but what he was trying to do was to rub my nose in it and say we have to take this away from you because we know best and we can do it better than you... we tried when we ran into those problems. We then set up this wider group and it met a few times but it was too late, it was genuinely too late (Interview, McGrath, 14 November 2001).

The experience of the College in teaching the BEd degree had led to a set of circumstances into which the innovation of a provider degree could be introduced. This environment, which had become fertile for such an innovation, was characterised by:

- College staff who had tasted the excitement and growth of working in a degree setting;

- a College which had developed a sharper view of its integrity as a teacher education provider through having worked in a setting that made explicit both philosophical positions and theoretical paradigms;

- a College that generally had had its pride wounded and which sought to exert its status and integrity;

- a College which had seen the difficulty of programmes that lacked coherence and integration through requiring students to work over three sites, through only involving some of the staff in joint activity in the degree and through having no binding philosophic under-pinning for the qualification.

Summary and Analysis

The College had somewhat belatedly entered into a relationship with the University to teach a joint degree programme and in doing so opted for a conservative model that posed little challenge to the existing programmes in both institutions. The exception to this was the set of jointly taught Education papers on which College and University staff worked together. However, from the point of view of the College staff, there was no parity of esteem between the two groups. Certainly there were positive gains for College staff from working with their University colleagues, such as immersion in the academic world of the university, grappling with issues related to teaching at degree level and the intellectual stimulation of research and theory. But overall, College staff were never comfortable and the allure of developing and delivering a College degree became compelling. Consequently, the relationship between the College and the University fell apart untidily at the conclusion of the review of the BEd. The arrival at that time of competition in teacher education thwarted any real attempt to resolve the difficulties of the jointly taught degree.

The next chapter deals specifically with the development of that provider degree. A summary related to the change narratives, based on the shift from a jointly taught degree and the introduction of a provider degree, is presented at the end of that chapter as it is evident that the two are inextricably linked.

Chapter 9

Degrees of Change: A College Provider Degree

As outlined in the previous chapter, the College had in 1995 reviewed its BEd degree taught jointly with the University. While there had been gains for the College in that relationship, by 1996 the strains were compounded by the onset of competition in teacher education. The sequel to the review, a new management group and a stated commitment to improving the relationship, was never able to show results as the College announced its intention to develop a provider degree. In McGrath's words it "was by then too late" to rescue the jointly taught programme. This chapter details the development of the College's BEd (Teaching) and its impact on pre-service teacher education.

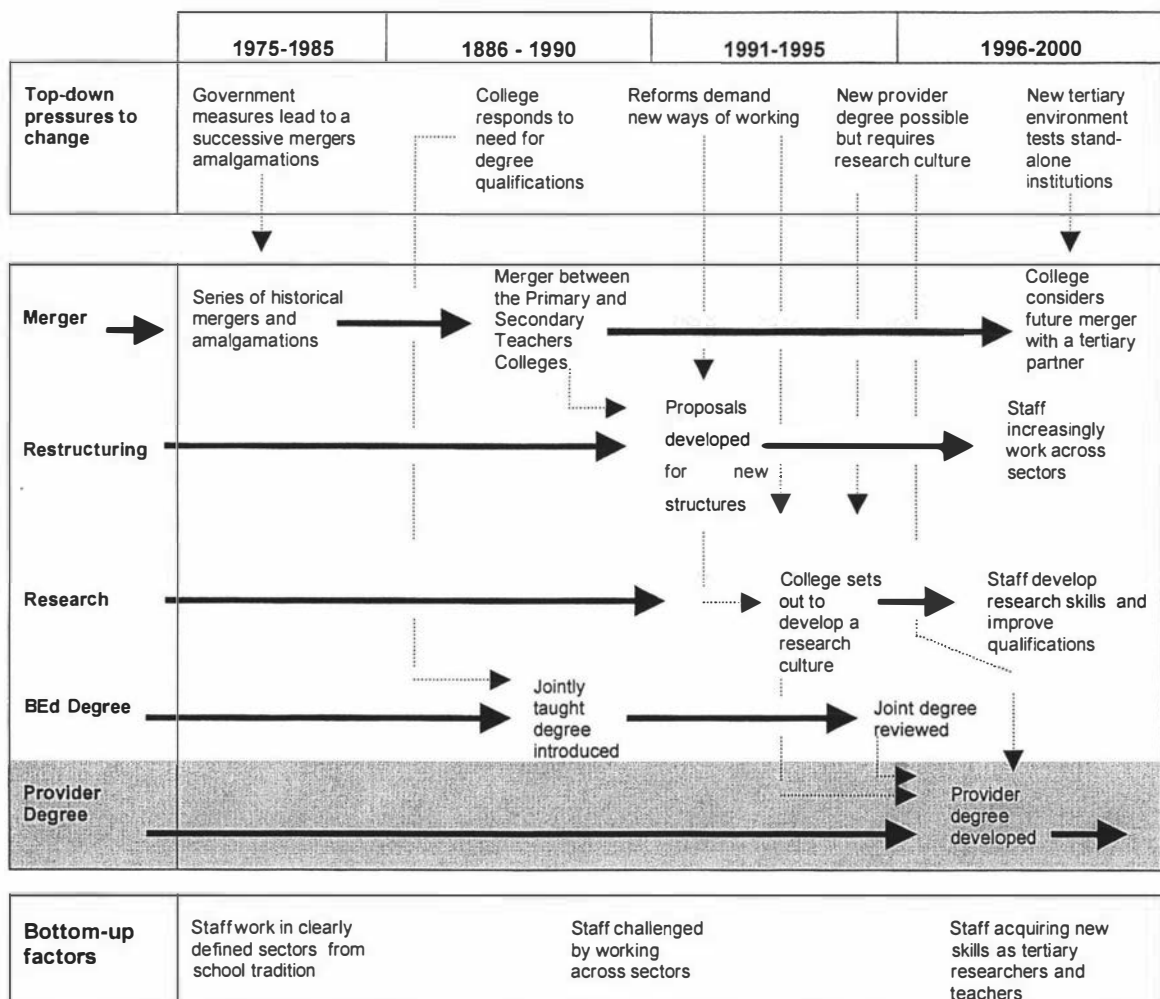|	1975-1985	1886 - 1990	1991-1995	1996-2000
Top-down pressures to change	Government measures lead to a successive mergers amalgamations	College responds to need for degree qualifications	Reforms demand new ways of working / New provider degree possible but requires research culture	New tertiary environment tests stand-alone institutions
Merger	Series of historical mergers and amalgamations	Merger between the Primary and Secondary Teachers Colleges.		College considers future merger with a tertiary partner
Restructuring			Proposals developed for new structures	Staff increasingly work across sectors
Research			College sets out to develop a research culture	Staff develop research skills and improve qualifications
BEd Degree		Jointly taught degree introduced	Joint degree reviewed	
Provider Degree				Provider degree developed
Bottom-up factors	Staff work in clearly defined sectors from school tradition		Staff challenged by working across sectors	Staff acquiring new skills as tertiary researchers and teachers

Figure 9.1 Schematic Outline of the Change Narratives

The review of the BEd degree had encouraged the College to consider the development of a provider degree, an option that had become available to the College as a result of the development of the National Qualifcations Framework under the control of the New Zealand Qualifications Authority.

Background to the Development

There had been earlier hints that the Auckland College of Education was looking at a new qualification of some kind. During the 1994 restructuring of the College "there had been talk about the idea that we should have done it in the first place" (Interview, Former Lecturer E, 29 June 2000). But the clearest signal came in a paper written 1995 by the Principal, Dennis McGrath on behalf of the Strategic Leadership Team in early September. The paper, *A Proposal for an ACE Teaching Degree* (McGrath, 1995c) began by declaring that "the decision to investigate a college-based degree for teaching has not been taken lightly." The paper went on to discuss a series of key issues and areas such as the rationale of the programme, its duration and structure and the relationship of such a degree to the National Qualifications Framework. It also dealt with issues such as the relationship with the University, the College's research culture and proposed a structure of working and consultative groups for achieving the development.

McGrath (1995c) urged that the development produce an explicit rationale for any new degree. He questioned the knowledge, skills and values that Auckland College of Education graduates would have and noted the positive impression created by the University of Waikato's BEd presentation at the July 1995 BEd Degree Review Conference, where a clear, overt philosophy and rationale for that qualification was explicated. He also noted that the then current jointly taught BEd degree did not have explicit principles and philosophy, a theme that had become prominent at that time in the Auckland College of Education submissions to the review of the jointly taught degree (McGrath, 1995a).

He went on to consider the length of the programme and while acknowledging the current practice of four years for conjoint Diploma of Teaching/BEd programmes, emphasised the need for a three year exit point in order to meet Ministry of Education demands. He posited several ways in which the three year exit point could be articulated within an overall four year programme.

The programme, he asserted, need not be constrained by the then current programme, but he noted the increased professional education component in the University of Waikato's BEd degree, the fact that the 'market' for graduates and the acceptability of the qualification to it were important considerations, and that the development had to take account of the issue of 'content knowledge'.

The means by which the College could have its own degree programme were described in terms of the options opening up under the National Qualifications Framework - i.e., a degree registered on the framework and based on the unit standards then under development in the Qualset development (Gibbs & Aitken, 1995). Two further possibilities were put forward: (i) a "provider qualification" that would see the Auckland College of Education registered and accredited to teach its own degree programme based on specified outcomes, or (ii) a combination of the two approaches - i.e., a provider degree but based in part on the unit standards for initial teacher education. The ability of the College to have the qualification approved by the Teacher Registration Board was seen as essential but not problematic.

Clearly, the suggested development would have an impact on the relationship between the Auckland College of Education and the University of Auckland, institutions which were, at the time of the publication of this paper, in the midst of reviewing the jointly taught BEd programme and McGrath acknowledged this, warning that "this will be a problem for discussion... If we pull out of the BEd with the University there will be EFTS and staffing implications for both institutions." He then moved on to raise the issue of competition.

> We also have to consider the possibility of the University of Auckland deciding to offer teacher education and compete for EFTS with us and we have, too, the possibility of Massey University offering teacher education at Albany. We note the recent statement that Unitec will offer secondary teacher education – presumably in technology but this is not confirmed yet (McGrath, 1995a).

McGrath then drew attention to the importance of the research culture in a degree-granting institution.

> A key to any institution being accredited to teach degree programmes is the research culture to support the programme. We need to ensure we can record and defend our record here. We have tried to emphasise this in recent years and we have the advantage of

accepting the NZQA definition of research which again features in TAG papers (McGrath, 1995a).

In concluding this paper McGrath outlined a means of proceeding by recommending the establishment of a steering group, a consultative group and an external advisory group, recommendations that were subsequently adopted for the development. The paper was accompanied by an invitation to staff to consider the key questions and to communicate their views to the steering group. "We can assure you all ideas will be heard even if we can't assure you all ideas will finish up in the final version." The "starters to ponder" were listed at that point as:

1. Name of the qualification?
2. Duration?
3. Balance of subjects/themes?
4. Place of practicum?
5. Use of technology?
6. Generic or specific?
7. Role of research?
8. What cross-crediting?
9. Further study possibilities?
10. Philosophy?
11. Rationale?
12. What is the ACE graduate profile?
13. What group of teachers are we catering for?

Early Childhood (0-5 or 0-8?)
    Primary   5-12 or 5-10 ages?
    Secondary   What about year 7-10?

(McGrath, 1995c)

The review of the jointly taught degree and the move to develop a provider degree were related.

> I think it really arose out of the July... when we talked with the University and nothing was going to happen as a consequence. It was a report that glossed over things and highlighted some issues and concerns but I think it was then we began to think seriously, well if we are not going to get any control, if we are not going to get our share of resources, then probably we should be doing something about it (Interview, McGrath, 14 November 2000).

> Dennis McGrath was very careful to say all the way through... that we needed as an institution, as part of this review, or parallel to it, to be working to see whether there was an alternative... But at the same time it was kept fairly much as an adjunct thing rather than as a part of [the review]. It was sold, and I think conceptualised, as a scoping exercise to see whether it was viable for us to look at a

stand-alone degree... I think it added a certain spice to the review process. I think there were strong assertions and assumptions made by many that this was almost a decision that was made and the review was perhaps to window-dress it. I think there was a certain amount of animosity about us being a little forked-tongued, that it wasn't just a scoping exercise (Interview, Lecturer 4, 28 June 2000).

McGrath recalled raising the possibility of a new degree informally with a senior University staff member.

I remember coming out of one meeting and saying to [Senior University Staff Member] on the pavement, I don't know, probably August or September, and I said look, we are going to see if we can do our own degree. We just don't see we are getting enough progress in this programme. He just said [*exclamations*] and walked off. And so I came back and said well he doesn't seem to care very much. So, that paper that I wrote in September was still tentative. It was actually saying well these are the issues that we would have to face if we did our own degree and are we prepared to face them? And people said 'Yes let's do it!' So then it became very much of a rush (Interview, McGrath, 5 July 2000).

The move was further aided by an examination of the components of the jointly taught degree. There appears to have been something of "road to Damascus" event.

It was in July, if I remember, and by that stage the kind of work that I was doing both in terms of TEAC and the qualifications group [TAG] I could see there were possibilities... My personal feeling was that we would be better to run with the University rather than setting our sights out in our own track. I think it was some talking with [a group of senior staff] in here and I drew on the white board what it would be. Then I suddenly had the vision that if we stripped out the liberal arts stuff we could get a degree within three years. That would be very marketable and then we could have a specialisation in the fourth year for those people who really wanted four years. I remember drawing it on the board (Interview, McGrath, 5 July 2000).

We actually started to tease out some ideas and it was almost a revelation when we looked and discovered that a quarter of it was the liberal studies sort of stuff, liberal arts, and if we pulled that out we would be left with a focussed professional degree. And if we had a focussed professional degree, who would offer it? Well all that stuff that I had been doing with TEAC and TAG... helped [us] to think well, yes, we could do that because I knew all about provider degrees and so on (Interview, McGrath, 14 November 2000).

I remember [a group of senior staff] sitting with Dennis and we were really worried, we just didn't see how we could carry on because what we were believing in was being compromised [by the jointly taught degree]... and I remember Dennis said well we could do this you

know, a provider degree. He was getting that feedback from that TEAC stuff and I remember thinking well should we do it and him saying why not. And that was kind of right! And from there it kind of went whroom! (Interview, Management 7, 10 October 2000).

Now the... success of the development was based on quite a lot of things. One was because there was this real frustration of being like the handmaidens and we couldn't have control of our own destiny and our beliefs about professional education, teacher education. That had been growing because there had been quite a lot of debate through the PSTE Board and through staff meetings and through seminars etc... I was like well, ·yes, let's take charge of our own destiny, let's develop our own degree. So I think where we were coming from was quite critical in terms of getting things going really quickly. The fact that we had a short timeframe really focussed peoples' minds because you could only focus on the detail, on the important stuff. You couldn't get caught up in the all the extraneous stuff. Structurally it was really good because we released [Staff Member] to head the steering committee and he reported to members of the Strategic Leadership Team... That was really important because he could use us... he could drive it but didn't have to alienate people by making negative decisions. It could be us and also he had us as a sounding board. Then there was a steering committee that was carefully chosen to actually have a combination of skills and personalities etc and then underneath that there were the groups, the Heads of Centre representatives that were like reference groups and then we ran external reference groups. So I think the structure of it was really profitable, plus the driver that we had a short timeframe, plus the fact that we were coming out of what was perceived as a negative situation. Then [University Senior Staff Member] wrote in the education review that we had actually been thinking of it for a long time because how on earth could we have developed something in effect in such a short time. That was actually not correct but where we were coming from plus the knowledge we had gained from working in the old BEd actually allowed us to fly in a very short time (Interview, Management 7, 10 October 2000).

The speed with which the College had to work in the development was in part precipitated by the reaction of the University to the proposal which came along at a time when there was active promotion by the Ministry of Education of contestability in teacher education and when the relationship between the two institutions was strained following the review of the jointly taught degree.

I don't think we realised quite how abruptly it would close that door. So what we did then was make a commitment that we would phase it out. Some of the other colleges, when they went into their degrees, they started with Years 2 and 3 and transferred people over and did things with obscene haste because they would simply just repackage things that they had got whereas we structured it [the new degree] from the beginning and planned a sequence and we said that we would start with Year 1 and move through. We took quite a lot of

opposition from the students who wanted to change immediately, obviously from a diploma into a degree, and wanted to finish up with a degree without having to spend four years doing the conjoint BEd (Interview, McGrath, 14 November 2000).

Because having said that [the College] was going to do it, the response of Auckland University meant that it had to either go absolutely whole for it and take the absolute high ground or it was going to die in the ditch. It actually couldn't at that point simply repackage... because it would simply be seen as going back to what had been in 1989 and you would have had a choice between an academic rigour and whatever (Interview, Former Lecturer E, 29 June 2000).

Once we had decided that that was something that we could pursue (and that was summarised in the paper in September where I tried to capture the kind of flavour of what was going on at that point and set out those issues) and then there was almost a ground swell of people saying 'yes we can do this, we can buy into it', without really realising the extent to which that was going to change the College actually. Because if it was a degree, it had to be at a different level from diplomas and it had to be structured in a way that you couldn't just use your old stuff re-packaged. You had to start again and that was the key, developing the idea of the matrix, and the research base, and all those sorts of things (Interview, McGrath, 14 November 2000).

Not that the "rush" was seen negatively. It was described by one person as "critical" and not allowing "time for people to kind of track off." (Interview, Management 7, 10 October 2000).

Factors Giving Impetus to the Development

There was a variety of other reasons that were perceived as having given impetus to the development.

Accruing greater status.

Unashamedly, we wanted to be the leading college and as the leading college you have to take a few risks on occasions. We were the first to decide to do it. The others all accused us of changing the face of teacher education, well we did, we brought in a degree (Interview, McGrath, 14 November 2000).

Moving away from tensions and failing relationships with the University.

Its relationship was broken with Auckland University (Interview, College Lecturer E, 6 September 2000).

I think on the one hand there was an increasing sense of tension and almost to the point of anxiety that the conjoint arrangement we were working in was failing to meet the needs of students and staff and to some degree the profession (Interview, Lecturer 4, 28 June 2000).

Firstly there was the need to get away from Auckland University *per se*, and I think there was a sense that it was a way of perhaps gaining some kind of market share, that it was a sense that something was needed to change the process of teacher education and the way to do it was to introduce a new kind of degree (Interview, College Lecturer D, 25 September 2000).

Becoming more competitive.

I think one of the key reasons is the competition from other institutions. It was seen that that was going to happen and to attract students here because I think that the numbers and the quality of some people coming through was changing... I think it was competition from other institutions (Interview, College Lecturer B, 19 September 2000).

If we were to stand, even in a co-operative relationship with the University, we had to be better at teacher education than we were. There was a lot of teacher education which was content or selected studies in the primary area anyway, there was a lot of it which wasn't in my mind integrated so if we were going to lift the standard at all then it had to be lifted by involving people in a research type of approach (Interview, McGrath, 5 July 2000).

Well I think it was all about being competitive. It needed to... look at how it was going to replace what the University provided but it also wanted to look at providing a more streamlined three year degree so that we were actually more competitive (Interview, College Lecturer E, 6 September 2000).

Exhibiting institutional maturity.

[Staff member] was talking about we've got to have our own degree. How come Unitec is going to have its own degree and we haven't got a degree? Our people do three years and they come out with a crappy diploma (Interview, Management 6, 15 June 2000).

Some people had always been wanting our own degree and other persons even thought we shouldn't be doing a BEd [with Auckland University], we should have been doing our own degree from the beginning. But I think it was fairly important to give us the confidence to actually develop our own (Interview, Management 7, 10 October 2000).

Clarifying philosophical orientation.

> I think that perhaps the College here saw a need for the degree to be much more teacher pedagogy focussed than perhaps the theoretical approach that the University had. So although we remained with a theoretical background, that whole thing about the professional practitioner was a really key aspect of what we could produce through this degree. So I think it was a genuine desire to create a really gun teacher who was good in the classroom but also to attract people in because it was a shorter degree. So the challenge was to create a shorter but very good degree (Interview, College Lecturer E, 6 September 2000).

> We keep on under-selling ourselves as a profession. There is no reason why teachers should study for three years and get a measly diploma when in many other, most other disciplines, that's the route to a degree. I think there was a feeling that this liberal arts rationale is a sham, that it doesn't deliver what its defenders are saying it delivers (Interview, Lecturer 4, 28 June 2000).

> Much more of a focus on what is the practice of teaching. What is the underlying philosophy of the practice of teaching? That is where our core expertise and research and thinking and analysis needs to fit (Interview, Former Lecturer E, 29 June 2000).

The catalyst for change in this instance was the experience of College staff of working in a degree environment, the external development of the National Qualifications Framework and a College ready to respond to these by "stepping up" to its own degree programme. The College was ready for change.

The Change Environment

McGrath had set in train a series of events that had led rapidly to a decision to develop and introduce a College provider degree. While in part the deteriorating relationship with the University was a motivating factor, the development found more powerful motives in the opportunities offered by NZQA, the perceived increase in status such a development might bring, the feeling that the College would be more mature and competitive and the desire to have a clear philosophic orientation to its work.

In their paper, *Seizing the Opportunity*, Lomas, Windross and Landman (1997) described some of the wider trends and discussions within the College that had led up to the publication of the McGrath paper. These included what they described as "international trends", such as an increased focus on outcomes in teacher education programmes and a concomitant debate about competence versus competency. Staff

at the Auckland College of Education, the paper claimed, "saw teacher education as based on conceptualisations of teaching as a highly complex, richly textured professional practice involving a myriad of interactions, judgements and integrative reflection on practice and theory" (Lomas, Windross & Landman, 1997, p.14) as opposed to a view of teacher education centred on a skills-based approach which described the processes of teacher education in increasing detail and scale. "All that was certain at this point was the turbulence of the context" (Lomas, Windross, & Landman, 1996, p.176).

This highlighted the theory/practice tension that had been a recurring theme through the review of the jointly taught degree and was to remain an ongoing factor well beyond the development of the provider degree. This tension is reflected in comments such as:

> I think there has been a big move in Primary towards reflective practice, it is a big key, it is one of the three big keys in the new degree... I think there is too much of a push there and I would like to see a bit more of a skills based approach in the degree (Interview Community C, 18 October 2000).

> I think some of the teacher training overseas was appalling. It's been far too theoretical, it hasn't been anywhere near skill-based... I think we have got people on the staff here who are reasonably close to the classroom but I think they have got to be very careful about whether they say let's make sure we have got the status of [a degree granting institution] and the really rigorous assignments and so on, and they are not doing the work like lesson preparation, demonstrations, voice projection, management skills - all of that which we want in a beginner teacher education course as well as some theoretical underpinning. It's getting that balance right which I am sure is a continual dilemma in this institution (Interview, Community E, 18 October 2000).

> I thought they [i.e., the University] were all theory and no practice... you have all the theory but you don't actually balance it out with practice and practical application... The principals say can the students go out there and start teaching? That we have to show them how to teach when they go out to the schools and that is the thing about a degree - they think it is about theory. But surely there's a balance (Interview, Management 4, 6 November 2000).

> And I think that perhaps College here saw a need for the degree to be much more teacher pedagogy focussed than perhaps the theoretical approach that the University had (Interview, College Lecturer E, 6 September 2000).

> Our current modules are much more based in theory... The old modules I would describe as much more the sort of "the hundred handy hints" for the starting teacher whereas the new modules are

much more theoretical (Interview, College Lecturer E, 6 September 2000).

I think that there has been a very strong attempt to make the connection between theory and practice so that the practitioner is theoretically informed... I wonder if sometimes the theory is significantly sort of segmented out from practice whereas I think this degree has attempted to bring the theory and practice much closer together (Interview, College Lecturer E, 6 September 2000).

So [the University staff] see themselves as researcher/scholars within a particular discipline. People here [at the College] see themselves as teachers (Interview, Former Lecturer F, 29 June 2000).

Some of the discussion had also centred on views of teacher education that had been characterised by Snook (1993) as a tension between seeing teaching as a "learned profession" and considering it to be a "craft" (i.e., a technicist approach) and which had been the subject of a teacher education conference paper at Auckland in 1995. Snook's descriptions were as follows:

The first sees teaching as a practical craft centred on classrooms and the meaning of children's needs. The good teacher understands children, has sound teaching methods, a general familiarity with all aspects of the curriculum and the ability to control a class. All these elements are important and need to be preserved but the model is limited and quite inappropriate to the challenges ahead.

The second sees teaching as a learned profession. Its practitioners have a broad grasp of schooling in its social historical and political context. They are able to provide expert advice on the theory of education and on education policy. Their approach to teaching is informed and critical. Their methods are based on the best research available though they know very well the limitations of this research. They are highly educated in the content they teach. They understand the nature of the various disciplines and their limitations.

(Snook, 1993, p.20).

In teacher education nationally there had been a general move away from stating the emphases of a teacher education programme only in curriculum terms towards forms of categorisation such as the "learned profession"/"craft" descriptions used by Snook.

I think it was probably that teaching was a learned profession – that shift from training to education. That it is a very learned profession and you need to recognise that and that had not necessarily been the case in primary school teacher education previously. I talk about reflective, the critical reflection that teachers need to be able to exercise critical reflection. I think probably also underpinning was that need for teachers to meet the socio-economic demands of the

classroom as they are in the nineties (Interview, College Lecturer C, 25 August 2000).

The technicist approach was characterised as follows:

> I guess that there were a couple of things happening at the time which had the potential to literally blow teaching apart into a whole lot of fragments and you will recall the rhetoric about NZQA – you can go to Auckland College of Education and pick up this bit in nose blowing and this bit in shoe lace tying and then you can go to another college of education and the database will track you and we will assume that by the time you have picked up all those. Well what was it up to at one stage? There were 263 unit standards. None of which will have any dimension of demeanour or personality (Interview, Lecturer 4, 28 June 2000).

A further set of emphases was developed at the Auckland College of Education in the matrix for its Bachelor of Education (Teaching) degree, which was built around four domains and a series of statements about professional dimensions, knowledge, disposition and performance for each (Windross & Lomas, 1998a). These domains would subsequently be codified in a teacher education "matrix" – a philosophic and skill schema – to underpin the degree.

The description of the background to the development (Lomas et al., 1996) also detailed further aspects of the changing context within which teacher education was operating in New Zealand at the time the provider degree was being considered. Important factors in this changing landscape were the likely introduction of competition to the traditional teacher education providers through the government policy of contestability and the pressure to shorten courses to meet a demand for primary teachers.

Internal factors at the College that had an impact were the 1995 organisational re-structuring that created the Pre-Service Teacher Education ("PSTE") grouping within the College from which had come the impetus for the development of this new degree (Lomas, Windross & Landman, 1997, p.15). This had led to focussed discussions on the nature of teacher education. "In early 1995, the re-organisation was followed by discussion at the Pre-service Teacher Education Board level ... on the nature of teacher education" (Lomas et al., 1997, p.15) which focused on the "ideal graduate" and the teaching and learning principles that would inform a programme to produce such a graduate. Prevailing practice was being challenged and new philosophic orientations were being developed and articulated.

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Alongside these internal events was the development of the unit standards for teacher education through the Qualset project (Gibbs & Aitken, 1995). A seminar sponsored by the College considered their place in teacher education. This appears to have resulted in the development of a concern about the number and degree of specificity of the standards and the tension between choosing on the one hand "atomisation" and on the other a "holistic and integrative" approach (Lomas et al., 1996, p.176).

> These issues echoed those being debated among College staff, focussing on concerns about the atomisation of the complex and richly textured practice that is teaching. These links were highlighted in a post-seminar ACE discussion. Indeed, this discussion was critical for the crystallisation of ideas on key issues and the identification of the need to pursue these within the College (Lomas et al., 1997).

The recommendation at a second Qualset seminar that a moratorium on the further development and introduction of unit standards in teacher education was to leave the College with fewer options as the external "atomised" version of teacher education was not to become available.

Among "other significant and timely events" at this time was the publication of consultation papers in August 1995 by the Tertiary Action Group, a New Zealand Qualifications Authority working party charged with developing links between the qualifications framework and tertiary institutions and qualifications (New Zealand Qualifications Authority, 1995). This report had proposed two kinds of degrees – one a national degree based on unit standards (a proposal subsequently thwarted in teacher education by the moratorium) and the other a provider degree developed within an institution that was accredited to deliver it. A further key event was the review of the BEd degree then jointly taught by the University of Auckland and the Auckland College of Education.

This review had identified that the jointly taught degree suffered from a lack of effective communication, a problematic spread across three sites and the lack of a clear philosophy. There were also significant differences between the two institutions which made explicit the frustrations felt by those involved (Lomas et al., 1997, p.16). At that time the College was also considering a "stand-alone professional focus of a meaningful qualification" (Interview, Lecturer 4, 28 June 2000).

Lomas et al. (1997) went on to describe the galvanising effect of the Tertiary Action Group report and the subsequent events surrounding the slowed development of national degrees alongside the option of provider degrees. In their view, it was acknowledged in the College that what were opportunities for the College were also opportunities for competitors and speed became essential following the College's signal to the New Zealand Qualifications Authority in August 1995 of its intention to submit a proposal (op.cit., pp.17-18). Lomas et al. (ibid) described the shift from "investigation" to "development" as "more an acknowledgement of a gathering momentum than a decision" (p.18). Staff and students shared "a clear sense of stimulation, passion, and anticipation" and motivation, coming from a wish to be "pro-active" in facing both the challenges and the competitors ("including new providers with tenuous connections to the profession of teaching"), was high as "the stakes grew higher and a charged atmosphere pervaded the project" (Lomas et al., 1997, p.18).

Having signalled the development of a provider degree, the College established a process that would enable work to proceed at high speed. Issues such as the tension between theory and practice and the general orientation towards a "learned profession" view of teaching were addressed. At the same time, with the development of unit standards for teacher education having become stalled, the provider degree emerged as the only option for the College. A philosophy crystallised into a matrix that would assume significance in the degree development.

The Degree Philosophy

Central to the development of the BEd (Teaching) degree was the "specifically crafted philosophy statement and a carefully researched and structured matrix of the dimensions of teacher education" that the College developed (Lomas & Windross, 1998; Windross & Lomas, 1998b). In the second of a series of three papers, Lomas and Windross (1998) described the motivation for the development of the philosophy and the matrix as a feeling that the philosophy of the existing diploma/degree programmes was deficient. While the writers "had confidence that the sum total of all the bits making up these programmes was a solid grounding for beginning teachers" they went on to state that "there was little formal articulation of how or why this might be so" and indeed asserted that for existing programmes "there was no clear statement of philosophy or overall articulation of outcomes for existing programmes" (Windross & Lomas, 1998b, pp.8-9). With the support of the Tertiary Action Group for a clear statement of programme outcomes, the writers declared their determination at that time

to "start from scratch in a re-visioning of ACE's approach to teacher education" (Windross & Lomas, 1998b, p.9).

In light of the experiences in the jointly taught BEd degree, it was not surprising that the philosophy of the degree should be distinct from that conventional education degree, which was firmly based in the liberal arts tradition. The basic premises adopted for the new degree were that the degree would prepare students for entry into the profession of teaching and that teaching was a professional activity (Auckland College of Education, 1996, p.7). This was to be, therefore, a "professional degree" built on a base of professional knowledge derived from the world of the teacher and reflecting the different areas of knowledge that contribute to effective practice: knowledge of educational ends, purposes and values, subject matter, the curriculum, learners, and pedagogical knowledge both content and general. In addition to this, the degree would also include a dimension of disposition alongside those of knowledge and performance. Much thought went into this philosophical underpinning.

> We did a lot of work, really questioning our view of learning and teaching... Part of it was related to the fact that we were actually getting different types of learners coming in. We were getting a far less homogeneous group. We were having a strong Maori and Pacific Islands group, some of them were failing through the old BEd, so it was trying to actually review and re-look at how we did things in terms of enhancing learning... The more face-to-face, the more dependent the model you have in terms of learning, not only is it not positive for the students but you also have to think of the effect on the lecturer. The BEd (Teaching) philosophy was actually based on that whole view of developing independent learners. And that is something we learnt. The BEd, the old one, didn't have any philosophical base... Whereas with the BEd (Teaching) the first thing we wanted to develop was a philosophical base statement which was then refined (Interview, Management 7, 10 October 2000).

> To be a teacher you have to know curriculum but you also have to know how children learn and the environmental conditions which is Education. But there are also those other generic skills about reflection. At that point I don't think reflection was signalled as clearly. But there are all those other kinds of skills and knowledge and dispositions that were lost, that aren't really about Education, they don't fit in Education, especially if Education became more and more focussed on its own area, but are really important to being a teacher (Interview, Management 7, 10 October 2000).

> We knew that what we were doing was high risk because it was changing the face of teacher education and we actually wanted to address the things that we knew we hadn't been doing right in the old degree and that is the relationship of practice to what is happening at ACE. Before it was something that was happening separately,

something that happened at three sites. But getting those interrelationships was the driver for the BEd (Teaching) and why one of the philosophical bases was the whole concept of integration (Interview, Management 7, 10 October 2000).

I think there was perhaps the influence of being involved with the University of wanting to have a well informed degree not just a collection of practical papers that needed to have a sort of philosophical and a pedagogical coherence to it (Interview, Management 2, 6 November 2000).

We also wanted to have a professional degree. We didn't want to call it a Bachelor of Education, we wanted a teaching degree, that is why it is called the Bachelor of Education in brackets Teaching (Interview, Management 4, 6 November 2000).

The degree is described as having a "strong philosophy" (Interview, Management 1, 6 November 2000), "a strong articulated philosophy" (Interview, Management 5, 6 November 2000) and even though one senior staff member felt that "it hasn't got a strong articulated philosophy by the majority of staff who teach it" (Interview, Management 1, 6 November 2000), there is agreement that "in the degree submission it had been very carefully thought through and was articulated strongly...it would be underpinned by reflection and... integrated with the integrating strand" (Interview, Management 5, 6 November 2000).

The Degree Philosophy: Reflection

While undoubtedly elements of the philosophy were present in the College programme previously, there was a strong feeling that new emphases had entered the palette of philosophy that informed the College programmes. Foremost amongst these were reflection and critical theory.

An important component of the new degree was the "pivotal role" given to reflection which was described as "central to the notion of teaching as a professional activity" (Auckland College of Education, 1996, p.8). A set of beliefs and practices centred on the notions of reflection, critical reflection and the reflective practitioner were central to the development of the philosophic underpinning of the degree. This was very much based on the work of writers such as Schon (1987, 1995), Smyth (1987), Smyth and Shacklock (1998), and Schulman (see Wilson, Schulman & Richert, 1987). By the time the new degree was introduced there was a shared understanding of reflection.

The ability to look at what you do and why you do it in a structured way and in order to make a difference to what you do next (Interview, Management 7, 23 May 2001).

An understanding of this went across all areas of the programme.

There was a focus on reflective practice that was new. Well, it was [previously] in the Education stream, but it didn't underpin the programme (Interview, Former Lecturer F, 29 June 2000).

Rather than it being a concern of only a group of staff in one area, reflection and all that went with it became a central feature of the total programme.

[We] looked a lot at what was happening in teacher education there [i.e., overseas] and looked also at the underpinning approaches that were coming through in the research as to what made an effective teacher, a lot of the work on reflective practice and the need for a body of knowledge about teaching that was the basis the reflective practice... I guess it lined up with a whole lot of concern about teacher education's long history in the generic liberal arts tradition there was more research coming that said 'no, there is a professional practice of teaching and that is what a teacher needs to know'. And they can't look at a reflective practitioner, creating that reflective practice of a teacher as a professional, unless they have a framework against which they reflect (Interview, Former Lecturer E, 29 June 2000).

There is more of a mesh about why we do things and I don't think we brought that through before and I think it is to do with the idea of reflection. We have taken reflection on board in our centre... Somebody decided that it was important and for the first two or three years of the degree that has been really quite a high feature of the degree but I am not sure where it has gone recently (Interview, College Lecturer B, 19 September 2000).

It increased the effectiveness, made them a more reflective practitioner. It certainly made the students much more thoughtful and they are more able to consider their positions and why they are doing things. So I feel astonished at the depth of reflection of some students. They are able to match an effective approach to children and they are able to analyse why that approach is effective and should we be using it elsewhere? (Interview, College Lecturer A, 27 September 2000).

It was out of Donald Schon and all that work of Schulman. If you go back into the education journals at that time there was a focus on reflective practice all over the place... So we were all talking about it, I am not sure why. I suppose if we were reading the education journals it was starting to come up in them... I can remember a [Subject K] journal they were talking about what a teacher needed to know and I can remember at the time reading that and taking that to the steering group... it was not just in the general education and professional inquiry journals but right across the board (Interview, College Lecturer C, 25 August 2000).

Staff developed a view of what reflection was and the ways it would or could manifest itself in the College programme.

> I was one of the fortunate people who went on the week's course with David Smith and I particularly remember him saying two things. One, reflection was often about finding things about yourself you don't want to know, or mightn't like to know. And the other thing he said was that we have got to stop talking about <u>doing</u> reflection and we have got to think about <u>being a reflective practitioner</u>. I like to think that that's been a change since we started our degree, that we are trying to do [it] with students. We say to them, they have got to do reflection. Students think 'well, what is the formula, how do I do it?' This has been one of the reflective changes staff have made in their teaching in the degree since it started (Interview, College Lecturer G, 11 September 2000).

> To me reflection seems to be a very fashionable term. But to me it is looking back on what you are doing and in some ways critiquing that too and looking at what changes need to be done and what can continue in your teaching practice (Interview, Management 4, 16 May 2000).

> We try to model that in our own classes whereby we tell the students – we verbalise our own reflections as it relates to the class that we have taught and maybe it is to do with the content that we have covered and how we would do it differently next time. So the reflective practitioner is someone who consciously and probably subconsciously is asking the question "why" very often and searching for, not answers, but searching for more (Interview, College Lecturer B, 29 March 2001).

> [Reflection is] the ability to look at what you do and why you do it in a structured way and in order to make a difference to what you do next…And so to the BEd (Teaching), the Smyth model was chosen because of what it had – the reflection and analysis (Interview, Management 7, 23 May 2001).

> Critical reflection is much more of a social analysis so you are looking at specific political, historic, economic, cultural, traditional, legal, ethical issues and factors that impact on how our society is structured and particularly how education is structured. So it is understanding how those influences and those factors impact on teachers practices in schools today and making that connection and making that analysis is critical reflection (Interview, College Lecturer E, 22 March 2001).

> [Reflection] is the vehicle by which we at first structure a consideration of things that are more than just the knee-jerk gut reaction response to a particular setting or issue or context or dilemma. Using models of reflection from the outset of the programme students are required and, I would hope, internalise over time the need to think more deeply about what they have done, what

they are going to do, what they are doing while they are doing it. (Interview, Lecturer 4, 11 April 2001).

[Reflection is] a kind of structured way about what you have done, what you do about your practice and the ideas of reflection seem to have had a big impact on the approach which is taken in a large number of areas in the curriculum within the College. I think it is an important dimension of being a teacher and being a lecturer and I think that it is important... Well the reflective practitioner I would say is somebody who practices their profession on the basis of thinking about their practice in a fairly structured way and tries to build into their future actions the results of their thinking about what they have done in the past. So that they modify their actions on the basis of some kind of critique of the way they have behaved in the past (Interview, College Lecturer D, 12 April 2001).

The above responses suggest that the concepts of reflection had become well internalised by the staff working in the degree programme. While it was clear that "the underlying philosophy of reflection has spread... through Early Childhood and Primary" (Interview, College Lecturer B, 14 November 2000), not all the responses to it had been uncritically positive.

I use the word every now and again with the students and they cringe - they hate it - it has really developed an affliction. I take the view that without reflection you cannot have education and it is as simple as that. But what we have done is formularised it - you do this and you do that and you have got reflection. I don't think it is like that... Simply grabbing hold of what someone's model for reflection is unfortunate in my view (Interview, Lecturer 1, 27 March 2001).

Well reflection is something you do when you sit around and look at your stomach. Reflection is very poorly defined and it can itself become quite a hegemonic process and the reflection can become very self blaming. I like people to define what they mean by reflection so it can be anything from looking at your stomach to getting into a depressed cycle of self blame (Interview, College Lecturer E, 22 March 2001).

It is a phrase which is used a lot and possibly there is a feeling amongst people that it tends to be overused and that everything is becoming reflective... maybe it has become slightly glib (Interview, College Lecturer D, 12 April 2001).

Reflection itself, I mean it is just like this loose term that sometimes is met with a loud groan when you mention it. So I think it needed to be much more clearly defined within the context of College itself (Interview, College Lecturer E, 6 September 2000).

I sometimes feel there is a lot of cynicism and I would share it at times. You know, where you just talk about reflection *ad nauseum* and there is a great deal of danger of reflection just deteriorating into something slightly meaningless... I think that at times it becomes a

mantra which is used meaninglessly. I think that in general, probably a degree of cynicism has crept into the staff about the idea of reflection which is possibly not good. I think that in some cases it is justified (Interview, College Lecturer D, 22 August 2000).

The notion of reflection might also be embedded within particular cultural contexts.

> The other thing it had was this reflective practitioner and critical reflection and so on and I supported that and I suppose some of us did down there but there was this tension of those on our reference group who were older, who I would call traditional Maori and that is not necessarily a Maori thing, you know, questioning yourself, questioning those around you, constantly saying are we doing the best thing, is there another way we could be doing it and so on. So that was a tension as well (Interview, College Lecturer G, 11 September 2000).

Reflection may have brought a new tension into the College/school interface through highlighting the theory/practice argument in a new way. Compare the following perspectives, first a perspective from a lecturer:

> The feedback I hear from various people about visiting associates [is that they] think it is good our students are reflective – they can ask questions – they can think about 'what am I doing the best thing and what else can I do, why did that happen, and so on'. However I also believe reasonably strongly that some schools are not ready for that and some associates and some principals – you know the questioning (Interview, College Lecturer G, 5 December 2000).

Secondly, two perspectives from school Principals:

> I think that we are finding that the students are turning themselves inside out reflecting and I want to know about, and know how to and I think there is a bit of a problem there. I think there is too much of a push there and I would like to see a bit more of a skills based approach in the degree. Because we need to appoint beginning teachers who can come in and get the programme up and running and they are reflecting themselves inside out and that's fine too but I suspect that that is at the expense of a really strong practitioner based programme (Interview, Community C, 18 October 2000).

> The reflective practitioner came through very strongly in the last two years which I think is a huge move forward - they are doing it in funny ways - but it was an effort obviously to address that critical reflection that makes a teacher a good teacher (Interview, Community D, 4 December 2000).

Reflection had become in the years following the introduction of the degree, a key orientation in the philosophy of teacher education at the College. This was a direct consequence of the development and introduction of the BEd (Teaching) degree.

The Degree Philosophy: Critical Theory

The emphasis on reflection was placed alongside "critical theory" and the importance of a range of contexts, which include the crucial partnership between the College and schools and centres. The development of the BEd (Teaching) also introduced staff to critical theory, a further key thread in the philosophic underpinning of the degree and a philosophy well-attuned to the commitment of a professional degree. Staff views of critical theory and its place in the programme indicate the extent to which an understanding has been assimilated. The "official" or accepted view of critical theory is first captured in the following extract.

> Critical theory... engages directly with real problems, using them as both the subject and the justification for its theorising. It seeks not simply to explain those problems, but to provide the means of resolving them by enabling people to gain more control over their own lives... If you go into any school in Great Britain and ask teachers, 'What do you know about critical theory?', nine times out of ten (at a conservative estimate) the answer will be 'nothing'. Even though critical theory has been written about for over fifty years, its impact on teachers has been negligible...
>
> Why should teachers be interested in critical theory? Paul Hirst recommends it because it seems likely to enlarge our understanding of how we may rationally justify educational action. I wish to make wider claims. I believe it addresses itself to questions which are of vital concern to all teachers: why do some children persistently fail at school? Why are some pupils so unmotivated and so difficult in the classroom? Why do we teach what we do? Why are schools organised as they are? These are urgent and familiar questions. Critical theory attempts to explain the origins of everyday practices and problems, but it goes further. It claims to offer replies to those awkward questions which ask what should be done? What should be the relationship between teacher and pupil, teacher and teacher? What should be taught? How should schools and classrooms be organised? Critical theory is not simply explanatory, but it is committed to enabling change towards better relationships, towards a more just and rational society. In identifying the biases and distortions which prevent healthy personal and social growth, it helps teachers to free themselves and their pupils from those malforming constraints. In asserting that individuals and groups should be in control of their own lives, it has as its goal that people should be able to determine their own destinies   (Gibson, 1986, p.1-2).

Another writer asserts that critical theory must be essentially reflective, reflexive, and ironic rather than positive, objective and methodologically formalistic. It must adopt the goal of guiding human actions to realise greater emancipation in the lives of people today and it must acknowledge the cultural and psychological groundings of the people it addresses (Luke, 1991, p.21-23).

In discussing critical theory, Smyth and Shacklock (1998) feel that the explanation put forward by Cox is one of the more concise and straightforward of what it means to operate critically.

> [To be critical is to] stand apart from the prevailing order of the world and ask how that order came about. [There are two purposes for the place of theory], to take the world as it finds it, with the prevailing social and power relations and institutions into which they are organised, as the given framework for action... and to open up the possibility of choosing a different valid perspective from which the problematic becomes one of creating an alternative world (p.2).

The quotations from lecturers reveals a far less secure grasp of this philosophic element than had been the case with reflection. As these responses to questions about critical theory show, College staff generally share a range of definitions, understandings and responses to this emphasis on critical theory.

In some cases staff could not distinguish reflection from critical theory.

> As I say to the students it doesn't mean criticising everything and throwing everything out. I think it means raising questions about what is going on here - what might be underpinning what I am doing, who is being advantaged... who's interest is being served... It is really about knowing which way you are predisposed and making sure that in your learning that you actually take account of that. There is no right answer (Interview, College Lecturer G 4 April 2001).

There was a Marxist interpretation.

> Critical theory is actually the euphemistic term for Marxist analysis which came in the post war years of 1950, 60's so critical theory then got picked up by a number of liberation theorists... And to the extent that it is present in our programme? It is a euphemism for thinking critically which is not the same as critical theory. Critical theory is attached to people like Habermas, it is Marxist and it is structural (Interview, Management 8, 4 April 2001).

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Some simply didn't know.

> I think people don't know what it is (Interview, Management 5, 28 March 2001).

> It is supposed to underpin our degree because we have a reflective framework that is based on it... Even the people here don't know – even the people who have been here for years... (Interview, Management 1, 28 March 2001).

But, typically, lecturers had some grasp, albeit idiosyncratic, of what was understood by critical theory.

> It is meant to underpin but in fact when you come in as a new lecturer, who sits you down [and says] this is what our philosophy is and this is what you should be reading about to be informed and I will help you and how can I support you? So you are from the classroom to here and suddenly critical theory (Interview, Management 3, 28 March 2001).

> Critical theory is where one searches for the underpinnings of one's behaviour, looks deeply at the reasons why. The place in that is predominantly in Professional Inquiry/Professional Development but it is moving out well into the curriculum areas too and we are encouraged to look at that (Interview, College Lecturer C, 20 March 2001).

> Critical theory I see as probably the major theory that is informing the BEd programme and it certainly the whole thing around critical reflection and Smyth's model buys into the critical theory assumptions... It is the construct of education as we use it. It is a paradigm of thought. It evolved out of Marxism but uses an analysis not so much as an economic base as a power structure base within society. So it looks at how power and status is used in society to keep certain groups in power and other groups marginalised but it is not necessarily tied back to an economic bas. But there is often a logical link there (Interview, College Lecturer E, 22 March 2001).

> Critical theory to me is looking at all sides of an argument or a debate... There are a lot of assumptions about Education for example, assumptions made about children's learning and teaching and so on and for me critical theory gives you an opportunity to go in there and do an analysis of the learning or whatever it might be... You look at things – you are critiquing things and analysing them in terms of whether it be teaching or learning or whatever. And that to me is critical theory. It is a really important part of our BEd programme (Interview, Management 4, 16 May 2001).

> The College has become more critical rather than technicist so critical theory, which I believe is essential, is dominating but at the expense sometimes of technicism or technical and practical reflection which students also need and without the technicist, without the strategies and the practical aspect they lack confidence. They need to have both (Interview, College Lecturer A, 27 September 2000).

What [critical theory] does is make students look at something from different angles and to be quite critical about each one and then come to some idea of what would be the most appropriate way. They may be guided to do that, they may not, but they are more thinking individuals as a result of it which means that when they get into schools they may challenge what is already happening in some schools and teachers don't like that (Interview, Lecturer 2, 27 March 2001).

I think one of the major themes that stemmed from the development of the Bachelor of Education (Teaching) and I am talking about that quite specifically was the notion of critical theory... [The] monitor was with others quite adamant about this. In fact they required us to rewrite elements of the matrix, of the dimensions of teacher education, to ensure that elements of critical theory were there. Students in reflecting on and considering their work... would link through to issues of society, history, cultural politics. One of the consistent themes, as we commissioned annual independent reports and engaged in dialogue with students, was the extent to which that notion of critical reflection and critical theory particularly has developed through Professional Inquiry and Education but also across the programme – it is even in the kinds of comments they make (Interview, Lecturer 4, 11 April 2001).

As the new degree took shape the staff across the College developed new understandings based on a professional qualification and principles of coherence and integration, with the philosophic underpinnings based firmly on the constructs of reflection and critical theory.

The Degree Philosophy: The Matrix/Chart

The expression of the philosophy for the new degree was the <u>matrix</u> (i.e., a chart that summarised the key emphases of the degree). This document distilled the key elements of the programme in a way that allowed them to be operationalised. The matrix (see Appendix D) - the central organising principle for the new degree – drew in its development from a number of sources. The Qualset work (Gibbs & Aitken, 1995) on the development of unit standards for teacher education provided three of the four categories in the vertical axis ('Works with Students', 'Works with Colleagues... and the Wider Community' and 'Develops Self') while the fourth ('Develops Professional Perspectives') was a new category introduced in this development. Each of these categories is expanded under the headings 'Professional Dimensions', 'Knowledge', 'Disposition' and 'Performance' . These were developed "using a synthesis of the community of practice's 'common knowledge' and terminology applied in a related context by the 'Interstate New Teacher Assessment and Support Consortium'."

(Windross & Lomas, 1998b, p.9). This latter was a development in the United States that produced discussion material on standards for beginning teachers and for the certification of teachers at the start of their careers (the equivalence of which in New Zealand would be provisional registration).

> What we wanted to do in developing [the matrix] was to actually develop again that 'permissive' (which was Maeve's word which was really important) kind of framework that would actually allow a whole lot of development. So even at that stage we were thinking ahead to Secondary, so if we were going to develop a secondary one that whatever was done for the BEd (Teaching) would have to be inclusive enough to allow for other things. Initially the Huarahi Maori was wanting to develop a programme, a degree of their own, but then [the Dean] said that it should be a pathway and that was a really positive. I guess it was a really good indicator that what was being developed was what the vision actually wanted. That it was a permissive type of framework (Interview, Management 7, 10 October 2001).

> What do we want to achieve if we were to have a degree that focussed on teaching?... [We] cast a bit of a net over the international literature about outcomes for teacher education programmes, the professional standards stuff in the States, the stuff that was happening in New South Wales, the whole gambit of stuff, Gordon Fulcher's stuff in the UK, the Qualset stuff, as far as it had got. And at the same time [we] asked internally for feed back from staff about what they felt were the most essential elements of their current work with student teachers in terms of outcomes and what references and underpinnings they felt were most relevant to defend that statement. What that did, it enabled us to us to draft two things. The first one was a kind of a embryonic philosophy statement about things we felt were important to teacher education and an embryonic set of outcomes which tried to avoid the pitfalls that the Qualset stuff was rapidly going down, thousands of bits. And, also in response to the literature, it didn't shy away from the stuff that we all know is important and that's the kind of dispositional, flair, passion, commitment, that most teachers would say were crucial. So we got those two things done. [We] also put together a series of possible structures, you know keeping a real big picture. What are the options here? Four years degree? Three year plus honours or postgraduate diploma? Three years? And looked at a whole range of possible chunk sizes, how much, how big? (Interview, Lecturer 4, 28 June 2000).

The teasing out of the matrix domains (which reflected the Qualset unit standard titles) under these headings ('Professional Dimensions', 'Knowledge', 'Disposition' and 'Performance') was seen to be consistent with "a professional degree's ultimate obligation to produce informed and effective practitioners" and a clear signal that "dispositional factors are inextricably positioned between knowledge and performance and act as a form of critical catalyst between the two" (Windross & Lomas, 1998b,

p.11). The text for the matrix, this teasing out, was driven by a number of sources and activities, which included the following:

- review of literature;
- contributions from Auckland College of Education staff of material that was already influencing their work;
- "best practice" from within the College;
- Qualset unit standard materials;
- Primary Teacher Education Generic Skills Profile developed at the Auckland College of Education;
- developments in describing competencies expected of newly qualified teachers in the United Kingdom;
- descriptions of the desirable attributes for beginning teachers in New South Wales, Australia;
- New Zealand Teacher Registration Board material on the "satisfactory teacher".

(Windross & Lomas, 1998b, pp. 11-12)

This wide-ranging process produced a matrix, described as "robust and credible" by Windross et.al. (1998) who quote others as describing it as "most impressive.... [showing] how the new degree has been planned as an integrated whole and not just a collection of separate subjects.... [and] how links are to be made across the modules by its coherent approach" and later as a "highly developed matrix.... exemplary" (p.13).

The philosophy and matrix of the BEd (Teaching) degree led to the development of the three structural strands around which the degree was organised; professional education and knowledge, curriculum knowledge and practice, and professional inquiry and practice (Lomas & Windross, 1998). They go on to further describe the strands:

> The professional education and knowledge strand encompasses areas of study that develop students' professional knowledge of a generic nature rather than that of a curricular specific nature. As such, it includes education, information technology, tikanga Maori and Pasifika. The curriculum knowledge and practice strand deals with the National Curriculum [sic] and the documents associated with the designated seven essential learning areas as well as the early childhood area...... Professional inquiry and practice stands as the central strand, a crucial acknowledgement that practice is essential for a graduate teacher who, on exit from the programme, is adequately prepared to begin [the practice of] teaching with suitable guidance – that is, to enter into a professional internship (Lomas & Windross, 1998, p.31).

McGrath also saw the importance of the curriculum framework and the need for students to be prepared to effectively implement it in the schools.

> I have spoken, and written, on numerous occasions of the need to ensure there is integration of our courses into a coherence that 'makes a teacher' (McGrath, 1994d).

He went on to raise questions about integration between courses, the issues raised by the challenging of traditional notions of knowledge, opportunities for learning and for reflecting on that learning, and the impact that any re-organisation of teacher education in the College based on the New Zealand Curriculum Framework would have on the College as a whole. Indeed he had based much of the earlier restructuring on the structure of the New Zealand Curriculum Framework in establishing centres based on the essential areas of learning (see Chapter 6 above).

Early Childhood Education with its *Te Whariki* curriculum document did not quite match the curriculum "subject" orientation of the New Zealand Curriculum Framework.

> One of the big debates that came out of the Primary/Early Childhood sort of liaison was how comfortable is it to work in separate centres of learning for early childhood people? ... The big debate that came out of this was that the early childhood position that it has all got to be holistic and integrated was absolutely blown apart by the question "Well how do you know it is integrated when you don't know what it was in the first place?" ... And that has been one of the most significant kinds of things, the most significant example of the kind of debate that I think has actually been productive out of it. I know there were lots of down sides but it is that kind of realisation that has been really positive. It came as an immense surprise to me to find that the core that the qualification had, once you had looked at each of the disciplines. Now let's get a lot of integrated modules running as Q7 [level modules] where the holistic ideal of Te Whariki is paid homage to. [They] were quite hard to get going (Interview, Lecturer 4, 11November 2001).

On the basis of the established philosophy, the matrix and the strands created the landscape in which the module (i.e., papers) were developed and delivered. "The module structure details the links between matrix elements and associated learning outcomes and thus the basis of delivery and assessment for each module is established" (Lomas & Windross, 1998a).

Lomas et al. (1998) asserted that the new degree was based on a clearly detailed philosophy, while it had been agreed to some extent that the previous BEd degree was not (Bachelor of Education Review Committee, 1995a). The writers argued that the

process used to develop the degree was central to its keeping faith with the philosophy established.

> The matrix was developed and refined through various dialogue [*sic*]. This resulted in an increasingly clear articulation of philosophy. Using matrix and underpinning philosophy as a basis the shape, structure and detail of modules, within the degree structure, was set. Detailed module writing then proceeded with direct reference to the domains and dimensions of the matrix. Indeed, the central plank of the actual programme of study is the matrix of the dimensions of teacher education, which is the touchstone for all modules. On this basis we kept faith with our philosophy and fundamental principles we have established for the ACE brand of teacher education (Lomas & Windross, 1998, p.4).

It is clear that the development of the BEd (Teaching) moved at considerable pace, after the initial memo to staff from the Principal (McGrath, 1995c) and, by early December 1995, Windross was able to report that the structures were in place and that the matrix had been completed along with the *ACE Philosophy For Teacher Education* (ACE Teacher Education Degree Proposal Development Project, 13 December 1995).

The matrix didn't suit everyone.

> I think we tried to fit course objectives into the framework that was provided and I don't think that framework actually worked for what we were doing. I think that we searched very hard to find a statement on the framework that we could actually use as an assessment for the course and I think sometimes it was not appropriate… The wording of the modules had to be fitted to the matrix elements. You knew what you wanted to do but there wasn't really a matrix element that fitted it so you found the closest and you twisted it and your were creative in how you interpreted it and sometimes I think we ended up with learning outcomes which were not as good as the learning outcomes we would have had if we had just said well what is it that we are trying to achieve in this course? (Interview, College Lecturer D, 22 August 2000).

The process involved in the development of the matrix did not please everyone and some felt that the development had not involved them.

> [Our involvement was] little in terms of the degree because the matrix was set up by somebody… we were presented with the matrix (Interview, College Lecturer B, 19 September 2000).

> I don't know where it came from… I am not actually sure where that matrix came from but I presumed it was put together perhaps with consultation with people who were degree organisers. I imagine they

probably consulted with recognised educators, I hope they did!
(Interview, College Lecturer E, 6 September 2000).

Well from my recollection, personally I don't remember having any
input into the matrix at all. It seemed to arrive on the doorstep... I am
sure there was a committee, or several committees, that wrote it. And
yet I think it is a sort of swings and roundabouts thing (Interview,
College Lecturer D, 22 August 2000).

This last quoted lecturer however recognised its importance.

What it did was give a coherence to the degree so from that point of
view it was important. It was probably quite a radical step in many
ways. To actually have everybody working in the same direction
towards the same sorts of goals. So on balance I guess you know the
positives might outweigh the negatives, but I still think that not every
part of the curriculum fitted in as well as others should have done
(Interview, College Lecturer D, 22 August 2000).

The matrix was something of a rallying cry and it was seen to have a clear purpose and
became something like a founding document for the new degree.

You had to start again and that was the key, developing the idea of
the matrix and the research base and all those sorts of things...
Nobody saw how you could come up with a matrix to fit the bits
together to make a coherent [framework] with the dimensions we
came up with (Interview, McGrath, 14 November 2001).

To provide a cohesiveness... They started with the end point... with
the matrix. What would you want a beginning teacher to look like?
And then worked backwards to say these are the components of the
degree with these parts that you would need if you are to produce
that beginning teacher (Interview, Management 5, 6 November 2000).

So you would have this matrix... some sort of overall picture of what
teachers should be able to demonstrate (Interview, Management 1, 6
November 2000).

The concept that was introduced really for the first time was learning
outcomes and performance criteria, that there was a set of standards
against which a graduating student could be, so-called, measured
(Interview, Management 2, 6 November 2000).

So they had some work on the dimensions of the beginning teacher...
So we were starting to look at the profile of what the end product
would be (Interview, College Lecturer C, 25 August 2000).

There was the introduction of the BEd modules, etc., with the matrix
etc., so that immediately gave people frameworks within which to
operate. Now I think people perhaps saw that as, the options of
having frameworks would become like directives (Interview, College
Lecturer E, 6 September 2001).

In addition to the announcement of the matrix, Windross also announced that decisions had been taken to submit a proposal to the New Zealand Qualifications Authority by 1 March 1996 and that it would be for a three year degree with articulation to postgraduate programmes. The message to staff about their involvement was clear. "The fact is that with the timeframe as it is we can only encourage and invite your input and comment... it must be ultimately your decision either as a team or as an individual whether you choose to offer your input and support" (Windross, Memo to Staff, 13 December 1995).

Breaking New Ground

Inevitably there were comparisons between the existing qualification (the jointly taught four year BEd degree) and the proposed three year provider degree which would have "the equivalent professionally-related material as the current, joint programme" (Lomas et al., 1996, p.178). The key difference was the removal of the liberal arts element – the "other seven papers". These papers were seen as ending up as a "choice [that] reflects very personal interests and may represent a desire for a general education – i.e., personal growth and development of the 'rounded' person – rather than preparation for a specific occupation. The student experience can, however, become an idiosyncratic acquisition of largely unrelated fragments, often because of practical difficulties, and this detracts from the positive goals of personal growth" (ibid, p.178). This was contrasted with the proposed degree, which as a "professional degree was... a specific programme to certificate entry into a profession" (ibid, p.178).

The extent to which this new degree was seen as "breaking the mould" nationally in terms of qualifications in colleges of education is captured in a recent history of Dunedin Teachers College, which had been considering its relationship with the University of Otago during 1996 and 1997.

> Policy changes implemented by the Auckland College of Education destroyed the basis of the Dunedin College and University of Otago's joint BEd operation. Concerned at the atomizing effect of unit standards within the context of teacher education, finding itself competing in a market environment with other providers of teacher training, and conscious of 'difficulties associated with dispersed delivery sites' and 'philosophical and cultural differences' with potential partners, the Auckland College, in September 1995, began investigating 'the possibility of offering an [autonomous] provider degree for teaching. It did not believe that the New Zealand

Government would fund a four-year programme and therefore developed a very full schedule for a projected three-year Bachelor of Teaching [sic] course. In a spirit of short-sighted solidarity, other colleges in New Zealand encouraged Auckland's move [*emphasis added*] (Keen, 2001, p.79).

The emphasised portion of the quotation is attributed to the then Principal of the Dunedin College of Education. The issue of the three-year or four-year degree was not quick to go away. There was a clear understanding of the importance of the development described by one lecturer as a "trend setter in some ways because now everyone offers three year degrees" (Interview, Management 4, 6 November 2000) and assessed by another as "unfortunately… a trend that not everybody would think was a positive one" (Interview, Management 5, 6 November 2000).

> We were working at the edge and we only needed to hear what some of the commentators at the other institutions when they got a bit of a ear on it…were saying to… I remember going to a conference and airing some of this preliminary work and I guess that this is another indicator, you know to be seeking feedback, we actually took it to one of the teacher education conferences and said "here is some preliminary work on the outcomes and philosophy for a new qualification. What's your response?" and I remember on a bus trip to some boozy do afterwards, being, not quite assailed, but, you know, "you won't get away with it but if you do, God, you are going to cause us problems" kind of comments (Interview, Lecturer 4, 28 June 2000).

> There was also a push for a three year degree when the rest of the world is actually going to longer and longer teacher education programmes and I think that was quite significant and I am not sure why that happened although it may have something to do with students (Interview, Management 5, 6 November 2000).

> The challenge for any organisation is to actually innovate but keep the community alongside… The BEd (Teaching) was a really important interesting example because when we developed it we knew that we would change the face of teacher education in New Zealand. Now we actually had to take a deep breath and say are we brave enough to do it because even though the Ministry would still fund four year degrees [*emphasis added*] we knew that well whoever broke ranks first, I mean everyone else would basically (Interview, Management 7, 10 October 2000).

The underlined section of the interview extract contrasts interestingly with other perceptions.

> You had to have an exit point after three years, that's what it was, it is a funding issue. They will only fund you over three years (Interview, Management 1, 6 November 2000).

It seems as if the notion that the College was "changing the face of teacher education", as one participant described the development of the provider degree, was in itself an energising factor in the development. The year 1996 was to be characterised by the writing of module content to give life to the skeletal module outlines submitted with the accreditation and approval materials in March 1996. There was considerable discussion throughout the year about detail in the overall structure and layout of the degree and it was not until a PSTE Board meeting on 16 October 1996 that it was finalised.

Huarahi Maori: Unintended Scope

One of the features of the BEd (Teaching) was the Huarahi Maori Pathway that was developed alongside the mainstream qualification. The original proposal submitted for accreditation to the New Zealand Qualifications Authority characterised it as part of the intended targeting of the qualification for specific groups and went on to describe it in these terms.

> Related to this point [i.e., the targeting] is the realisation within the proposal of the Huarahi Maori (Maori Mainstream pathway). It is in recognition of the College's obligations under the Treaty of Waitangi that this pathway is included as an integral component of the degree. Huarahi Maori will be developed to provide teacher education in Maori as an authentic pathway cognisant of the fundamental tenets of the Treaty, of partnership, of tino rangatiratanga and equality. Students taking this pathway will focus on their development as competent bilingual, bicultural teachers. Modules offered within the degree structure will address Ministry of Education initiatives and requirements regarding Maori education and offer a viable route with regard to the awarding of the Bachelor of Social Sciences (Teaching) degree. The essence of Huarahi Maori is te reo and tikanga Maori. It is an infrastructure that provides teacher education in te reo Maori as a viable alternative pathway within the programme rather than a peripheral kaupapa attached to a core course (Auckland College of Education, 1996, p.4).

The documents submitted to the New Zealand Qualifications Authority (Auckland College of Education, 1996) presented a core degree that offered three pathways through the programme.

> The BEd Teaching was described as a degree that had three pathways within it, one that was an immersion pathway, Huarahi Maori, the second which was Primary and the third which was Early Childhood (Interview, Lecturer 4, 6 November 2001).

However, the proposal for the Huarahi Maori pathway was at the time of submission rather more limited in its scope than the pathway that ultimately developed. The Kura Kaupapa Maori group in the College was pressing at one time for a separate qualification – this in itself had led to "a lot of tension" (Interview, Management 9, 6 November 2001) based rather more clearly on an immersion model than on the bilingual approach advocated in the early BEd (Teaching) development.

> Originally there was no intention to develop a parallel [qualification] with the Huarahi in the same timeframe. The original decision was to be a BEd (Teaching) and at some future point there was to be Huarahi Maori pathway. The original concept did not include a Maori medium pathway. However I think that the Dean was quite adamant that there had to be one. This in turn led I think to the decision to allow three modules. So the original proposal was that three modules were identified and they were Maori in the Mainstream modules (Interview, Management 9, 6 November 2001).

Prior to reaching this point, much work had been undertaken by staff associated with Te Puna Wananga and other Maori programmes as the steering group grappled with the idea of a Maori presence in the degree.

> I remember going to several meetings and I don't know how they came about. [The Dean of Te Puna Wananga] was there and they were talking about having Maori parts of the degree... They used to have what they called a bilingual group that was located within Te Puna and some of the students who came in were quite strong in Maori language and when that got started there was talk about we would do some of our classes in Maori, but the aim is the three year plan, the four year plan, the five year plan, whatever, that eventually they would all be in Maori. But what happened in reality was that the papers in Te Puna were delivered at least bilingually but in other departments they weren't (Interview, College Lecturer G, 11 September 2000).

The existence of "Maori" papers in other centres was something of an issue and the development is seen by a staff member as unfolding in this way.

> Some students got quite vocal about being fobbed off in other centres when there was no Maori to work with them and about being told there was going to be a Maori pathway eventually and so on and so forth. So when the degree steering group, whatever it was called, started somehow or other the staff at Te Puna had these meetings and the Dean talked about we have got to get some Maori papers into this degree for Maori, not just making the mainstream papers Maori... And my understanding was that we were going to go for a separate application through NZQA because at the time the steering group was meeting to get this application up for NZQA and so a lot of writing was

done, the philosophy and all that stuff (Interview, College Lecturer G, 11 September 2000).

I think we saw it as having a Maori focus and that what's interesting particularly in Primary and juniors. In the primary area we talk about teaching in an integrated manner and we used to do these integrated units both in the mainstream and bilingually because I taught in both... Also we really need to incorporate Maori tikanga in what we do and with the students here so we saw it as being philosophically different. We also felt that it needed to be in te reo, Maori language, and of course if you have got Maori language you cannot actually separate out the culture or the philosophy or the tikanga whatever the tikanga might be. So we were going down those sort of lines... And then somewhere along the line after a lot of work had been done, from on high, we actually got this edict that came via Dennis that we couldn't have our own degree, we would we were only allowed to have three papers and they were te Reo, Pangarau and Putaiao, Maths and Science because they were the only curriculum documents that were written... at that time in Maori. And I remember that we were all deflated. We had spent a lot of time... We felt really let down, disappointed, a lot of things, blown away really, we were very upset over it because one of the other things that had been done was by that stage we had got the matrix (it was getting near the NZQA panel) and they had got the matrix out and the module structure... and what had been done was that an outline had been written of that for what it might look like for Maori (Interview, College Lecturer G, 11 September 2000).

The rest of the departments or centres or whatever they were called at that stage, had a token Maori but didn't seem to address the notion that there, in their centres, they have to have Maori content in their paper as well, and it is almost as if, well it is Te Puna's job, they will do it, the Maori bit, we just get on doing with what we had to do. That was what happened... So we did talk about well hang on a minute, how much empowerment is there here for Maori?.. And one of the things was that we debated at the time about having a pathway and we used this bicultural continuum of Mason Durie's about should we be parallel or would we be independent? And of course going back to the kura kaupapa Maori group they came in on the early stages and we tried to keep them informed but they said no, no we actually want to be independent, we don't actually want parallel because it started coming through that as I said we can do whatever we want to do but it has to be parallel. So we started questioning well how much of this is really Maori and what are we allowed to do? There was a lot of unclarity [sic] in there and the fact that a Maori representative just got latched on to this committee but never really felt part of it (Interview, College Lecturer G, 11 September 2000).

Quite a lot of work was done on what was going to be its own pathway and we got told no. So that sort of got shelved because a huge amount of work had been done on timelines, and how this might fit into that, and what our structure might look like, that we needed a programme leader, a programme board and all this stuff. Who was going to be our advisory committee? We felt that we could have our

own like an academic board that became a sub-committee of the main academic board that reported to council and... a huge amount of work had been done and then when we got told we could only have three papers. Virtually that just got wiped like, hey that is not there (Interview, College Lecturer G, 11 September 2000).

The actual event of the accreditation visit from the panel turned out to be something of a turning point. During discussion, questioning focussed on the provision of a Maori pathway, which developed into a discussion of what the report would later describe as a "significant new amount of information concerning Huarahi Maori".

In the accreditation process with NZQA it became apparent that although it wasn't conditional on it certainly a strong message was sent by NZQA and the accreditation panel that there should be a parallel Maori medium development aligned with the Huarahi Maori pathway (Interview, Management 9, 6 November 2001).

What had been done was that all the material that had been developed had been kept in an orderly manner and was able to be shown to the panel even though it did not form part of the formally presented material for the degree accreditation. The philosophy, the modules, the general descriptions were all there, describing a full Maori pathway. While the promotion of a full immersion pathway had not been intended, by the end of the accreditation visit it had crystallised into a full scale immersion model degree developed out of the proposed bilingual model Huarahi Maori pathway which was embedded into the BEd (Teaching) but which gave full expression to the principles and practices of full immersion education.

And we got asked what we had done, the folder was handed in and the thing that just blew us away was that it just happened, and no-one anticipated it would happen and I think we were all surprised and so taken by surprise that nobody said anything. But when the NZQA panel made their final pronouncement they in effect said 'yes there is a Maori pathway'. And it just got accepted, boom, there is a total Maori pathway and so we were amazed because it meant that because work had been done on the structure we could go ahead... (Interview, College Lecturer G, 11 September 2000).

The official accreditation of the degree programme came from the New Zealand Qualifications Authority on 12 July 1996. In granting approval the accreditation report noted with regard to the Huarahi Maori development:

The degree proposes two pathways, one in te reo Maori, known as Huarahi Maori, and the other in English. Both pathways will have the

same learning outcomes for each common module, but different specialisations will occur. In 1997 and 1998, the education components of the Huarahi Maori pathway will be delivered primarily in English. This will allow for the planned development of appropriate resources to support the total immersion in te reo Maori. Requirements have been made for this pathway involving the development of an implementation plan with defined goals and target dates to ensure appropriate resourcing is in place by 1999 (New Zealand Qualifications Authority, 1996) .

The report noted that, during its visit, a "significant new amount of information concerning Huarahi Maori" had been considered. This information identified a variation from the other pathway, contained a revised structure for the Huarahi Maori, a diagram identifying the existing structure of Te Puna Wananga (the management structure for the pathway) and the possible future structure, detailed estimated staffing needs for the planned total immersion programme due to commence in 1999, detailed current staffing and the scoping resource plan. It described as a strength of the proposal the "options available for Maori students through the Huarahi Maori and the commitment of the College to resource this pathway" (New Zealand Qualifications Authority, 1996). In reporting on the requirements and recommendations, the report, in respect of the Huarahi Maori Pathway, required:

- That an implementation plan be provided for Huarahi Maori to provide reassurance that all requirements for delivery of the degree in te reo Maori will be fully resourced by 1999.

- That a monitor be appointed for Huarahi Maori and that the monitor's role be to review progress on meeting the implementation plan.

(New Zealand Qualifications Authority, 1996).

The approval of the Huarahi Maori was, in essence, for a pathway that had been dreamed of by Maori staff but not included in the original submission. The differences are reflective of the differences between a bilingual model and an immersion model of education. In the former, the Maoriness of the programme is reflected in the content and the varying degrees of use of the Maori language in the programme, while in the latter, the integration of te reo Maori and tikanga Maori was such that it cannot be said to be separate from the content of the programme. In the former the emphasis is on what is taught while in the latter the way in which it is taught is of prime importance.

The original proposal for the BEd (Teaching) saw the Huarahi Maori as a pathway through a mainstream programme, with Te Puna Wananga lining up with the other

centres to offer its compulsory Huarahi Maori module. The three curriculum areas for which curriculum documents existed in Maori at that time were to be the responsibility of the respective curriculum centres outside Te Puna Wananga and others, as they became available, were to be similarly located within other centres.

The earlier disappointment of the Maori staff at the restricted nature of the Maori offerings in the proposal remained as something of a subtext of the letter of support written by the Maori Reference Group, which acknowledged "the opportunity for input into the ACE degree" and endorsed it "since [it] provides for an authentic Maori pathway." They went further in expressing pleasure that the institution was "demonstrating a real and total commitment to systematic training and development of bilingual/bicultural teachers." However, there were messages in the letter – "As Maori we would be demeaned should the degree view Maori Knowledge, theory, philosophy and importantly tikanga and te reo Maori as mere appendages to the core business of the College." The group saw the need to remind the College in their letter of support that they needed to "continue to consult us" if the "potential of Huarahi Maori as an option with integrity" is to be "fully realised".

> What happened was the reference group that was set up quite clearly said that three modules is not enough – it is just the old bilingual model resurrected in another name (Interview, Management 9, 6 November 2001).

There is no doubt, however, that any misgivings about the frustration of the limited bilingual model built into the degree proposal were more than compensated for by the pleasure at the significance of what had been achieved. Those earlier disappointments were to be replaced by great pleasure at the subsequent prominence given to the move to an immersion model for the Huarahi Pathway by the NZQA panel at the time of accreditation - what was described as "a significant nudge" (Interview, Management 9, 6 November 2001).

Writing in an undated edition of *Te Kuaka*, the College newsletter, one of the lecturers who had been involved in the development stated:

> To me the most wonderful thing about this pathway to teaching – and I have got to say it did bring tears to my eyes – was what was said by the Chairman of the NZQA panel and also one of the Maori representatives on the panel. What they said was that it's now possible to enter an institution as a Maori and leave as a Maori. That's such a big step because in the past, when entering an

educational institution one usually had to leave one's Maoriness behind. But our students taking the Huarahi Maori path will do so as Maori and will graduate as Maori too. That's just wonderful!

What had happened had represented a significant shift in both the place of Maori in the College and the expression of tino rangatiratanga in the programme. This was a move, started earlier and in a more painful manner through the kura kaupapa Maori programme, which had asserted clearly the need for programmes for Maori to be in Maori, controlled by Maori, and to have the status and credibility of "mainstream" programmes.

> I think there has been a shift from, probably a Maori silent voice, to Maori invisible, to Maori friendliness. I think there are at times a pretence of Maori centredness that really ended up being Maori friendliness, meaning that in the past we have been led to believe things would happen and they haven't... The idea was that Te Puna Wananga was told they could have Maori papers down here and [someone] will go and do the Maori papers in other departments and the idea was that the College will eventually get a Maori in each department and the idea was bilingual... The aim is we will move towards, on a continuum, total immersion. Now that had been promised for some time but it had never eventuated... I guess that is why we really welcome the Huarahi Maori because I think that was the first big shift (Interview, College Lecturer G, 5 December 2001).

That the College could "pull it off" (Interview, Management 9, 6 November 2001) was testimony to the "academic credibility" (Interview, Management 9, 6 November 2001) able to be brought to the development.

Impact of the Provider Degree

The impact of the introduction of a provider degree into the major teacher education programme at the College was considerable. Staff confidence was one area in which this was felt and which is captured in this response.

> I think it was tremendous. I think it invigorated us, it set us up on a par, we felt because we were no longer somehow the second partner and I think we had often been feeling like the junior partner with Auckland University and so we were taking responsibility ourselves. It was a very invigorating time, it was exciting actually. It was a huge time of development because it was all going on all at once... at the centre level it was also very very exciting too really, we were meeting and talking and developing our ideas. So there was that strong, really strong strength that comes from talking professional things, that everybody was doing it because we had to – there was no ducking it... (Interview, College Lecturer C, 25 August 2000).

The development of the provider degree also led to an increase in the degree of positivity, cohesion and self esteem with which staff worked.

> People really wanted that [positive] feeling too. If you are coming from a negative situation and you have the chance to develop your own [degree], that is a really positive thing as well (Interview, Management 7, 10 October 2000).

> No longer did we spend heaps of time looking at whether we would have a yellow dust bin or a white dust bin, it became really professionally focused. So the content of the debate, actually both the subject and the content of the debate, changed markedly. In terms of all the centres. In Early Childhood and Primary, I think because they actually had to work together to develop modules, there was that really breaking-down of those silos so that there was increasing respect from both sides (Interview, Management 7, 10 October 2000).

> There is also that confidence of actually developing and implementing and continuing to offer a degree that is actually recognised as having been able to produce quality graduates and the fact that more and more teachers are coming back in is a real endorsement. So I think there is that kind of confidence and pride factor. I think it has certainly upped what we do and how we do it. It is also required massive upgrades, scholarship and research (Interview, Management 7, 23 May 2001).

The associated emphasis on research in the teaching of the degree and the development of a research culture in the College also provided staff with a set of opportunities.

> You can have the thought we are doing the degree therefore we have to write papers and research. [We] are more likely to say I write papers and research - it contributes to the degree (Interview, Management 8, 15 June 2000).

The demands of research were only part of a set of generally increased demands made of staff by the new degree programme.

> I think that the initial work in setting up the BEd (Teaching) degree was probably very valuable to us because it forced us to go back to basics, to think about what we were doing and how we were doing it and what the basic principles were and to try to give some coherence to the course, to the programme I suppose. So I mean it was a lot of hard work at the time and I can remember all the meetings and planning committees and so on that were involved but I think that we made a lot of progress in actually, using that word, "tidying up our act" again. I think that we became much more focussed on what we were doing and we had a better idea of how we were doing it and I think

that some of the work that went on in evaluation and assessment was good. In a way I don't know that it went far enough really (Interview, College Lecturer D, 22 August 2000).

I think in our centre we are sharper... What we deliver is sharper. It is current. It is based on something, not that it wasn't before, but it's got some guts to it that perhaps we didn't have in the past... Now I think we, there is more of a mesh about why we do things (Interview, College Lecturer B, 19 September 2000).

It forced Early Childhood to actually define what the hell they were on about (Interview, Management 8, 13 November 2000).

The primary courses have tightened up the way the courses are designed and organised... The sort of attitude that I felt was around was that there was a kind of imposing a much more academic orientation. That was happening and that wasn't necessarily leading to good teaching within the College but we were doing things because of the University connection and I think that has continued even more into the BEd (Teaching) degree where we have taken a much more academic approach to teaching... I like the idea of more academic rigour in what we do. But I think that what we have tended to do is to have a degree that is created from a whole lot of mix and match options and so it is a matter of just totalling up the options and eventually you get enough and you've got a degree whereas I think before there was much more a sense of the kind of holistic process. I mean that sounds pretty broad and waffly but I think there was a sense that... there was much more emphasis on educating the students as a complete process that went from beginning to end, whereas the modularisation doesn't lend itself to that (Interview, College Lecturer D, 22 August 2000).

The BEd (Teaching) forced Primary and Early Childhood to work alongside each other to develop the programme and the degree and the modules (Interview, Management 7, 23 May 2001).

The impact on secondary staff was less marked.

[The new degree] would have had minimal impact on secondary people because they weren't involved in the [previous] Bachelor of Education degree. Primary people, yes, I think it obviously had a big influence on the way they taught and the way they acted. I think there was a lot of mixed feelings - some people were highly involved and had good relationships with people at the University and others felt that there was sort of animosity between them and lack of respect so for the secondary people, apart from people involved in the Graduate Diploma of Maths Education perhaps and the Music Education people most secondary people wouldn't have known there was a university degree at all... I think initially that had little impact on secondary people too because most were not actually involved in the planning and preparation. I was involved in the writers group and so on, so I felt that I was pretty much involved in it but I don't think that

many secondary colleagues were (Interview, College Lecturer D, 8 March 2001).

> Well initially the biggest impact was the introduction of the BEd (Teaching) which impacted on Primary and Early Childhood. So it provided students with a pathway that gave them a degree and to my mind created a more academic, more professional student. The Secondary I have seen little difference (Interview, College Lecturer E, 6 December 2000).

The introduction of the degree had a marked impact on the structure of the programme.

> The impact ... was having to downsize our degree from four years to three... I think it is fair to say that the staff here would like to have seen a four year degree where we could have allowed students to choose areas of content or the arts if you like to strengthen the individual content knowledge as well as do the professionalism and the teaching and so on, pedagogy... I don't know if it was there before but this notion that we are life-long learners and you may go out there with your degree but you are not an expert teacher. In order to be the best teacher you can be, you have actually got to go along with ongoing professional development because we only give you a driver's licence, a learner's licence to start if you like (Interview, College Lecturer G, 11 September 2000).

This new structuring might not always have achieved what had been intended.

> I think inevitably, even though you may not want to, the pressure of bringing on line all these new courses in such a short period of time means that you tend to do things in the same way. You tend to transfer, whatever can be transferred, across tends to be transferred across... I think we tried to fit course objectives into the framework that was provided and I don't think that framework [i.e., matrix] actually worked for what we were doing. I think that we searched very hard to find a statement on the framework that we could actually use as an assessment for the course and I think sometimes it was not appropriate (Interview, College Lecturer D, 22 August 2000).

The "fitting in" of all the parts was not without tensions.

> You are presented with these common sense type arguments that we are getting the same amount of time as everyone else and this sort of thing and that [the different parts of Essential Learning Area Q] were just bunched as a set, a sort of subject or discipline and that might well be the general perception, it might well be how the document appears on face value, the curriculum document. The fact is that they are very different sets of knowledge and ways of coming to deal with it so you can't actually have a course, have eighteen hours of [Part A], eighteen hours of [Part B] and pretend that you have a good solid background in those areas. So on paper it looks like [Essential

Learning Area Q] gets... a fair deal (Interview, College Lecturer F, 25 September 2000).

It was probably quite radical step in many ways. To actually have everybody working in the same direction towards the same sorts of goals. So on balance I guess you know the positives might outweigh the negatives but I still think that not every part of the curriculum fitted in as well as others should have done (Interview, College Lecturer D 22 August 2000).

Some of the impact of the degree was on the most visible parts of the programme, the content. This was an aspect that was not without controversy as staff grappled with questions about the content of a teacher education course. Agreement could be reached on the professional content but the selection of curriculum content was problematic. What was the difference between a liberal arts degree and a professional degree in terms of content? Questions such as these challenged the staff.

We keep getting into other things – process or content – that argument those curriculum of teacher education means doing Science or English or 6th Form, that stuff, and that gets complicated because the BEd (Teaching) covers absolutely no content – they come in with the content of having had a 5th Form. That is what you can guarantee what they have all had... because some of them have dropped out of school after the 5th form (Interview, Management 8, 4 April 2001).

When the degree was being developed because that was the debate about how many compulsory modules each centre would have. Some obviously were clearly more deserving of more compulsory modules such as language and Mathematics. Now at the time Science had become really strongly Science and Technology were recognised by the Ministry and the community as being important, now at that stage Technology didn't really have much of a base in Technology at all and Science had one very small 25 hour compulsory module I think so there was argument that for Science and Technology they needed to have some compulsory modules as well. Now that meant that some of the areas that may have in the past received a lot of time like Art, Drama, Music were looking at receiving less, Physical Education is another one and so there was quite a bit of debate at that stage (Interview, College Lecturer C, 13 November 2000).

It is also that dilemma of how much content knowledge do we expect people to come in with and I guess in a secondary model there is that assumption – you bring in that content knowledge with your degree in English or Maths or whatever and you focus on the professional aspects. Within Primary there has been a neglect of some of that content knowledge and it particularly comes through in areas like language knowledge... [the three year degree] probably made it impossible to do both but I suppose one of the dilemmas is how much should one expect that content knowledge is brought with them (Interview, Management 2, 28 March 2001).

> Terrible, the three year degree has made it almost impossible to do both [i.e., curriculum content and professional content] (Interview, Management 3, 28 March 2001).

Part of this discussion was the debate about a "liberal arts" qualification, which one lecturer described as "focussing on lots of things that are not related to a profession", and a "professional" qualification, described by the same lecturer as "focussing on what the profession does." (Interview, Management 4, 16 May 2001).

> In a liberal arts degree, my impression is that is content based whereas a professional degree is the learning of how to and the why and what effects it has in looking at the outcomes intended and unintended rather than just focussing purely on content. I want to say I am wondering whether we have thrown out the baby with the bath water and whether we have swung too much to the process and not enough to content and the area I feel particularly strongly about being on my hobby horse and that is Mathematics. I don't think you can teach something well if you don't have an understanding yourself and I think Maths in particular (Interview, College Lecturer G, 4 April 2001).

> I feel that liberal arts as being not specifically for any particular profession but having said that I think it is a great shame that we have given up a liberal arts degree myself... a professional degree is a credential and the liberal arts degree is a qualification... I think this is a real dampener in our current programmes. We haven't got enough content knowledge in there – we haven't and then how can you teach things without some sort of basis to build on? (Interview, Management 5, 6 November 2001).

> In the professional degree your eyes are very firmly focussed on the graduate and what you want the graduate to be and the fact that that graduate is graduating for a particular career - it is like a law degree or medical degree - they are professional degrees whereas liberal arts is where people can go off and have a wonderful time and study sort of things which they can engage in intellectually but are not necessarily going to be useful, I think on a very simple level (Interview, College Lecturer C, 20 March 2001).

Others saw the differences in terms of the outcomes of the programme.

> The difference would be that the professional degree is focussed very much on that word education and its teacher education and not teacher training. I suppose a liberal arts degree looked at producing a practitioner that operated within the classroom with quite a lot of skills and maybe not a lot of evaluative thought whereas the professional one is much more on the thinking teacher, the teacher that is quite critically discerning and able to think discerningly about their profession rather than just operate as a technician. So I think

probably the difference for me between the old degree and the new degree is that hopefully we are not just producing a technician. Hopefully.

I see a professional degree as having a major focus related to the profession to which the degree is being worked on. Liberal arts degree I see as a degree which possibly has – which has a broader base and the person could utilise possibly in more directions (Interview, College Lecturer B, 29 March 2001).

A liberal arts degree is about thinking and thinking about philosophy thinking about thinking – questions about cultural studies, history, thinking about society – a professional degree is a focussed vocational much more narrow… [It has thinking in it] only to the extent that it is related to the vocational purpose (Interview, Management 8, 4 April 2001).

This then somewhat went full circle back to the technicist/learned profession debate that informed the development of the degree (see above), which saw lecturers having a very clear picture of why what they do is "teacher education" and not "teacher training". The professional qualification was seen to have a much closer relationship to the practical world with more demands placed on it by the community as compared to a liberal arts qualification.

A professional degree is rooted in the world of the practitioner and must be validated by the community of practice those graduates are entering into, whereas a liberal arts degree doesn't have a vocation so it is more permissive in terms of what the individual can choose to take… I think there is a difference in terms of how the individual perceives themselves and the relationship they have with their communities, whether they believe they are liberal arts focused or professionally education focussed. The professional educators then seems to be a greater emphasis on good teaching and good field supervision, whereas, and I may be wrong, in the liberal arts there is probably a stronger focus on your own research in forming your own paper. So there is I think in terms of your relationships, in liberal arts a stronger focus on the individual, because you drive your own curriculum in a way – your papers arise out of your own research interests and expertise etc. As a professional educator you have actually got far more demand coming in and driving what you do (Interview, management 7, 23 May 2001).

The impact of the introduction of the new degree was succinctly stated by a lecturer who said "the odd student connected but we now plan for connection." (Interview, College Lecturer B, 29 March 2001).

There had been a certain amount of criticism among staff of the College programme in the pre-degree days of the diploma and while it might have been somewhat of an

exaggeration to characterise those days as filled with "chart making like we used to do under the diploma days" (Interview, College Lecturer G, 5 December 2000), there is a view that the College programme had been at a lower level and not integrated. The traditional College programme had an element of "looseness" about it.

> The old diploma at any rate which was a bit... sort of low level some of it... Not very rigorous, not academically rigorous, quite a lot of play I think (Interview, College Lecturer C, 25 August 2000).

> I get the feeling that we were very much hands-on (Interview, College Lecturer G, 4 April 2001).

Some of this might have been the result of what is seen as an anti-intellectual thrust that traditionally marked the colleges in New Zealand.

> I think that there is a perception, which is part of the anti-intellectualism of New Zealand, of the pragmatic – there is in a way the number 8 wire philosophy – if it can't be fixed, it can't be fixed with number 8 it can't be fixed. There is academic knowledge which is theoretically in the books and then there is real knowledge which is what you learn on the job. Becoming academic in that term is pejorative – for people like me academic means studied scholarly, thought about, open to debate, open to question, recognising that there is a body of knowledge and whether you need assistance (Interview, Management 8, 4 April 2001).

> It is almost as if they are using the word academic as a derogatory term... a degree will not make a good teacher but a degree will make a good teacher better. I think there is within New Zealand society as a whole and within the profession a kind of anti-academic anti-intellectual stigma or prejudice or something (Interview, Lecturer 4, 11 April 2001).

The development from the diploma through the jointly taught degree to the College's own degree was seen as a progression in both increased complexity and sophistication.

> It was a stepping stone because we went from simplistic teacher education sort of subject-based, selected studies I think they used to call it, where you did some art or - it was like a seventh form or eighth form type of approach - where you studied a bit more in depth and where you honed your skills and so on. But you didn't ever get to the nub of what education was about or what social policy was about or what assessment was about. These important things were not really dealt with peripherally perhaps, whereas I think we have a much more substantial programme as a consequence of what we did (Interview, McGrath, 14 November 2000).

> I couldn't see how we were providing something that made sense coherently to [the students] (Interview, Former Lecturer E, 29 June 2000).

The new programmes that had been developed were seen as tightening up the courses and leading to a more sophisticated course than those they replaced.

> I think these papers were also quite different from the diploma papers which I think were quite practical, whereas these were a lot more theory based, backed by research and things like that... I wanted our students to do the university papers and they wanted to do the university papers too and we felt that they actually were more academic and had a lot more theory and research involved in those papers (Interview, Management 4, 6 November 2000).

> I am thinking, picturing people in the Centre at that time, some of whom would have delivered quite a strong academic paper, others who would have been very strongly technical focussing on the how to survive in teaching [Subject Q]. Others who did a paper based on something like toys in [Subject Q] which sort of let students play so to speak but it didn't have much theoretical input into it (Interview, College Lecturer C, 13 November 2000).

> I would say it was extraordinarily loose. It seemed to be very relaxed indeed. Now that was just my impression coming from a school background. There seemed to be an enormous amount of freedom and autonomy here and no answerability at all (Interview, College Lecturer E, 6 September 2000).

A key factor in this was the greater cohesiveness of the programmes as they moved towards the degree.

> I think there was a greater congruence about what we do too... between the parts because the structure was such that everybody saw their place in the structure and the links, you know the professional practice and inquiry strand up the middle of the degree where everything feeds into that and that somehow or other ties it all together ideally (Interview, College Lecturer C, 25 August 2000).

> We had never had across programme approaches to things. So before, Department A would do this, Department B would that, or whatever, but this way everyone was going to use the same processes and structures and policies and it was really exciting because it just felt like we knew where we were going (Interview, Former Lecturer F, 29 June 2000).

> We just did the bits here and they did the bits there still and hoped like hell the students would put it all together, which was a false hope. Yes, Education did things, Social Studies did things. Nobody saw how you could with a matrix fit the bits together to make a coherence with the dimensions we came up with (Interview, McGrath, 14 November 2000).

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Now I think there is more of a mesh about why we do things and I don't think we brought that through before and I think it is to do with the idea of reflection (Interview, College Lecturer B, 19 September 2000).

The driver for the BEd (Teaching)... was the whole concept of integration (Interview, Management 7, 10 October 2000).

The net result of the changes was a perception that the College had introduced more rigour into its programmes and become more academic. There was not necessarily a shared understanding as to what "academic' means in this context and views ranged from a view that "you have got to be more didactic and we have got to be far more harsh and we can't relate to the students as individuals, it's all hard slog, you can't really smile" (Interview, Lecturer 4, 30 October 2000) through to more developed analyses.

Academic is probably not the surface stuff that you see – it is what underpins your practice and it is harder – people perceive it as harder - than practice (Interview, College Lecturer B, 29 March 2001).

It is trying to simply say that pursuit of increased academic flavour within the institution is at a cost to the grounded notion of being a teacher, where teachers make decisions invariably on a pretty pragmatic basis (Interview, Lecturer 1, 27 March 2001).

There is an assumption that if it is academic it is going to be more difficult, more challenging, I wouldn't say the word stimulating, but far more challenging because of the nature of the mature students you are working with (Interview, Management 4, 16 May 2001).

I think the demands are certainly higher... more academic. I think that goes back to when we actually located ourselves in a school we probably had more of a craft approach... That has changed but I think the whole world has changed. Everyone has got sharper and more outcomes (Interview, Management 7, 23 May 2001).

I think we have lost a kind of flexibility and a human touch to the place and we have taken on board a much more professional approach, a much more academic approach which can be both positive and negative (Interview, College Lecturer D, 22 August 2000).

As the programmes were perceived to be more academic there were some consequential costs such as the possibility of dislocation from the community of practice.

This College has turned inwards as opposed to outwards and I think we are seen like that. We thought we were progressing towards a keener edge and more competitive but I think we have turned into ourselves and I think it is illustrated with a number of committees, meetings and junk stuff that are really taken nowhere - talking to

ourselves instead of talking to the market out there (Interview, Lecturer 1, 27 March 2001).

So there was a disconnection between practice and what was going on here. I hope that we are beginning to.... reconnect to practice, you know, and we have to (Interview, Lecturer 1, 30 October 2000).

The increase in academic activity also resulted in less time for previous activity

Well there is less of everything... There is less of everything... because - and I know there is a strong argument from management that there isn't less with this degree but there is (Interview, Management 5, 28 march 2000).

There is less of the curriculum (Interview, Management 2, 28 March 2000).

Some of the sad things I guess are the lack of time that we spend with our student. I mean the structures, restructuring of a whole lot of things has meant that we now have much less time in a year to work with our students (Interview, College Lecturer C, 25 August 2000).

This was seen by one lecturer to result in changes to the relationship between staff and students.

Some of the more personal communication has gone. For example we used to have a lecturer with a group of students for whom they were responsible professionally... That has gone and I think there is some sadness with that. There is not the feeling of professionalism, togetherness or something. So I think the relationships between students and staff have changed. You are more there to get through the programme and get the modules taught rather than to be walking alongside the students for their professional growth and development (Interview, College Lecturer B, 14 November 2000).

On the other hand there were also perceived gains such as a the possibility for a greater professional focus on the teacher education, with its increased rigour.

Teacher education has been the poor relation, I believe, in many institutions, not just ACE. Over a long period of time, even in the universities, teacher education has had to fight for a place and so departments of education with strongly psychological or sociological aspects of education and then there's teacher education. That's been seen as the sort of the little technocratic...the application side and so I believe that for quite a long period of time it wasn't funded, not strongly researched on anything and then there seems to have been this growing world-wide [interest]. We've got an enormous proliferation of journals that focus on teacher education at all levels, pre-service and in-service, and so the voice of teacher education is now much stronger and its stronger professionally and it never used to be. That is a global thing not just an institutional thing (Interview, College Lecturer C, 13 November 2000).

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I think it has become much more professional, much more rigorous, much more responsive to its community, much more thoughtful in terms of what it does and much more research based and that is very strong, much more informed by the research it is doing itself but also the research that is being done around the world. So it has become much more academic (Interview, College Lecturer C, 13 November 2000).

Rigorous means avoiding those off-the-top-of-the-head statements (Interview, Management 8, 4 April 2001).

It is again moving away from that idiosyncratic and individualised "tricksy" good ideas – this is what worked for me - to try and say well here are some principles that have been grounded both in practice and in research. Here are some theories about the ways in which certain processes, learning and teaching being one of them, have been shown to work more effectively (Interview, Lecturer 4, 11 April 2001).

There were also changes in the nature of the students.

[The introduction of the BEd (Teaching)] upped the ante, I am quite sure, because it made us select people. I was always on about selection of people as well. But I thought it was criminal that we used to select people with one sixth [form certificate subject], if you had one sixth certificate pass you were eligible for application for a college, which was just crazy. So if we are going to take people into a degree then you could say three C's for bursary. It upped the ante altogether. So you start to get better quality people, more intellectual people coming into the place and so on. And there were quite a few people who had to get special permission over the age of twenty one, ad eundum admission and the Dean used to sign those up for us and things like that. So the first effect was that it upped the ante in terms of quality of people coming through (Interview, McGrath, 5 July 2000).

Well I have noticed a significant difference in the students. Quite significant. And I feel that, like I felt somewhat sorry for the old students, the old modules, the old courses, because I felt like that students were no longer perhaps getting the deal that the new students were getting. But then that was a reflection of how the two, the diploma/degree had changed into this one degree (Interview, College Lecturer E, 6 September 2000).

I think on the whole I would characterise [the students] as being more focussed... I think that over the recent years since the BEd (Teaching) degree came in, I get a sense that the quality, the academic quality (which is a nasty phrase), of the students has been higher than it was before when it was a diploma course (Interview, College Lecturer D, 8 March 2001).

Certainly more demanding and more up-front in terms of complaining or asking why their expectations haven't been met. I am not sure whether that is the fact with the introduction of fees – paying fees where any consumer becomes more vocal – or whether it is the

increase in competition for jobs so therefore their work at College becomes more high stakes (interview, Management 7, 23 May 2001).

I found that the degree students, our current degree students, are much more critically discerning than the previous groups of students were... They understand social structures and they understand things like institutional practices so they are able to apply a critical, what I would call a socially critical discernment. In other words they look at the structure or the practices that are in place and they are able to say these groups are disadvantaged, these groups are advantaged, this particular structure promotes the status quo, this particular structure challenges it (Interview, College Lecturer E, 6 September 2000).

These changes in the College which have been reflected in the students and the programmes have also had an impact on the staff working in the College. That impact can be grouped under a series of headings.

- *Increased staff confidence/competence*

Working with the University gave people a glimpse of what a degree was and what a university was, what their culture was... I always said it was a stepping stone (Interview, McGrath, 14 November 2000).

I think it was tremendous. I think it invigorated us, it set us up on a par, we felt because we were no longer somehow the second partner and I think we had often been feeling like the junior partner with Auckland University and so we were taking responsibility ourselves. It was a very invigorating time, it was exciting actually (Interview, College Lecturer C, 25 August 2000).

- *The impact of working across programmes and sectors*

Started moving them towards each other. Still a separateness but a togetherness I think started to develop then (Interview, College Lecturer B, 14 November 2000).

I mean if you bring together a group of people who are predominantly teaching in Primary and a group who are predominantly teaching in Secondary together, that act of sorting out your common beliefs is going to strengthen you as a team. So from that point of view it probably could be so (Interview, College Lecturer C, 25 August 2000).

I now teach very broadly... Huge, huge change. Huge challenge to my thinking and my way of working. I think it has really enriched what I do but it has been hard, hard work getting my head around all of that and doing it properly (Interview, College Lecturer C, 13 November 2000).

- *Increased intensity and professional focus in the teaching*

> I think the changes in lecturing staff over time relate to the content that we teach. So as we have become more focussed on what we are here for, I think the lecturers have cut out that peripheral stuff that used to be popular – you know students would ask if they could be in so-and-so's class because they have just come in from a school and they will have the good ideas. That I think has gone and I think generally speaking in centres there is more team consistency, whereas before I think there was lots of inconsistency really because lecturers weren't in the direction they thought or felt was appropriate (Interview, College Lecturer B, 29 March 2001).

> Intensification in that there's a lot more stuff to get through in a shorter amount of time, but a lot more paper work and a lot more documentation and a lot more what I call the 'clothing of quality' as opposed to the – you know 'the labels' are all there – whether the undergarments are of a matching quality is neither here nor there. And so we spend a lot of time in meetings theoretically being concerned about moderation and arguing points of view and coming to some shared understanding of what it means (Interview, Management 8, 13 November 2000).

> More focussed on perhaps subject curriculum type of emphasis, more naive about how for example information technology fitted into teaching across the curriculum, more apprehensive about being involved with secondary schools because there were strange things that I didn't know much about (Interview, College Lecturer D, 8 March 2001).

- *Higher levels of compliance and accountability*

> Head of centres don't see themselves as managers, they see themselves as prefects – their job is to prefect, is to manage in a negative way. Tell staff off, make sure… Yes they desperately need to know the rules, as opposed to being responsible for the occupational health and safety and professional development of their staff. Different perspective…(Interview, Management 8, 13 November 2000).

> To me it would mean that our behaviour both as lecturers and students are far more under scrutiny than they were a decade ago – just like everyone – so all our behaviours have been reshaped haven't they. I was always professional – that is what people would say (Interview, Management 7, 23 May 2000).

- *Increased pressure on staff*

> Well every year the screw gets tightened just a little bit more… Every year people have less and less time… So less time for their families so there is more time spent at work, and then within work there is less time for thinking because they are doing all the time so there is not

time for networking and chatting which is really I believe a vital component (Interview, College Lecturer A, 20 December 2000).

> I think possibly [I work] more hours but also more rigorously. I think that the whole institution has in a way tightened up a lot of procedures and ways of doing things and some cases this has meant more formalisation of procedures which before were fairly relaxed about... I think that also it may not be anything to do with the institutional changes but that the students have become more demanding over the years and we have tried to set higher standards in things like documentation and objectives and all those kinds of things related to courses (Interview, College Lecturer D, 8 March 2001).

- *Changes in self-perception of the staff*

> At the moment I think we are kind of like in the middle, we don't see ourselves as we used to, which is like teachers coming in and teaching people to be teachers but we don't see ourselves as professional educators fully whose work is informed by research both their own, our own. So we are kind of in the middle and the tension is played out with lecturers where they want a lot of face-to-face time because there is that belief that [students need such contact] (Interview, Management 7, 10 October 2000).

A shift in the way that teacher educators see their work was summed up by one lecturer in the following terms:

> You notice there are more people appointed with higher degrees perhaps and it may be that perhaps that might have precedence over teaching experience for example but I wouldn't be able to really judge that I don't think... I think that possibly once upon a time there was a feeling at one time that it was a peak of your professional career to be at the Auckland College of Education but now I get the feeling that that is not the case that perhaps it is the remuneration that is responsible for that and there are probably more people that are coming in on short term contracts and going out again which is to a certain extent is probably good for the institution but there are obviously balances between that and developing expertise and experience in teacher education which I believe is a speciality and is learnt and developed (Interview, College Lecturer D, 12 April 2001).

Summary and Analysis

The review of the BEd degree taught jointly with the University made manifest the nature of the relatively strained relationship between the two institutions. Initially the BEd degree had been introduced to bring the College into line with other colleges which had progressively developed such programmes over the previous twenty five

years or so. There was, therefore, both an implicit and an explicit pressure to do this – the College was behind the play.

The model adopted, however, was typical of the national pattern for college/university partnerships - a conservative one that required only a small group of College staff to have direct professional contact with University colleagues. The introduction and review of the jointly taught degree was the innovation – the initial catalyst for change - and the response to it (habitualisation) was the set of outcomes that came out of those processes. College staff had certainly gained positively from the relationship in terms of professional knowledge and skill, but the more persuasive influence of the experience was the increased confidence it generated amongst the College staff that enabled them to respond supportively to the Principal's challenge to develop a provider degree (in itself a further innovation). This provided a positive outlet for professional energy, coming as it did hard on the heels of the relatively negative experience of the review.

The general development of a new and shared culture within the degree programme (objectification) came from the formulation of the BEd (Teaching) and all that was involved in the development of that programme. This included confirmation of the commitment to the research culture, the development of the structure for the programme, the evolving philosophy and all of this being accomplished within tight time-frames.

The move from a jointly taught degree to a College provider degree constituted a major change in teacher education at the College. Influences on this change included both socio-political and institutional. The impact of the teaching of the BEd degree with the University of Auckland, its review and the subsequent development of the BEd (Teaching) could be summarised as in Figure 9.2.

The environment within which the College found itself in the 1980's saw clear signals that the university status and imprimatur was important to the qualifications that students gained at the College. Colleges throughout New Zealand had resolved this through a variety of arrangements with their respective local universities and the College, in developing such an arrangement with the University, was among the last to enter such an arrangement.

Impact of Moving to a Provider Degree on the Institution and Staff

Element Related to Degrees	Implications for the Institution	Implications for the Staff
Introduction of the degree taught jointly with Auckland University (1990)	• College and University staff work together	• Increase in confidence about degree level work • Increased understanding of the nature of a degree programme • College/University differences in pedagogy made explicit • Opportunity for College staff to work with academics • Refined understanding of academic levels
	• Increased entry levels	• Increased academic demands on programme
Review of the jointly taught degree (1995)	• Importance of the philosophic base for programmes made explicit	• Widespread discussion of philosophy initiated. • Importance of a developed philosophic programme base understood • Increased commitment to a theoretical base
	• Issues relating to the status of College staff made explicit	• Increased awareness of the importance of qualifications and research
	• Unevenness in the College/University relationship becomes clear	• Staff develop understanding of the importance of status within the relationship between the College and other institutions
	• Issues of ownership of the qualification raised	• Staff start to consider own degree qualification
	• Questions raised about valued activity in the academy.	• Staff start to consider research roles • Consideration of the balance between teaching, research and school partnership activity
	• Early Childhood identified as under-represented in the degree programme	• ECE increases profile and "academic" role

Provider degree developed and introduced (1995/1996)	• Strong philosophic base developed	• Staff argue for a "learned profession" rather than a "craft" orientation to the programme/ Increased levels of understanding of philosophic orientation
		• Staff consider the importance and place of....
		    • Reflection
		    • Critical theory
		    • Reflective Practitioner
		    • Maori Education
		• Staff become more reflective in their own teaching
		• Matrix developed as the basis for the programme

	• Three year programme introduced	• Pressure on space within the programme • Content teaching diminished

- Huarahi Maori Pathway emerges
- Maori lecturers empowered to developed immersion programme
- Programme built around higher levels of internal compliance
- Traditional "looseness" in the programme minimised
- Programme becomes more academic
- Staff perception is that the programme is more rigorous.
- Teaching is increasingly research-based
- Staff competence in both using and in undertaking research

Figure 9.2   Impact of Moving to a Provider Degree on the Institution and Staff

The jointly taught degree, coming as it did out of the socio-political pressures, provided an interface at which external pressures were felt to varying degrees and at which institutional factors became critical. While on the one hand the College discovered much about the operation of a degree course and developed an understanding of academic levels within a degree programme, lecturers were made well aware of the extent to which theory and research underpinned work at this academic level and the importance of this.

Through institutional factors such as perceived equity of work-load, parity of esteem and general levels of co-operation between one group and the other, issues of status were made explicit. The non-involvement of staff outside the degree courses appeared to privilege the group teaching the shared papers and meant that the degree experience did not impact evenly on the College staff.

Furthermore, students were, in the Diploma/Degree environment, apparently split into two groups, one of which received a qualification that had higher status ascribed to it. The practical matter of trying to balance work on three fronts – the College, the University and the school – proved to be a decisive factor in creating a view that the joint arrangements were undermining the standing of the College in its community, with the students' placing more importance on the University component than on the other elements.

It was somewhat serendipitous that these institutional tensions became articulated through the process of review at the same time as the socio-political environment enabled institutions other than universities, to teach degrees and allowed teacher education, once the sole preserve of the colleges of education, to become contestable.

In the old environment, colleges had a strong hand to play in the relationship with their local university. They held the licence to provide teacher education. On the other

hand, universities were the sole provider of degrees. The older relationships between colleges and universities were based on this understanding. It was, in hindsight, a difficulty that the College should enter a relationship with the University at a time of great change in the socio-political environment that would challenge the institutional characteristics of teacher education institutions. In this, the College seemingly paid a price for its entry into a relationship with the University.

Developing a provider degree gave the College an opportunity to engage all of its staff in an academic environment, not only in the development but also in the delivery of a degree programme. In so doing, increased and shared understandings of philosophical underpinnings such as those based on reflection and critical theory were developed.

As the central importance of research became increasingly explicit, staff became more concerned to see their work take on a more rigorous and more academic character. This raised at least the possibility that a new tension was developing between the College and its communities of practice. The theory/practice issue continued to be an important factor, but the site on which it was played out was shifting from the University/College relationship to the College/schools relationship.
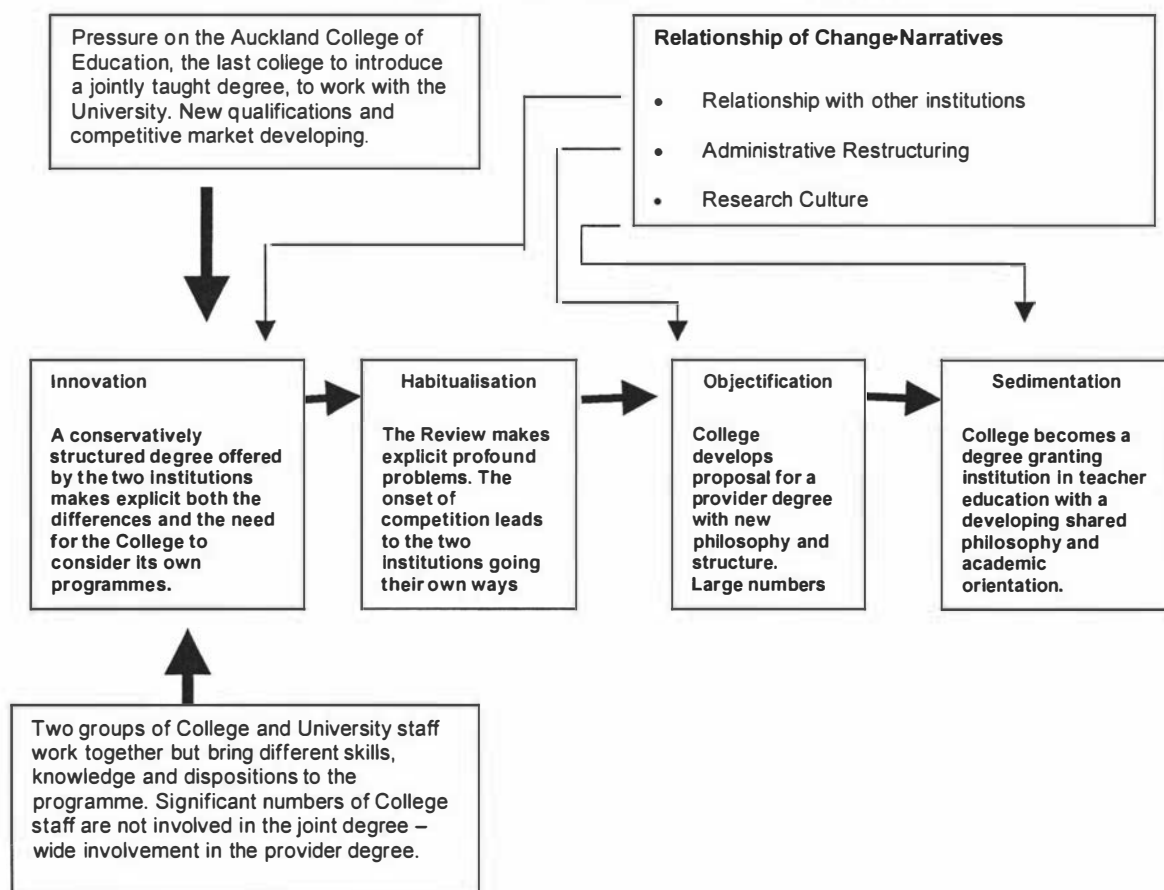
Figure 9.3   Horizontal Analysis of Moving to a Provider Degree

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Figure 9.3 shows that the decision to develop a provider degree (the innovation) was the outcome of external pressures for the College to respond to the new tertiary environment. It required staff to build on their experience in the jointly taught degree and to bring to the development a clear view of the nature and substance of a professional degree (habitualisation). Having decided to develop such a degree, processes were put into place that quickly led to a shared philosophy and structures that became the basis for action (objectification). As the previous programme was progressively replaced by the new programme, the changes became the accepted way of working in the College (sedimentation).

To this point the study has outlined the way in which change impacted on pre-service teacher education at the Auckland College of Education over the period 1985 – 2000. The sequel to a series of mergers culminated in the consolidation of teacher education in the Auckland region at the College. These changes had left the College with a structure that that was considered to be not sufficiently robust to meet the challenges of the new environment characterised as it was by resourcing pressures, competition and increased compliance. Added to this was the need for the College to be pro-active in promoting a responsive relationship with the community of practice, a relationship which had been tested by the jointly taught degree.

The restructuring that occurred, developed a focus for the College on the nature of the academic climate and the role of research. At the same time, a review of the jointly taught degree was making explicit, tensions related not only to the general relationship with the University, but also to the philosophic underpinning of the programme. This uneasiness, combined with the impending competition from other providers to offer teacher education programmes in Auckland, encouraged the College to embark on the development of its own degree.

The changes experienced have been outlined over the past five chapters using a framework of five change narratives. The next chapter will build on the analysis presented within each change narrative and discuss the overall impact of change on pre-service teacher education during the period under study.

Chapter 10

Sailing in New Directions: The Impact on Teacher Education

This chapter discusses the impact of change on the Auckland College of Education generally and on pre-service teacher education in particular. After describing these changes in terms of the theoretical model outlined in Chapter 2, involving the vertical axis (i.e., the pressures to change or not to change) and the horizontal axis (the process which leads to a specific degree of impact), the discussion moves to a consideration of the impact of the changes grouped around the change narratives. Then follows a discussion of the findings of the study in relation to the research questions and the adequacy of the theoretical model for the purposes of the study.

The Setting for Change

Factors that define an institution include the historical characteristics that make an institution a member of a class of institutions and which mark those institutions as different from other kinds of institutions. As described in Chapter 1, the Teachers Training Colleges had their origins in providing education boards and the Department of Education with a means of guaranteeing a supply of teachers to their schools. They were not universities. They had established themselves with a clear role well before the advent of specialist technical institutes and polytechnics. Their origins and identity were as part of the schooling system of New Zealand. Universities had, because of this, as one commentator said, "been cautious about formalising relationships with institutions that are subject to direct government control" (Openshaw, 1996, p.171).

As a result of legislation, new and changing roles and changes in the "market" environment in which they operated, teachers colleges underwent considerable change during the period of this study. Significant reforms of the economy, of education and of the tertiary education system, produced an environment in 1990 that was markedly different from that which previously prevailed. Colleges were autonomous rather than "owned" by the boards and the Department of Education, and free of what was described as "a considerable measure of central control" (McGrath, 1994f, p.50). They were increasingly teaching at degree level rather than at the post-secondary level of the past and, rather than having their territory protected and divided up between the six "colleges", they were in competition theoretically with all other tertiary institutions.

As a result of these largely external changes, styled by some as the "New Zealand Experiment" (Kelsey, 1995), the Auckland College of Education was placed in an environment that was suddenly very different from that in which it had previously operated. This environment was characterised by increasing pressure for all school leavers to engage in further education and training, raised expectations of degree qualifications for teachers at all levels, demand for more open public scrutiny of a more accountable education sector, a tougher compliance environment in which educational institutions were now expected to work and reduced levels of funding.

The theoretical model outlined the relationship among these external pressures and those which "came up" within the College internally as the change process proceeded. The upward pressures were those that had their origins in the skills, knowledge, dispositions, experience and practices of the College staff. Teachers College staff were expected once to simply reflect excellence in classroom teaching, to be top practitioners of their craft and, as such, to exemplify practice rather than theory. This led to a conflict (see, for example, Snook, 1996) that would continue into the period of this study. The changes experienced in the 1990's would lead the staff into new areas of skill and demands, described by one participant as being "forced into the academic world of the University" (Interview, Management 5, 6 November 2000).

Being a staff member of a college conferred on personnel certain roles within education and opportunities to shape teacher education. The nature of the wider changes in education in the period under study were such that those opportunities were significant and gave to College staff an autonomy that their colleagues of previous times had not enjoyed. The place of the colleges within the tertiary education system was to change dramatically and, consequently, the staff were able to contribute to the changing nature of teacher education at both local and national levels. At a local level such changes were largely a result of the different mergers – bringing into the colleges early childhood education for instance. At a national level, the development of the provider degree was one example of the College shaping teacher education. That the staff was conscious of this is illustrated by the participant who, in speaking of the impact of that degree nationally, stated that "the others all accused us of changing the face of teacher education, well we did, we brought in a degree" (Interview, McGrath, 14 November 2000).

The Vertical Axis

Inserting the features of this changing environment and placing them into the top-down or bottom-up categories produced this scenario in which the changes took place:

Adaptation of the Vertical Template for Change Analysis for the College

Teachers Colleges in New Zealand historically had a role in providing their owners, the Boards and the Department of Education, with a supply of teachers for the school system. Reforms in the late 1980's changed both their position and role when colleges were clearly identified as "tertiary".

Legislation:

From:
- Dept of Education control
- Provided teaching qualifications only
- Protected environment

To:
- Autonomous / self-governing
- Able to offer degrees
- Competitive / contestable environment

Role:

From:
- Provider of teaching qualifications
- Minor role in undergraduate degree programmes

To:
- Wider range of qualifications
- Degree providers
- Providers of postgraduate qualifications

Market:

From:
- Protected market for the supply of teachers to schools

To:
- Relatively free market with teaching qualifications provided by institutions other than colleges

Auckland College of Education – A Site for Change

Change Narratives:
- Mergers – Past, Present and Future
- Administrative and Professional Restructuring
- Developing a Research Culture
- Reviewing a Jointly Taught Degree
- Developing a Provider Degree

Impact on the nature of teacher education (e.g. the provider degree)

Role within education changes from school orientation solely to a tertiary orientation (e.g. research; changes in pedagogy)

Skills / Knowledge

From:
- Skilled practitioners
- Emphasis on knowledge of schools
- High levels skills in the craft of teaching

To:
- Skilled in academic research and scholarship
- Knowledge of theoretical underpinnings
- Skill-set located within the learned

Aspirations/Disposition

From:
- Leaders among teachers
- Aspiration to be effective among teachers

To:
- Aspiration to acquire status in the academic world of research and scholarship
- Skills of research and scholarship
- Success as tertiary educators

Experience

From:
- Leadership (administrative, curriculum) in schools

To:
- Sound academic qualifications balanced with sound school experience

College staff, once required simply to be excellent classroom teachers, were now required to have the attributes of tertiary teachers and in addition to the skills of teaching to demonstrate a research capability and a sound grasp of theory and philosophy
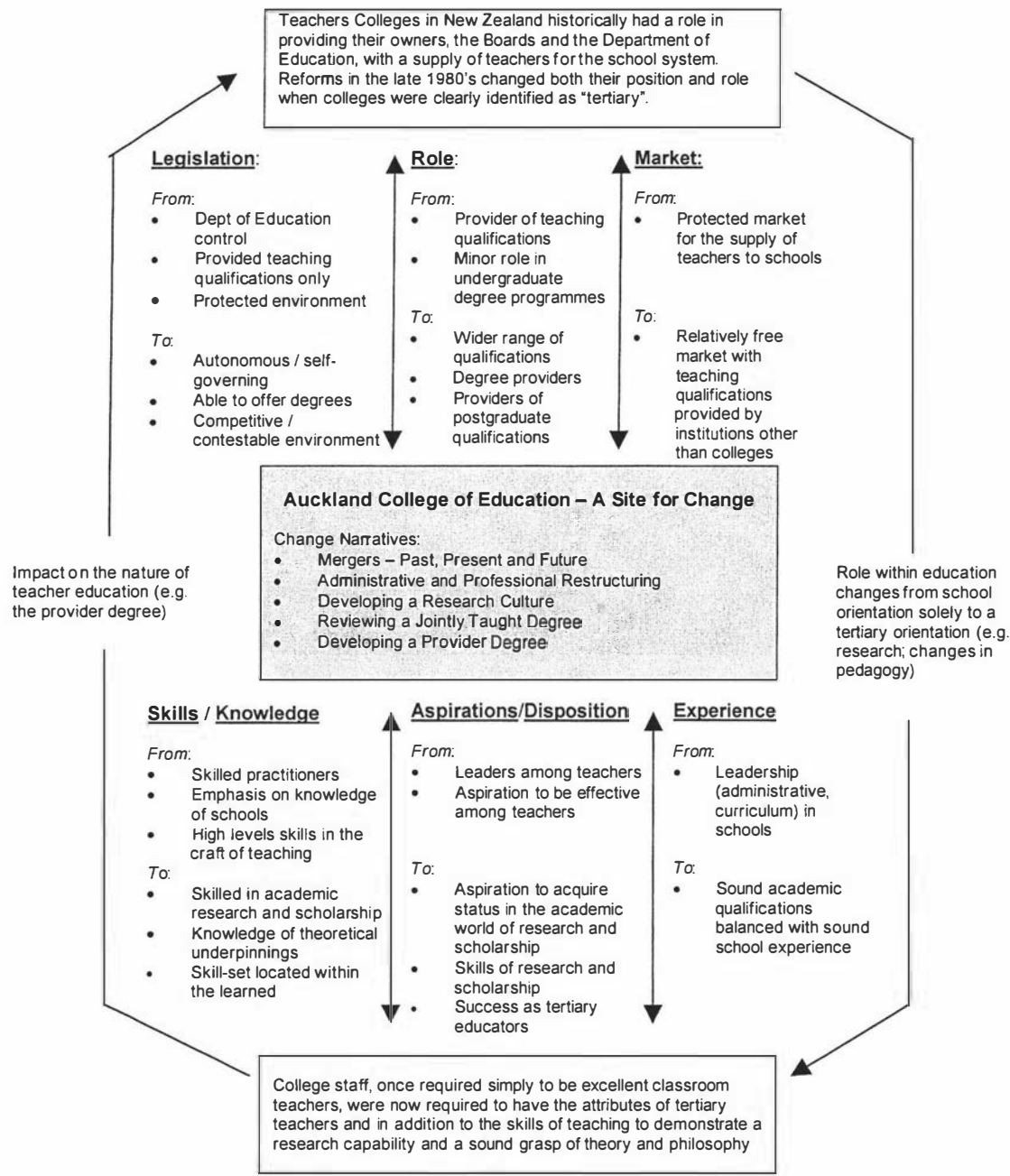
Fig. 10.1   Adaptation of the Vertical Template (Fig.3.5) for Change Analysis for the College

The next section of this chapter provides a further and more detailed iteration of this synoptic structure which will show that, when applied to the College, the individual components of the vertical change process created a situation that was complex and

rich in its potential for impact on the College. (The sub-headings in this next section refer back to Figure 3.5.)

Pressures for Change: Top-Down

Defining characteristics

Colleges had held a particular place in New Zealand education, placed between secondary schools and the conventional university world of tertiary education. Under the direct control of the New Zealand Department of Education and heavily influenced by the different Education Boards, they taught programmes to students with entry qualifications below those required to enter a university. The net result of the changes of the late 1980's, which continued into the 1990's, was the clear elevation of colleges into the tertiary system.   At the same time, colleges built on the autonomy of governance that had been progressively given to them over the previous twenty years to become fully autonomous self-governing institutions.

License of Colleges of Education in New Zealand

Colleges had once been required to meet teacher supply demands for the Department of Education, in a sense, under contract to that department which owned and controlled them. Many of the participants and commentators recognised that colleges had little say over the direction of teacher education. They were now given freedoms to operate alongside other tertiary institutions with autonomy and its attendant responsibilities for financial management and control. The College controlled entry into its courses but within parameters established by teacher registration requirements with regard to qualifications. Specific features of the changes to that "license" include:

Legislation

Wide-ranging legislative changes (educational administration, financial and economic, and state sector), wholesale changes to the state sector and its management, and a range of key changes to education generally and to the tertiary sector specifically led to profound change in the tertiary sector. One result of this was that the colleges were able to offer degrees at the cost of seeing their historically protected field of teacher education become contestable. The tertiary sector had been opened up to competition between

not only institutions within a class (universities, polytechnics, etc) but also between institutions of the same kind. Therefore, not only did the College now have to compete with universities and polytechnics but also with the other colleges which could provide competition through national recruitment and distance provisions.

Role

The role of the College changed from that of a protected institution that even in a relationship with a university had its area of expertise and experience well-defined and ring-fenced. Even when teaching a joint programme (e.g., the BEd programme) there was no cross-over between the College's area of expertise (practicum, teaching methods and such like) and those of the university (research, higher level theory, for instance). Where there was cross-over (as occurred in the Education component of the jointly taught degree) there was little parity of esteem, much tension and unresolved conflict. With the granting of the right to offer degrees, the colleges were able to re-assess their position in the tertiary system and new opportunities for their work through teachers up-grading qualifications, programmes at a postgraduate level and the provision of ongoing professional development for teachers.

Market

For a century the colleges had a well-defined market niche and operated as something of a government sponsored cartel in the field of professional qualifications for teachers. Within a very short space of time, this market was opened to all tertiary institutions and a range of private providers. For instance in teacher education in New Zealand the colleges went from being, in 1989, the sole providers in their regions to being simply six among many (in 2000, there were 19 primary, 15 secondary and 32 early childhood education government funded providers.) While the impact of this was slow, when it did arrive in the mid-nineties it did so with a force that was to virtually overnight thrust the colleges into the competitive market-driven world as tertiary institutions competing against each other for teacher education student numbers, the crucial determinant of funding. The greater Auckland region became an intensely competitive environment, arguably the most competitive area in New Zealand tertiary education.

Pressures for Change: Bottom-Up

Along with these top-down external pressures for change came pressures for change from within the College itself. The interaction of the skills/knowledge, aspirations and experience of the College staff with those external pressures, provided further impetus for change.

Skills / Knowledge

The skill base of College staff had traditionally been in teaching – expert classroom teachers recruited with an assumption that they would be excellent teacher educators. The qualifications required for this work were those of the expert teacher rather than those of the tertiary educator with the skills of academic research and scholarship that the new environment demanded. In short, staff were increasingly required to demonstrate the skills and knowledge not only of best practice in the classroom but also of current theories that underpinned that practice. The debate about teaching as a craft or as a learned profession was a real one that had significant implications for the skills, knowledge and activities of those engaged in teacher education. Staff were being asked to add new skills to those of the expert classroom teacher.

Aspirations

The aspirations of colleges as institutions were traditionally governed by their place within the profession – they were professional leaders, places of excellence in teaching and the staff worked hard within teaching and its associated professional activities to maintain such a position. Following the reforms, staff in the College were faced with a new set of standards to aspire to, those of the genuine tertiary educator – advanced degrees and the skills of academic research and scholarship.

Experience

Traditionally, staff in colleges were expected to have excellent experience in the school classroom and to have shown leadership in the profession through activity with teacher organisations and professional associations. Research and

scholarship were added to those expectations as the College moved from a bipartite configuration, which had previously been focussed on teaching and partnership activity (i.e., working with students and teachers in schools), to a set of tripartite expectations, which increasingly involved teaching, research and scholarship, and partnership activity with schools.

Disposition

The rhythm of the colleges, traditionally, was that of a school with its periods, holidays and administrative structures and teaching arrangements that reflected those of the school system. Increasingly, staff were both being asked (and were showing an inclination) to work as tertiary educators with the consequential changes to the structure of courses and arrangements for teaching leading to a new balance in their work. Dispositional changes in the staff would, in the long term, be required if the College was to achieve the transformation it set out to accomplish.

The Horizontal Axis

To this point this chapter has detailed the setting for the changes in terms of the vertical axis. These changes are now discussed in terms of the horizontal axis and the five change narratives that have been used as an organising principle for the data used in this study. The horizontal axis was summarised in Figure 3.6.

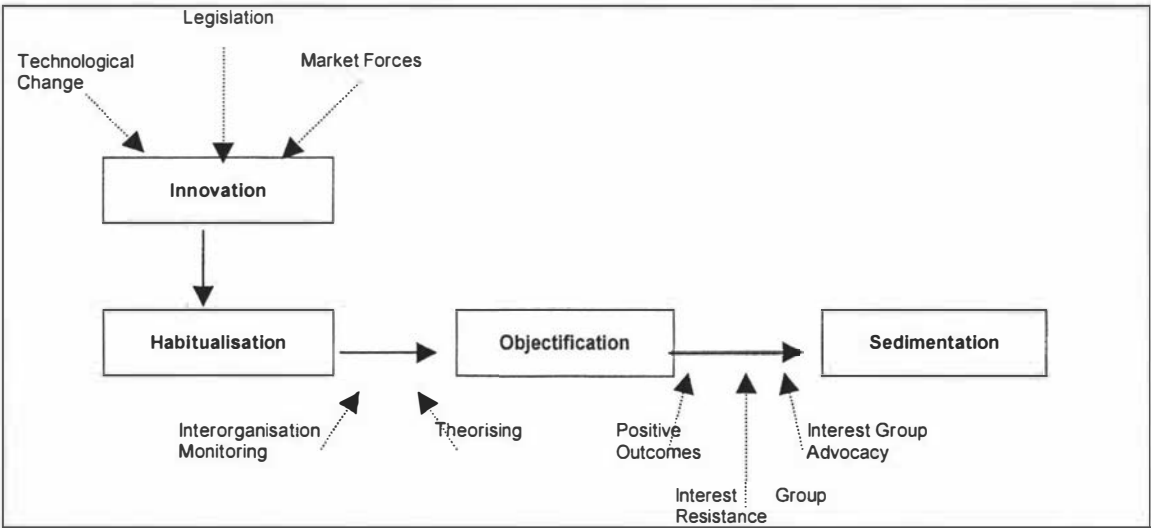### Component Processes of Institutionalisation

Fig. 10.2 Component Processes of Institutionalisation   (Tolbert & Zucker, 1996, p.182)   (Fig. 3.6)

The model presented the stages in the process of change as four distinct phases that have the following characteristics and are reflected in the following key features in the changes at the College. Applied to the present study, the model provides a very useful way of ordering and presenting the range of changes that occurred at the College during the period under study.

Innovation

Innovation, as a stage in the horizontal axis, is the act or set of circumstances that provide the initial catalyst for change. Key innovations in the change narratives were:

Mergers, Past, Present, and Future
- the merger between Auckland Teachers College and the Secondary Teachers College

Administrative and Professional Restructuring
- McGrath's paper on restructuring

Developing the Research Culture
- the appointment of a Dean of Learning and Research Development

Moving from the Jointly Taught Degree
- the review of the BEd degree taught jointly with the University of Auckland

Developing and implementing a College provider degree
- the decision to develop a provider degree, the BEd (Teaching)

The setting for change outlined above provided a set of circumstances resulting from legislation and market forces that provided a clear catalyst for change. The world of tertiary education was changing and the place of teacher education was changing with it.

Over a period of time, a series of mergers and amalgamations had created an administrative structure that the Principal judged was not sufficiently robust to meet the requirements of the new environment, either from a competitive or an educational perspective. The College was facing resource pressure that required a re-examination of the use of staffing resources relative to the capacity of programmes to generate those resources. There was the impending reality that teacher education would no longer be the protected business of the colleges and questions about the connections between the College and its communities of practice were being raised.

A series of new approaches to national qualifications was steadily being developed and promulgated during this period and this created new opportunities in terms of delivering degree programmes. Questions were being asked both within the College and within the wider teacher education community about the nature of teacher education. The College, as a result of its experiences in teaching a joint BEd degree with the University of Auckland, was also asking itself about the relationship between teaching as a "craft" and teaching as a "learned profession", while at the same time grappling with the tensions between a university view of education as a social science within a liberal arts qualification and the alternative view of it as a discipline centered on the professional growth and development of a teacher within a professional qualification.

The experiences within the jointly taught degree had also made explicit the importance of a philosophic underpinning for developing and delivering programmes. By definition, established in legislation and subsequently cemented into the NZQA proposals and protocols, degree programmes were required to be taught by research-informed staff. Traditionally, college programmes had been taught by staff who, while they might well have been consumers of research, were not in themselves typically engaged in research. The development of a research culture in the College, therefore, became an imperative were the College to aspire to being a degree provider. A research culture requires more than an environment in which people undertake research activity and hence attention was required to be paid to the academic structures within the College.

Issues of status had also become a factor following the review of the BEd degree – while the wider environment was raising the status of the institution externally, the College was becoming aware of the status both of its qualifications and its staff relative to its likely competitors in the new environment. The status that derives from qualifications and from the level of programmes was also related to considerations of a possible future relationship with another institution.

Habitualisation

Habitualisation, as a stage in the horizontal axis, is the development of a response to the "innovation" that sets out new procedures or policies or structures to proceed with the intended development of change. Key features of habitualisation in each of the change narratives were:

Mergers, Past, Present and Future

- establishment of the College historically as the sole provider of teacher education in Auckland
- bringing together of Early Childhood, Primary and Secondary with the tensions and complexities implied by this
- evolved structures that cemented tensions between sectors and were unresponsive to socio-political changes
- continuing consideration of a merger with a university partner as a necessary development

Professional and Administrative Restructuring

- series of iterations that led to the structure finally adopted
- key features of the structure introduced saw staff grouped into faculties and centres rather than sectors and a position created for a Dean of Learning and Research Development

Developing a Research Culture

- new Academic Board structure developed and implemented
- position of Dean of Learning and Research Development led to the establishment of a Research Development Committee
- research activity initiated by the Research Development Committee
- staff supported to upgrade qualifications

Moving from a Jointly Taught Degree to a Provider Degree

- review of the BEd degree made explicit profound problems with the jointly taught programme
- onset of competition between institution to provide teacher education programmes encouraged the College to develop its own degree

The different facets of the responses made by the College to the setting described above were spelt out in the seminal paper from McGrath in 1994, which was in itself a response to the administrative and professional legacy of previous amalgamations and mergers. In that paper he outlined a new structure for the College, signalled clearly the fact that the College needed to develop a research culture, noted that the new qualifications environment was opening up new opportunities for the College to develop

degree programmes and questioned whether the College would need to assess, at some point, its capacity to remain as a stand alone institution.

So while the McGrath paper had as its prime purpose the initiation of the process of developing new procedures, policy areas and structures for the administrative and professional organisation of the College, it also led directly to the development of structures, policies and procedures for the development of a research culture and established the framework of professional teaching centres that later assisted the development of the BEd (Teaching) degree. These two developments would be central to the College's future discussions with other institutions.

This major restructuring of the administrative and professional groups in the College would be based on the essential areas of learning established by the New Zealand Curriculum Framework rather than on the basis of the traditional sectors of Early Childhood, Primary and Secondary. The "centres" established under this structure would contribute "modules" to the "programmes" across all sectors.

The restructuring also resulted in the establishment of the position of Dean of Research and Learning Development, which in turn led to the restructuring of the Academic Board and the establishment of committees to promote research activity, to support research initiatives and to the establishment of financial support for staff undertaking research and/or upgrading their qualifications. This was central to the development of a research culture.

This was followed quite rapidly by the review of the BEd degree taught jointly with the University of Auckland. The direct result of this review was a series of recommendations that, because of subsequent events, had little impact and which were at the time made somewhat irrelevant by indirect outcomes of the review, which included the commitment to develop and deliver a provider degree at the College. As McGrath commented in an interview in this study, "it was simply too late."

While the period of the study encompasses fifteen years, these proposals were all developed and initiated in an eighteen month period in 1994 –1995. The key changes at the College followed and were to take longer to fully implement.

Objectification

Objectification, as a stage in the horizontal axis, is the development of agreement or understanding among the actors – that is to say, the processes of explaining, up-skilling and convincing that support the change initiative. Key features of objectification in each of the change narratives were:

Mergers, Past Present and Future
- proposals developed to restructure the College professionally and administratively
- developing focus on the qualifications offered by the College within the changing qualifications environment
- developing emphasis on the place of an academic research culture in the College
- articulation of the concern for the relationship between the College and other institutions

Professional and Administrative Restructuring
- staff developed practices that saw closer co-operation between programmes and sectors with the removal of structural impediments to allow this to happen
- staff co-located within centres
- Academic Board reviewed and increasing attention given to the academic culture of the College

Developing a Research Culture
- Research Development Committee instigated activity and support for research
- heavy emphasis on staff involvement in research through upgrading qualifications

Moving from a Jointly Taught Degree to a Provider Degree
- College decided to develop a provider degree
- development of the degree inspired considerable activity in addressing questions about the nature of a teacher education programme and its philosophic underpinning

Typically, the objectification of the changes was a reflection of the manner in which the changes were promoted. The larger systemic changes to the tertiary environment were factors that seemed to be beyond the immediate control of the College. This can be explained in terms of the vertical analysis (see Figure 10.1), as influences on the staff as the various changes modified or re-framed the role of the College staff in education. However, there was some involvement of College staff in shaping teacher education nationally, and foremost among such activities was McGrath's membership of the various tertiary lead groups and advisory committees established to advise the government on matters such as the funding mechanisms to be used, the development of the qualifications structure at a tertiary level and other matters of national importance to teacher education. McGrath was able, through this activity, to bring back into the College accurate and detailed knowledge not only of the changes that were occurring but also of their implications and other related possible changes. His seminal papers (McGrath, 1994c, 1994d, 1995c) can, therefore, be seen as not simply "blue skies" speculation but as a series of careful analyses of directions for development in the College based on his "inside" knowledge – none of it not available to others but the synthesis of which was made easier for the College through the nature and quality of his engagement nationally with the changes. This capacity for pre-emptive change was a clear characteristic of the College during the period of the study and was a factor that enabled the development of understanding of and support for the changes (objectification).

Inter-relationships of the Change Narratives

This chapter has discussed the changes in terms of the three first stages of the horizontal axis (innovation, habitualisation and objectification). This leads to a discussion of the settling into the new patterns or ways of working or approaches that characterised the College as a result of the changes that are the focus of this study. The sedimentation that resulted from the successive changes experienced by the College is illustrated in this chapter by considering the impact that these changes had on the College, the institution and its staff.

A separate linear analysis of each of the five change narratives shows a series of events as the bigger picture of change emerged. This risks not capturing the element of impact that derived from the accumulation and aggregation of the changes and the fact that events in an institution do not happen in a neat and orderly fashion. The

connections between the five change narratives are significant and are shown in Figure 10.3, which shows that the complexity of the relationships between the changes that occurred is profound. Key connections include:

- McGrath initiating two and signalling the other three of the five changes themes (narratives) in the one paper;
- moves to strengthen the research culture coming out of the restructuring and the review of the College academic culture;
- introduction of the Dean of Learning and Research Development that gave prominence to the development of the research culture and to a consideration of the academic culture of the College;
- review of the BEd degree making explicit the difficulties of working within a jointly taught programme;
- critical importance of the development of a research culture to the ability to become a degree provider;
- creation of the centres to replace the sectors through the restructuring thus enabling the rapid development of the BEd (Teaching) degree;
- review of the jointly taught BEd degree that highlighted not only displeasure with the current qualification but also the possibilities for the College to develop its own degree;
- the increased understanding of the academic world through the jointly taught degree that was crucial to the development of the provider degree.

Discussion of the sedimentation phase is presented after Figure 10.3 (next page) and follows the order of the change narratives as outlined in Chapters 5 to 9. The impacts flowing from past, present and future mergers, as defined in Chapter 5, precede a discussion of the impacts of the restructuring outlined in Chapter 6 and an examination of the impact of the development of a research culture (from Chapter 7) follows. Finally, the review of the BEd degree (from Chapter 8) and the development of the BEd (Teaching) provider degree (from Chapter 9) are discussed.

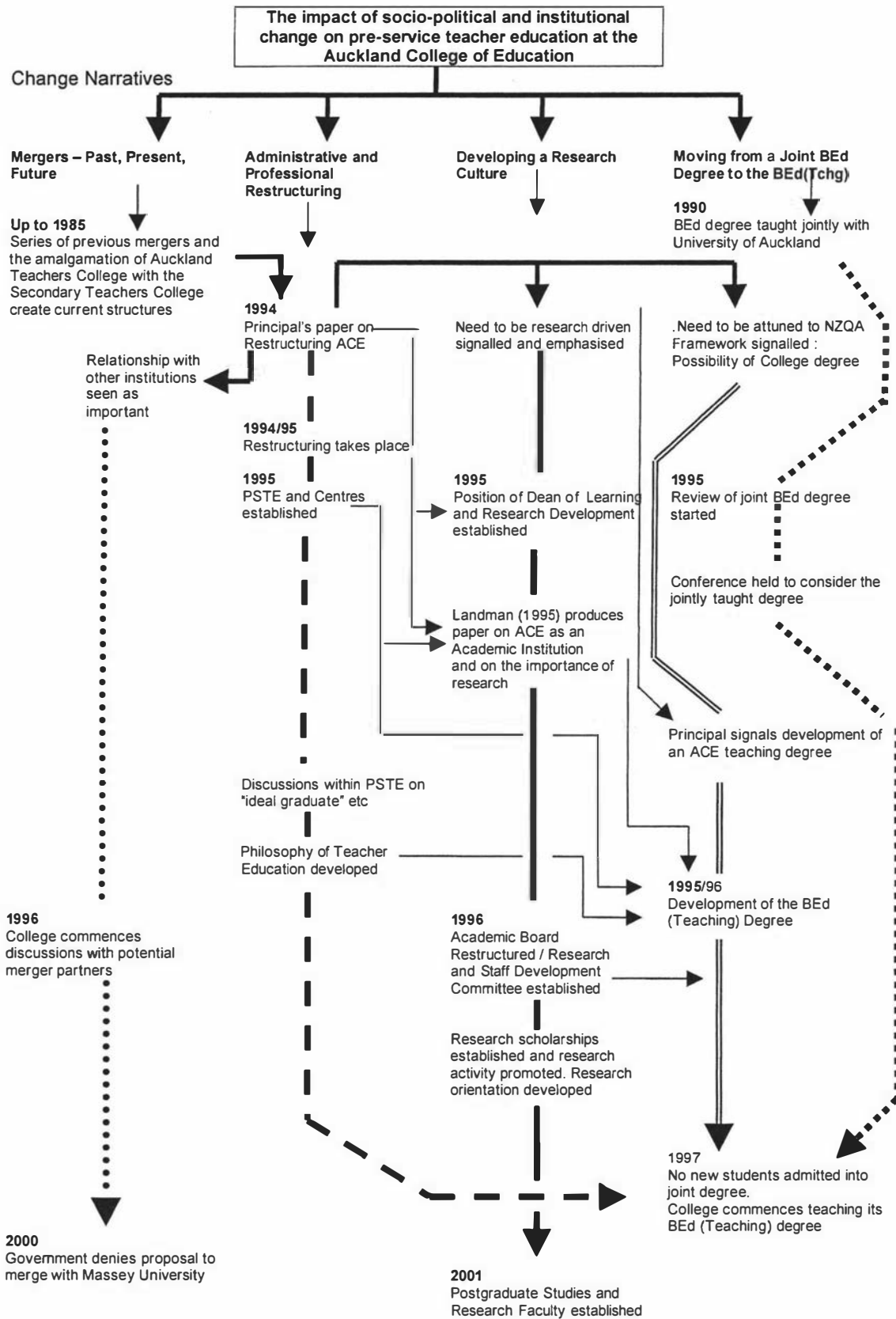# The Inter-Relationships Between the Change Narratives

Fig. 10.3 The Inter-relationships between the change narratives

Sedimentation

Sedimentation, as a stage in the horizontal axis, is the stage in which changes are embedded into the ways in which the institution works after a change - the impact that the change has had on the institution.

Sedimentation: Mergers Past, Present and Future

The discussion in Chapter 5 suggested that mergers are an accepted feature of the international educational landscape that reflect the broader trend in business and society towards larger units of organisation. While once largely motivated by financial considerations, the trend has been for them to become more motivated by new features of the environment, such as competition, changes in government policy and a desire for mutual growth.

The series of mergers and amalgamations that saw other early childhood and primary teacher education providers in the greater Auckland region closed down and merged or amalgamated with the Auckland Teachers College established the College as the sole provider of early childhood education and primary teacher education in the north of New Zealand. As the staff of Ardmore Teachers College, the Kindergarten Teachers College and the North Shore Teachers College successively joined the staff of the Auckland Teachers College, whether through secondment in a small number of cases, through winning positions in a greater number of cases or through transfer in the case of North Shore Teachers College, the structure of the Auckland College of Education courses and departments remained largely unchanged. Different philosophies and practices were brought together into that teacher education structure which remained confidently in place.

The past mergers all impacted on the College in different ways. The impact of the Ardmore/Auckland Teachers College "merger" was largely cultural in that there was a relatively minor impact on the orientation of the curriculum; a craft/performing arts emphasis rather than the less applied liberal arts approach that was favoured at Auckland. This was described variously as being "more curriculum focussed", "a practical focus" and "more craft oriented". The Kindergarten Teachers College/Auckland Teachers College merger introduced a critical mass of students into the early childhood education area and with the subsequent increase in staff numbers allowed that sector to adopt a more assertive stance in the institution as a result. "I

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don't think we realised how good we [i.e., kindergarten lecturers] were" said one former lecturer. Both structural differences (i.e., the nature of teaching departments and the role of staff in them) and clear different cultural orientations (and, certainly, clear perceived feelings about the one group for the other) marked the impact of the North Shore Teachers College/Auckland Teachers College merger. Differences and tensions emerged through comments such as "you don't belong [at North Shore] unless you can walk on water", "there was more rigour there than at Auckland" and "[the merger] was a very uncomfortable situation." Progressively, the Auckland Teachers College had become more pluralistic in its professional character. As one lecturer saw it, "a much more *what-did-a-good-teacher-need-to-know?* mode."

The merger of the Auckland Teachers College and the Secondary Teachers College (one that was indirectly forced but which had the outward appearances of being voluntary) saw both institutions concede identity to a new institution, the Auckland College of Education. Although located on contiguous campuses and having shared for approximately twenty years a range of facilities, the merger of the two colleges was achieved so as to give effect to a structure that preserved both the separate identities of the two major teacher education clusters, Primary and Secondary, and to do so within structures that would allow differences in practice and philosophy to not simply continue but to flourish. For example, in areas of the curriculum, separate "departments" were maintained within the larger "faculties" and "secondary science" was administratively separate from "primary science". Early Childhood, which had operated somewhat as an independent area in the primary college continued with little change. The merger can be characterised as being essentially between a primary teacher education institution and a secondary teacher education institution.

From the onset of the merger discussions, the question of the continuing identity of the two largest teacher education sectors was an issue. While an attempt was made to provide for different administrative and professional structures aimed at increasing contacts between the staffs of the two colleges, this attempt in fact had little success. To accommodate this an administrative structure was agreed to which would later demand change – it was in many respects the "seven heads and ten horns".

The administrative structure that was subsequently negotiated to provide for leadership of the new College of Education was a tri-partite model that saw three principals appointed; a primary principal, a secondary principal and a principal charged with overall co-ordination. Again, this model of shared leadership allowed the separate

identities of the originating colleges to continue and in terms of management effectiveness was dysfunctional, counter-productive and only to last for three years prior to being replaced by a conventional hierarchical structure with a single principal.

The series of mergers prior to the establishment of the Auckland College of Education had seen primary teacher education and its structures within the Auckland Teachers College grow both in strength and perceived importance. Consequently, having withstood the arrival of previous groups without changing, the merging of the secondary staff could also be undertaken without any marked change in practice regardless of the introduction of structures that set out to increase professional contact between the two groups. Ineffective as these were in promoting joint and shared activity between primary and secondary teacher education staff, the structure of the schools was, however, to provide a basis for secondary teacher education staff to consider their place in the face of the greater size of the Primary programme as student numbers in secondary teacher education programmes reduced. A scenario developed where a strong (numerically) and seemingly untouchable group providing primary teacher education programmes was placed alongside a group of secondary teacher education staff who were becoming increasingly nervous about the security of their role in light of the reduction in the number of students entering secondary programmes. McGrath expressed in one of his interviews that "there was a resistance bubbling away down below the surface possibly on both sides."

The most overt impact of the merger was the bringing together of secondary staff with primary staff into a situation in which they were together but separate. There was resentment from primary staff, who saw their secondary colleagues coming into areas (i.e., possibly teaching in primary programmes) in which they were not equipped to work, while secondary staff felt sidelined, a little superior (largely on the basis that they taught graduates and were as a group more highly qualified academically) and possessed of a feeling that their primary colleagues were not equipped to work in secondary programmes.

This situation was an issue that had become somewhat problematic in the early 1990's. The "unfinished business" that McGrath referred to was the detritus of the previous merger that was to be addressed in the restructuring of the administrative and professional context. In both these areas, the professional structure and the leadership model, the merger of the Auckland Teachers College and the Secondary Teachers College was to take until the late 1990's to complete. This finally gave effect to the

goals and aspirations of <u>one</u> college and produced an administrative structure that could withstand the significant socio-political events of the 1990's.

The discussion of possible future mergers began with the Auckland Institute of Technology (AIT) and the Central Institute of Technology (CIT) then, at the request of the College Council, with the University of Auckland and, following the failure of those talks, with Massey University with whom an agreement to merge was reached (only to be later denied by the government). These talks raised clear issues related to the long-term future of the College as a stand-alone institution. Those leading the negotiations saw in a merger a means of protecting the College from the resource pressures that had led to a degree of insecurity about the future.

The impact of the discussions about future mergers was that staff developed an understanding of the impact of the socio-political context on tertiary education and on teacher education. A willingness to acknowledge the pressures certainly aligned the staff understanding of the issues more closely to those of the College management.

A further impact was the increasingly clearer articulation of issues of "status in a world of markets", as one participant described it, and the degree to which a merger with a university would help the College. Getting a "university name on the degree" was seen as important for the students. Closely related to status was the impact these discussions had in encouraging the view that the College programme should be a "much more academic, rigorous sort of thing." Many participants shared the view not only that this was desirable but that as a result of developments such as the growing research culture and the BEd (Teaching) degree had actually come about. Being "more rigorous" and "more academic" was accepted as an inevitable consequence of becoming "more professional". The various negotiations also raised key issues about parity of esteem between different kinds of institutions (e.g., colleges and universities) and induced some fears about loss of identity

The College has positioned itself strongly within teacher education, and the degree to which teacher education was a feature of the merger partner drove to some extent the character of the different discussions. The early discussions of merger with a university partner were characterised by enthusiasm. Those engaged in the talks (a small group of senior administrators) were motivated by strategic concerns. Those who were not (staff generally) saw reasons for seeking a relationship largely as financial, a quest for

the status of a university, the minimising of the risks of continuing as a mono-technic institution and the expression of academic aspirations.

The AIT/CIT discussions saw high levels of complementarity between the activities of the institutions and this allowed the discussion to focus on the administrative procedures for bringing the three institutions together. Teacher education saw opportunities for growth and development in the proposed enlarged institution. The University of Auckland discussions quickly developed a different character as the College confronted issues related to the place of teacher education within the academy and significant issues related to the status of the staff and the parity of esteem that did exist and might exist between the two groups (the College and the University). Where the focus of a merger was on the bringing together of activities that are similar, questions of reputation, rivalry and prejudice all came into play.

The impact of those experiences was a growing awareness of senior management of the issues raised by mergers. It had become clear that while the College had strengthened its research profile and staff were upgrading qualifications, there was no certainty that a merger would be a meeting of equals in teacher education. The difficulties of finding the level and point at which the College and the University could work co-operatively were added to the mix of features that had earlier led to the demise of the jointly taught BEd degree – a lack of parity of esteem, no shared philosophy and an inability to find administrative provisions that resolved who taught what and where in a manner that impacted positively on teacher education students. Curiously there emerged an added and real concern about whether the academic orientation of the University was appropriate. This was expressed in an unsettling nostalgia for a College which might once have existed but which had long since gone. The College was, as a result of those experiences, becoming clearer and more articulate about what was important to it.

The discussions with Massey University reached a positive conclusion swiftly. The two institutions agreed to merge after discussions at a level of high and general principle rather than at a level of detailed talks among the teaching staff. Massey University (whose School of Education was the result of a merger between the Palmerston North College of Education and Massey University) was an institution with a long-standing national reputation for teacher education and had high credibility among teachers. This latest relationship was seen by teacher education staff at the College as offering new opportunities for growth and research, especially in the area of postgraduate studies.

Later discussions at a more detailed level of programme organisation and delivery were not so immediately conclusive and raised issues about the relative suite of programmes at the two institutions (Massey had a presence in Auckland at its own campus at Albany, North Shore) and the relationship between them. When the Government permission to merge was delayed, through the usual pace of such processes, compounded by a change of government and the delicacies of local politics on the part of the Minister with responsibility for tertiary education, such issues were conveniently put to one side. An agreement to establish a Graduate School of Education in which there would be co-operative ventures at the postgraduate level in both teaching and research, while much heralded, resulted in no discernible action.

Teacher education staff at the College balanced their pleasure at the possibilities of increased contact with their teacher education colleagues at Massey with clear anxieties about a further loss of identity and status. Their College of Education colleagues at Palmerston North had merged with Massey in 1996 and were perhaps seen as being a little further down the track in terms of positioning themselves within a university environment, an environment that the Auckland teacher education staff generally viewed positively.

In summary, the major impacts of mergers on the College and on pre-service teacher education were:

- an increased focus on the nature and purpose of teacher education as different philosophies and practices were articulated and placed into contact with each other;
- added urgency and purpose to the development of a research culture – if the College had aspirations to join a university then it had never been clearer that research was a central and important activity;
- a developing understanding that building strength in its postgraduate programmes was essential if any merger was not to result in the College adopting a junior role as the provider of first degree programmes in a merged institution;
- a growing desire for academic status for both staff and programmes;
- the bringing together of Early Childhood, Primary and Secondary into a single institution.

In November 2000, the Government rejected the proposal to merge with Massey and the College soon after entered once again into discussions with the University of

Auckland. These talks culminated at the beginning of 2002 in a *Memorandum of Understanding* that committed the institutions to work together to establish an "Institute of Education". The two institutions would, however, remain independent and autonomous.

Sedimentation: Administrative and Professional Restructuring

The administrative and professional restructuring that occurred in 1994 (see Chapter 6) had a profound impact on the College from the most senior administrative level through all levels of teacher education and on to areas of professional activity such as research.

The restructuring of the senior management level was in McGrath's words "unfinished business" from the earlier merger of the primary and secondary colleges. The key importance of the new structure was that it brought the different sectors in teacher education together and under the control of a "faculty" structure with a Dean of Pre-Service Teacher Education as its professional and administrative leader. (The use of the word "faculty" was not to be adopted until 2001 and, rather confusingly, the term "sector" was applied to this larger grouping. In this study "sector" has consistently meant "Early Childhood", "Primary" or "Secondary".)

McGrath had identified a lack of strategic direction and his view that too much detailed administration was getting through to his level was shared by staff, one of whom noted that "he [McGrath] was having to run everything". The College's effectiveness as an organisation was diminished by a lack of cohesion – "it was a silo approach" in the words of a senior manager.

The change to centres in teacher education was a significant shift from the earlier "school" structure that had seen clear separation professionally and administratively between early childhood, primary and secondary teacher education. That structure had allowed for and perhaps even encouraged the identities of a former life (i.e., the previous colleges) to continue and for differences in programmes and administrative provisions to flourish. The restructuring brought all pre-service teacher education into one structure that had one board and which established a setting in which over succeeding years a more co-ordinated approach to teacher education was to be taken.

The creation of the "centres" was a defining change that shifted the College from the school-sector oriented organisation of the past to a tertiary teacher education oriented organisation. The decision to base the centres, in the first instance, on the essential areas of learning established by the New Zealand Curriculum Framework gave the College an opportunity to provide a point of comparison between the curriculum organisation of the teacher education programmes and that of the school system that it served. This was critical as Primary and Secondary were to be brought together – "reading studies" and subjects of that kind had no relationship to the secondary sector. The continued de facto separation of early childhood, primary and secondary staff following the earlier Primary/Secondary merger had proved stronger than the power of relatively looser structures to bring people together. Symbolic togetherness in areas such as the staff-room had proved to be no match for the strength of the different histories and perceived differences in philosophy and practice. The sector organisation had reflected, in the words of a senior manager, "the old world rather than the new world."

From the time of the promulgation of the New Zealand Curriculum Framework in 1993, the New Zealand school system has been working to curriculum areas and subject curriculum statements shared by both the Primary and Secondary sectors for the first time in New Zealand's history. It was, therefore, opportune for the College to align itself with those areas. The "seamlessness", by then a much vaunted goal of the education system, was also able to be a feature of teacher education in the College. Programmes could now explore ways of passing through the solid walls of the previous organisational structure, which had provided each sector with a form of *cordon sanitaire* around their programmes.

In addition to the centres, which were oriented to the school curriculum, additional centres that reflected other elements of the teacher education curriculum were created - Education, Professional Inquiry and Practicum. Pasifika was also included while Te Puna Wananga had been created in an earlier restructuring. A further impact of the creation of these centres was to acknowledge that the status of these central and important parts of the teacher education programmes was commensurate with that ascribed to those school sector curriculum areas and *vice versa*. What the change meant for staff was that they were put into what one participant labelled as "academic groups" rather than the larger sector groups.

The impact of the creation of centres in the College was significant. Teacher education staff were co-located over a period of time; Early Childhood with Primary initially and, eventually, with Secondary. The emphasis and power of the sectors in the College was to be less than that of the Faculty of Pre-Service Teacher Education. Teacher education staff were to be able to work across programmes and not be pre-dominantly located within a sector or, as had been the case with some secondary staff, locked into a single sector.

As secondary student numbers declined, due initially to an international and national decline in numbers of graduates offering themselves for secondary teaching and later to the advent of an additional six secondary teacher education providers in Auckland, staff who came from the secondary sector were facing increasing pressures to work across programmes. Staff who came from the early childhood and primary sectors had enjoyed buoyant numbers as a result of the increased demand for primary teachers resulting from the population bulge passing through primary schools and of the development of the new degree. The creation of the centres was, therefore, felt unevenly by the staff in the different sectors and Early Childhood and Secondary formed something of a view that rather than a meeting of equals, the creation of the centres had been simply the addition of early childhood and secondary staff to the primary groups.

The impact of the centres was also felt beyond the mere provision of a mechanism for "saving" Secondary. It brought secondary teacher education and secondary teacher educators into the mainstream of teacher education in the College in a manner that was previously not possible. When, eventually, there were high levels of alignment between the programme format, administrative structures and work environments of the different programmes, secondary staff were able to contribute widely to those other programmes. Other staff in the centres could also be more involved in secondary teacher education issues, developments and academic aspirations. Knowledge and information about each other and involvement with each other became powerful means of removing the barriers of suspicion and prejudices.

This bringing together of the different sectors set up the potential for increased similarities between programmes (such as the use of learning outcomes and performance criteria, credits, module format and levels) and to open up possibilities for cross-crediting between programmes.

The creation of the centres within teacher education was arguably the major defining change made in the 1990's at the College. It placed a clear emphasis on teacher education as a professional and academic field rather than allowing the programmes to continue to be largely based on the practice of teaching in Primary and Secondary classrooms and in early childhood centres. These sectors had been, as one lecturer described it, on "divergent paths" as the philosophy of the sectors had, in the view of another participant, been "totally in different directions." The focus shifted from one that emphasised "teacher education for primary, teacher education for Secondary, and so on, to one that emphasised teacher education." Willingly or not, staff had been put into groupings that made it difficult to maintain the previous attitudes which were said to be based quite a lot on "ignorance, bigotry and prejudice."

A further key feature of the administrative and professional restructuring was the appointment, late in the process (in fact between the publication of the final report and the release of a further report), of the Dean of Learning and Research Development. The impact of this was just as McGrath had hoped – a clear and unequivocal signal that research was of strategic importance to the institution. The development of a research culture was now a clear strategic direction of the College. In promoting this McGrath was motivated by his knowledge of the tertiary reforms and the importance of engagement in research for particular levels of tertiary teaching - i.e., degree level programmes. His clear statement of this in restructuring the College and the way in which a focus on research emerged out of it, was not accidental.

In summary, the major impacts of the administrative and professional restructuring on the College and on pre-service teacher education were:

- the completion of the integration of early childhood, primary and secondary teacher education through the creation of the centres, academic groups that brought together staff who had previously been located within sectors;
- increased professional contact between staff that had previously been locked into early childhood, primary or secondary sectors;
- the creation of the position of Dean of Learning and Research Development.

Sedimentation: Development of an Academic Research Culture

The College had no tradition as a site for educational research. As one participant put it, "although there are people who have done research, teaching comes first, not

research." The impact of the initiative to develop a research culture at the College was first seen through the subsequent restructuring of the Academic Board following a significant challenge posed to it by the appointee to the new position of Dean of Learning and Research Development. This challenge raised questions about the academic aspirations of the institution and the extent to which its academic practices either helped or hindered them. It was a major challenge to the prevailing practices and perhaps even attitude. The challenge was aggressive in tone and hard-hitting in its analysis. Not only were questions asked about the academic culture of the College but also queries raised about how much the College wished to change. As a result of the discussions that followed and the establishment of a working party there was change. The terms of reference for the Board were clarified, a set of sub-committees established (the Research and Staff Development Sub-Committee, the Research Ethics Sub-Committee and the Academic Standards and Quality Sub-Committee) and the Strategic Leadership Team re-established a Research Executive Committee.

These developments had a major impact. The Dean of Learning and Research Development had described the Academic Board as frequently "descending into just endurable tedium", the College as "Balkanised" and staff attitudes to academic activity as "cynical" and perhaps even "anti-academic". These stinging criticisms were accepted as it was recognised that change was needed. The Academic Board accepted almost all of the recommendations made by the Dean.

The introduction of the Research and Staff Development Subcommittee led rapidly to the promotion of an array of activity and initiatives, which saw the introduction of research seminars, the publication of a research report and occasional collections of papers. Teacher education staff saw research and its related activities having a presence on the campus that was validated by the most important academic group on the campus – the Academic Board. These developments signalled clearly that research had been added to the traditional activities of College staff, teaching and partnership activities with schools.

Perhaps a greater impact on teacher education was the persistent promotion of the NZQA definition of research and scholarship. This was a broader definition that invited a consideration of activities that lay outside the conventional university definition and which located research clearly within the scholarly world of academic publications. The NZQA definition admitted into the research canon a far wider range of professional and academic activity. Activities that teacher education staff had traditionally undertaken

(such as consultancy work and leadership in professional environments) were validated by this definition, as the continuum of research activity included such activity alongside the scholarly work of the traditional researcher. This provided staff with a route from their work as traditional teacher educators to that of the academic tertiary educator. It also provided a clear mechanism for the College to strike a direction strategically. Staff were articulate in discussing their understanding of this view of research.

The establishment of the Research and Staff Development Sub-committee was followed by a Strategic Leadership Team Research Executive Committee that in turn led to a series of grants and scholarships for staff. The new research culture of the College environment was supported by practical assistance for staff to improve their qualifications. This opportunity was taken up by some and while the uptake was uneven, the overall results showed a clear impact (see Figure 10.4). As a result of this clear commitment, attention was paid to the academic qualifications of staff appointed to the College. The effect of this contributed to the overall increase in university qualifcations possessed by the staff.

Level of Highest Qualification (%)	1990		2001	
	All Staff (%)	Pre-service T.E. (%)	All Staff (%)	Pre-Service T.E. (%)
Doctorate	2	2.5	8.1	9.3
Masters	32.4	31.6	42.4	46.7
First Degree/Bachelor	39.2	41	26.7	27.1
Professional Qualification Only	26.4	24.7	22.6	16.1

Source: Auckland College of Education Calendars 1990, 2001.

Figure 10.4   Staff Academic Qualifications 1995 – 2001

These trends created a tension within the institution. The increased focus on research was the result of the new and wider definitions of research that were being promoted by NZQA. The commitment of the institution to research was leading a significant number of staff into undertaking advanced academic study towards research degrees and as a result there was a steady growth in the understanding of, and ease with, the conventional university model of research. This had been noted by the Research Development Committee in 1998. While the College Research Report committed itself to the NZQA definition, the activity of the staff and the impact of their new skills and knowledge on programmes tended to reflect the traditional view of academic research. This also created some tensions between the College and its school community.

With the promotion of a research culture in the College, staff moved from being "research consumers" to "research producers". This research culture was a central ingredient in the development of the degree, its accreditation and in the capacity of the staff to teach at degree level.

Research was, over the period of this study, assuming a central position in the professional landscape of the College. Not only had the restructuring signalled the importance of research and of the development of a research culture, it had gone further to put in place mechanisms to see that these directions had an expression in the work of the teacher educator. Staff roles were being extended and questions were being raised as to the appropriateness of the academic nature of the College. There had been a history of some cynicism towards academic activity that, while falling short of anti-intellectualism, was a position adopted in order to inflate the importance of the 'craft view' of teaching. This view was not without its supporters in the school community and, consequently, the new academic face of the College was not without its critics.

The structures that were created - the Academic Standards and Quality Sub-committee and the Research Development Sub-committee - all influenced the general climate within which the College staff worked. They became a key influence on the quality of module and programme development and the ability to both question practice and apply research in teaching programmes. A trend had started in the development of the research culture that was to continue through the demise of the BEd degree and into the development and introduction of the BEd (Teaching) degree as the College aspired to become more academic and more rigorous. Despite McGrath's vision that the research culture need not necessarily involve all of the staff, it had become pervasive in teacher education.

In summary, the major impacts of the development of a research culture on the College and on pre-service teacher education were:

- the creation of high status positions to promote a research culture;
- significant review of the Academic Board and its sub-committees that resulted in a re-orientation of its activities to the academic concerns of the College;
- commitment of the College to the NZQA definition of research;
- structures established to encourage staff to upgrade qualifications;

- increase in staff-related research activity, publication, conference presentation and other such activites.

While outside the period of this study, it is noted that a minor restructuring of the senior management of the College in 2001 continued these developments with the creation of a Faculty of Postgraduate Studies and Research.

Sedimentation: A Jointly Taught Degree

The College started teaching a jointly taught BEd degree with the University of Auckland in 1990 – the last college of education in New Zealand to enter into such a relationship with its local university, although cross-crediting arrangements between the two institutions had been in place for some time previously. The jointly taught degree involved only a small group of College staff in the actual teaching – those who worked within the Education Department (as it was then) of the College and who shared the teaching of seven papers with their colleagues in the School of Education at the University. Some College Mathematics lecturers also taught papers for the degree but College staff who were not involved in the teaching got on with the task of continuing to deliver the Diploma of Teaching courses for which the College was responsible.

The introduction of the jointly taught degree programme had an immediate impact – the status of the qualification that College students could gain was lifted and entry requirements were raised for students who wished to take up the opportunity to undertake academic work at this level. At a more general level, the status of teacher education was seemingly enhanced through this arrangement. The gains, however, were not evenly distributed over all the students, as those in the University programme were privileged over those who continued in the diploma programme and university offerings for early childhood students were generally non-existent.

The "joint" part of the programme was in fact only a segment (25%) of the total degree. The remainder of the degree was comprised of unmodified portions of the College and University programmes. This amalgam of two existing programmes with different histories and regulatory environments was effected without regard for any shared philosophic base. McGrath confirmed that "We hadn't sat down and established a common philosophy." This proved to be a fundamental flaw that came to have a seriously negative impact on the programme and in turn became a powerful lesson to

be acknowledged in the subsequent development of the BEd (Teaching) degree with its heavy emphasis on a shared philosophy.

A group of senior staff including the Principal and the then Director of Academic Services, was involved with the University in a range of administrative and regulatory roles. This group experienced the frustrations of matching two institutions that were different in their practices, committed to different philosophies and bringing to the relationship long and different histories. This group developed a clear view of the frustrations caused by attempting to teach a programme on three sites (including the schools for teaching experience) and of the relative differences in esteem with which the two parties to the relationship were held by the University.

The question of parity of esteem was of considerable importance as College staff felt variously a range of reactions and feelings that went from those of being personally insulted through to the anger that comes from believing that one has been professionally demeaned and undervalued - "our bit was the practical bit and theirs was the good theoretical part and that was valued more," as one participant put it. The issue of what constituted valued activity in the institution coalesced with the different pedagogies of the institutions to promote a feeling that the College staff were being "used". Unfortunate incidents during the review, such as a survey of student opinion conducted by a University staff member, did little to alter such perspectives.

Students, required to balance the demands of attending lectures at both the College and the University and to manage this while on teaching experience at schools developed a hierarchy of importance when it came to making decisions about what would receive their attention. The College and its school community could not compete with the importance attached to the University component of the programme. This led to the development of serious concerns about the relationship the College had with its community of practice and the possible damage to it by the behaviour of students trying to cope with this difficult, if not impossible, set of demands. Location had long been a key issue in teacher education - this experience demonstrated that regardless of the relative merits of each of the three sites, it was not possible to use all three when one of them made no accommodation for different timetable needs.

A result of the impact of this on College/school relationships was that in all its future considerations, the College held as a first principle the prime importance of the relationship between it and the communities of practice (the schools) with which it

worked and took account especially of the views of school principals and took pains in the subsequent development of the BEd (Teaching) degree to closely involve that important group.

Staff, both the group teaching in the programme and those involved in its management and governance, also experienced those aspects of traditional university behaviour with regard to the status accorded individuals and the general obeisance that typified so much of the meeting behaviour. This caused at best mild offence and at worst a deeply felt view that relationships with the University were unlikely to be successful under such terms. These views about status became part of the professional agenda of College teaching staff in the degree programme who began grappling with a number of issues related to status, philosophy and views of pedagogy. There was a clear feeling that College staff were being given a constant message by their university colleagues that they were at the practical end of a spectrum that accorded high status to the theory and philosophy of education and rather less to the practice of education in a classroom setting. These questions of status gave rise to questions about the status of classroom practice and by extension led into discussions about the nature of teaching and of teacher education.

In the course of the review of the joint degree, a clear split was articulated between the University staff, who appeared to accord themselves high status and viewed the jointly taught degree positively (problems were mostly administrative in their view) and the College staff, who seemed to feel deprived of status and saw the programme in negative terms. While some of the status aspects were hurtful to College staff, there seems to be a link between this and their subsequent mood to develop confidence both in teacher education as an academic discipline and in the nature of their work within it. The perceived lack of status had the effect of forcing the College staff to look at issues related to the status of teacher education as a discipline and the status of teacher educators as academic professionals. Staff described the relationship between the University and College staff in the following terms: "there was no culture of respect", "we made strange bedfellows", "we were seen as dogs-bodies" and "the University acted in very hegemonic ways".

The differences between College pedagogy and University pedagogy were made explicit in the jointly taught programme and encouraged College staff to focus on the pedagogy appropriate to teacher education in a professional degree programme. There is here an irony in that the pressure of being seen as working within a *craft* framework

became sufficient motivation to develop an understanding of, and a commitment to, the *learned profession* framework for teacher education. This later evolved as the dominant philosophic construct that guided the development of the degree.

A further impact on the College staff who taught in the degree programme resulted from their working together with their University colleagues in an academic environment. They were "forced into the academic world of the university." Central to this was the place of theory and philosophy in the teaching of education and the role of theory in the development of understanding. Rather than courses based predominantly on practice, the staff were now being asked to balance, or in the view of some, replace this with a theoretical dimension that reflected the theory, philosophy and literature related to that area. The opportunity to work with academics and to develop a refined understanding of academic activity and academic levels was to have a significant impact on the skill levels the College staff later brought to the degree development.

For the College staff, working in an academic manner that was different from the traditional *modus operandi* of the College, was stimulating, challenging and an opportunity for growth. Engaging more intensely in research, developing skills and understanding through working in a university degree programme, and increasing knowledge of the academic world of the University were all pre-cursors to the development the skills, knowledge and understanding that teaching in the BEd (Teaching) programme would subsequently require. The experience, one participant claimed, "allowed us to fly in a very short time."

The review of the jointly taught degree took place at a time when various strands were intersecting to create a context in which change was almost an inevitable outcome. The factors contributing to the general context that surrounded the review included the developments within NZQA with regard to provider degrees, the new opportunities for institutions other than universities, the significant resource issues which remained unresolved between the College and the University and a developing view within the College that it should be offering its own degree. The review articulated three major areas of concern: (i) the lack of a shared philosophy between the College and the University, (ii) the seeming impossibility of managing a programme between three sites and, (iii) the lack of a parity of esteem between the two parties.

The impact on a programme of a philosophy, albeit one which was not developed explicitly, was also highlighted in the review. The liberal arts tradition of the University-

based degree had in it a specified portion of liberal arts papers. It was the questioning of the role of those papers that led eventually to a realisation that a degree could have an entirely professional focus and, therefore, would be able to be completed in three rather than four years. This was to have profound implications not only for the College but also for teacher education in New Zealand. "It forced us to look at ourselves and what we did academically" and that led in time to initiatives that would lead staff to conclude that "we were changing the face of teacher education."

Questions were asked by College staff about the effectiveness of preparing a beginning teacher to be a reflective practitioner with courses that were predominantly content-bound. The issues of the joint degree programme, which centred on the lack of a philosophical base, the lack of an adequate level of parity of esteem and the lack of solutions to the problems students faced in working over three sites, were in themselves only part of the picture. The genuine concern for the nature of a teacher education programme, a new set of external factors and the taste of the academic world proved to be a set of influences that diverted energy away from attempts to resolve the problems that had beset the BEd programme to the more satisfying excitement of developing a provider degree.

In this sense the decision, therefore, to develop a College degree was a logical sequel to the review and was to an extent inevitable. The experience of working on the joint degree had the overall impact of positioning and encouraging the College to undertake such a development; a development that had been talked about for some time but which appears to have gathered momentum and become quite explicit within the College as the review of the jointly taught degree drew to its conclusion. The University had by then made a decision to enter teacher education and neither party had their hearts in any attempt to respond to the findings of the review. One view has it that the jointly taught BEd qualification "never actually got a fair go" while another concluded philosophically that attempts to save it were simply "too late."

In summary, the major impacts of the review of the jointly taught BEd degree on the College and on pre-service teacher education were:

- an urgent consideration of teacher education as an academic discipline;
- an assessment of the nature of a degree qualification in teacher education;
- the articulation of various aspects of working at an "academic" level;

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- a heightened emphasis on the status of teacher education and of teacher educators;
- a commitment to acknowledging the importance of a philosophy of teacher education;
- consideration of issues related to valued activity in the academy.

The review of the BEd degree was a key factor in hastening progress down the pathway towards the provider degree subsequently developed by the College.

Sedimentation: A Provider Degree

The socio-political context in New Zealand in the late 1980's and through into the 1990's had created an environment that to a large extent determined the shape and outcome the BEd degree review would take. The liberalisation of the tertiary education system, the NZQA developments (including unit standard investigations and the availability of non-university degrees) and the increased levels of institutional autonomy were all elements that created a fertile setting for a College that was seeking to accrue greater status and was developing a mature confidence in addressing issues related to the theory/practice tensions in teacher education. In addition, there were the institutional features of a restructured professional organisation, an increasingly more explicit interest in the nature of teacher education, experience of working in the more academic world of the university and a burgeoning research culture. The review of the BEd degree was not held in a neutral setting.

Professional discussions at the College had centred on the need to consider a professional orientation to teacher education that was informed by a shared philosophic base and that was not as content bound as the traditional College programme had been. It may be too dramatic to characterise the impact of this as a crisis in identity for the College, but the setting was at something of a crossroads in deciding whether to continue the *craft* model of the "old" College or to strike out more clearly in the direction of the paradigm of the *learned profession*. Conversely, while it might have been an exaggeration to describe the "old" College as being totally within a craft model framework (there were elements of liberal arts in its programmes), there was a willingness to see it in this way.

There was almost an inevitability that McGrath's earlier hint at the College needing to consider its own degree would materialise into the proposal to develop the BEd

(Teaching) degree. He had noted it in the earlier restructuring, he raised it again during the review of the BEd degree, and had also promoted structures in the College (through the restructuring) that would enable it to happen. He had also encouraged the development of the research culture, a prerequisite for NZQA accreditation to teach a degree programme. All the signs were there. Once having announced that the College was considering such a development, this immediately led, in McGrath's view, to the University door being closed.

Foremost among the impacts resulting from the decision to develop a provider degree under the terms and conditions established by the New Zealand Qualifications Authority was the decision made by a senior and relatively small group of College staff that by removing the liberal arts content of the jointly taught degree, it would be possible to develop a three year programme rather than a four year programme. This gave the degree a clear professional orientation within the "learned profession" paradigm rather than within the "craft" view of teaching. By deciding to make it possible to complete the degree in three years there simply was not space for the liberal arts elements of the previous programmes. The essence of the degree was to be professional and attention could turn to the development of a shared philosophy for the programme within those boundaries. It could be that this was a pragmatic as much as a philosophic decision, but it was clear that this major decision would, in the words of one participant, "change the face of teacher education" and would have a national impact.

The development had behind it a complex set of motivations that included increased status ("we would be the leading college"), getting away from the University ("the relationship was broken"; "there was an increasing sense of tension"), the mood of the time ("everyone was jumping on the bandwagon to offer degrees"), being competitive ("competition from other institutions") and being a mature institution ("we have got to have our own degree"). Most important of all, however, was a genuine feeling that a provider degree would enable the College to develop a programme with a sustainable philosophic underpinning. Statements such as "the liberal arts rationale is a sham" , "much more focus on the practice of teaching", "more teacher pedagogy focussed", "to make the connection between theory and practice" were typical of the general expression of this feeling.

As a result of the decision to proceed with a provider degree, a philosophy of teacher education was developed that placed considerable importance on reflection as the

predominant professional construct, critical theory as the underpinning philosophy and the qualities of the reflective practitioner as typifying the graduate of the new degree programme. Reflection became not only a practice much promoted within the programme but also an approach to teaching that increasingly informed the work of the lecturers in the teacher education programmes. The commitment of the new degree was to a view of education that placed the students and their work as new teachers in classrooms into a socio-political context and saw teaching as a social and political act constrained by the socio-political factors that shaped the community in which education was practised. Producing teachers who reflected on their practice in such a setting was the explicit goal of the programme. The College described the philosophy as "based on and guided by a shared understanding of the professional nature of the practice of teaching" (Lomas et. al., 1997).

The shared philosophical basis of the programme and the intensive professional and personal development that was involved in reaching first an understanding of these aspects of the programme and then developing that shared understanding, brought to the teacher educators teaching in the new degree programme a high level of professional preparation and a sound basis for professional discourse such as had not previously been present in such an intense and widespread manner in the College.

The outcomes of these discussions and the expression of this philosophical base was the "matrix" - a two dimensional model that categorised the outcomes of the programme on a horizontal axis according to 1) professional dimensions, 2) knowledge, 3) disposition and 4) performance. The vertical axis organised those areas under the domain headings of a) develops professional perspectives, b) works with students, c) works with colleagues and wider community, and, d) develops self. The impact of the matrix, described as a "permissive framework", was to give to teacher education at the College considerable confidence and a feeling that they had succeeded where others had failed. The NZQA development of unit standards statements had, by that time, somewhat floundered and had been drawn to an inconclusive finish.

The matrix was to provide not only an expression of a philosophy of teacher education that had high levels of ownership within the College but also a philosophic coalescing of the individual modules taught by different centres. The commitment to the integrity of the overall programme was unprecedented in programme development within teacher education at the College. The impact of this extended to module approval and to

organisational matters across the centres, such as moderation and assessment procedures. Thus, the new degree was to achieve a high degree of integration, especially when compared to the previous "smorgasbord" approach of previous teacher education programmes.

It would seem reasonable to claim that never before, in one hundred years of teacher education in Auckland, had a teacher education programme been informed by such a highly developed, well understood and enthusiastically embraced philosophy. McGrath's earlier exhortation that the College had to ensure that there was coherence and integration appeared to have been heeded. Participants in this study shared a view that the development of this explicit philosophy generated a feeling that the new degree programme was more rigorous and academic than its predecessors. The increased presence of research in the programme, the clear philosophic underpinning of the programme and the nature of the work undertaken by students was the basis of this feeling. The phrase "making charts" captured for some the nature of the tasks previously undertaken by students in the Diploma programme whereas in the new degree programme clear learning outcomes and performance criteria now set up an environment where more "academic" work characterised what was required. What was clear was that the perceived "looseness" in the previous programme had disappeared. Staff described the process as "tidying up our act", "becoming sharper", "tightening up" and taking a "much more academic approach". The feeling that the new degree had encouraged the College to become "more academic" was matched by views that the College had developed increased confidence and that staff were working with increased levels of cohesion (at least in Early Childhood and Primary) and self esteem. It was considered by one lecturer to be a "radical step" that staff should be working in the same direction and to the same goals in contrast to the way they had worked in the old programme, characterised by its fragmented and idiosyncratic nature. The feeling that the programme had become more academic was cemented into place as more staff undertook personal study towards research degrees and the use of research in the programme increased

The development of the degree had, right from its beginning, incorporated a fourth year (the Postgraduate Diploma of Education) leading into a Masters programme. While this might initially have been seen outside the College as something of a palliative to the charge that in "reducing" teacher education programmes from four to three years the College was undermining teacher education nationally, it had the effect of signalling both philosophically and organisationally that the College had a role to play at the

postgraduate level. Traditionally the College had provided a range of Higher and Advanced Diploma courses but now could aim at developing a programme that was genuinely postgraduate. In practice the degree was to operate very much as a coherent and discrete three year programme. By 2002 the only four year programme involving the BEd (Teaching) degree was a dual qualification in Music Education. It should be noted, however, that the Bachelor of Physical Education degree, introduced in 1998, was modelled on the BEd (Teaching) degree and is a four year programme.

In summary, the major impacts of the development and introduction of a provider degree, the BEd (Teaching) on the College and on pre-service teacher education were:

- an enforced re-examination of the key principles of a teacher education programme;
- a confirmation by the College of the "learned profession" construct of teacher education;
- the integration of Early Childhood and Primary together into an integrated programme;
- the reconsideration of the place and status accorded to parts of the programme and enhanced the role and place of Education, Professional Inquiry and Practicum;
- the unintended but rapid development of a Huarahi Maori immersion pathway rather than the conservative bilingual pathway envisaged;
- a clear pressure to shift the College into a more rigorous and academic mode;
- the development of a programme that had high levels of integration and coherence;
- increased perceived status of the College;
- the opportunity for College staff to be engaged in a positive development that came hard on the heels of the negative experiences with the University.

These combined to contribute to a feeling that where once there had been "a disconnection between practice and what was going on here [the College]", there were now signs that the College wished to "reconnect to practice" or, as another participant saw it, "in the past the odd student connected but now we plan for connection."

The Research Questions

The focus of this study was initially to be on the impact of an impending merger between the College and Massey University but was widened early in the study to a

focus on the impact of socio-political and institutional change on pre-service teacher education at the College. It had become clear that changes at the College were both a sequel to what had happened in the immediate past and a response to changes in the socio-political and institutional contexts. The research questions the study was designed to answer were:

1. What were the significant contextual changes that took place over the period 1985-2000?

2. What were the key changes that took place within pre-service teacher education provisions at the Auckland College of Education in response?

3. What was the impact of those changes on teacher education on the College and related environments?

4. What can be learned from these changes to inform the management of transformation in similar institutions during a period of significant change?

The research established that the changes could be grouped in what the study styled as "change narratives". There were five of these:

- mergers both those within teacher education that had occurred in the past, some of which were continuing to impact on the College and the proposed mergers with polytechnic/university partners;
- the major administrative and professional restructuring that occurred during the period 1994-1995;
- the development of an academic research culture that had its origins in the restructuring;
- the review and move away from the jointly taught degree;
- the development and implementation of a provider degree.

As the focus of the study was on pre-service teacher education, other changes such as those in social work, special education and at the postgraduate level were not studied. But it is noted that special education and social work have both moved to introduce provider degree programmes and that in 2001 a faculty of Postgraduate Studies and Research was established.

The impact of the key changes that took place the Auckland College of Education during the period studied was profound. At one level the College shifted from its historical role as an institution oriented to the school system, basing many of its operational habits and features on those of a school and in which the staff derived their authority and respect from being considered to be excellent classroom teachers who demonstrated in their work the sound practice of the craft of teaching. It shifted to a view of teacher education as an academic professional activity, which subscribed to a view of teaching as a learned profession in which teachers understood the philosophical and theoretical underpinnings of their work. The College programme changed from being at a diploma level to that of a degree with the accompanying increase in entry standards and a clear expectation from staff and students that the programme would be more academic.

College staff had increased their understanding of working at a degree level both through working within a jointly taught programme with the University and through a concerted effort to develop a research culture within the College. This started with the appointment of a Dean of Learning and Research Development, led to a review of the academic focus of the Academic Board and was continued by the work of a number of committees within the College established as part of this thrust. They were aided in this by the leadership of the Principal, Dennis McGrath, who through his national involvement in significant developments was bringing into the College accurate and leading edge knowledge and understanding of the new environment that enabled the College to capitalise on the opportunities that were opening up for institutions other than universities.

Following the teaching of the joint degree and the introduction of the provider degree there seemed to develop an inexorable trend for the programme to become more academic and more rigorous. What was usually meant by this was that the programme, in addition to making increased academic demands of the students, were now incorporating a far greater level of theory and philosophy than had previously been the case. The increasing confidence of the staff in undertaking and using educational research seemed to be a factor in this trend as were the tighter levels of internal compliance in the College with regard to programme and module development, assessment, course delivery and moderation. In turn, the College seemed to operate in an environment that was placing increasing demands on it for compliance with regard to accreditation of programmes and the development and implementation of a systems approach to quality management. This was an inevitable consequence of changes to

the national systems of programme approval and the College accepting responsibility for its own degree programme.

A further influence on the apparent trend to increasingly higher levels of rigour and those things that were thought to be academic, was the upgraded qualifications held by an increasing number of the teacher education staff. Where once a professional qualification was deemed appropriate, new standards for degree qualifications and even advanced degree qualifications became *de rigeur* for the College. The experience of working in the jointly taught degree programme and the accumulated knowledge and skills gained through the completion of advanced degrees certainly contributed to this and many staff who entered College with only a professional qualification took steps to upgrade this to degree level.

The introduction of the degree programme in teacher education in conjunction with the University, was motivated to an extent by a concern for the status of the qualification that the students received. What became apparent through working in this joint programme was that the status of the staff also became an important issue. There appeared to be a lack of parity of esteem between the two groups of staff and this, in part, contributed to the decision to develop a provider degree that would bring to both the College programme and the College staff increased status. Ironically, it was a consideration of status that played a part in the College's subsequent seeking a merger with a university partner. This ongoing theme of quest for status, is symptomatic of the place teacher education has had in the tertiary system in New Zealand and reflects a certain insecurity of identity as a tertiary education provider.

The full impact of the restructuring was not to be felt for some years, however, as the experience of developing the BEd (Teaching) degree did not involve secondary staff as a group, although some secondary staff who were working across programmes and who were more initiated into the centres than their colleagues did have some involvement. Secondary teacher education staff were able to maintain the behaviours of the old sector well after the completion of the restructuring through maintaining programme structures and procedures that were different from those of the other teacher education programmes. These included administrative procedures such as course credits, the configuration of the programme and even a timetable that precluded the involvement of some of the staff in programmes other than Secondary. Once these issues had been addressed during 1997 and new procedures and structures put in

place for Secondary in 1998 and 1999, the restructuring could be said to have taken full effect in both the spirit and letter of its intentions.

The development of the research culture was compromised by, on the one hand, the College subscribing to the NZQA definition of research and, on the other, by increasing numbers of staff being involved in research that met the requirements of the traditional university approach. Certainly this lifted the qualifications levels of the staff, but this was achieved often through allowing staff with lower level qualifications to gain degrees and for many years there was little overall improvement in the qualification levels of the staff as a whole until 2000/2001 when the number of staff with PhD and Masters qualifications showed a marked increase.

The changes promoted by McGrath seemed to a large extent to be driven by him through an approach to change management that was transformational rather than transactional. Transformational change is quick and revolutionary in nature, it is led by key sponsors of the change and promotes clear principles and values. By contrast, transactional change is slower and more evolutionary with those involved having a key hand in developing the directions and the goals. McGrath confirmed that he favoured "discontinuous rather than incremental change." The administrative and professional restructuring, the academic board restructuring, the subsequent development of the research culture, the review of the BEd degree and the development of the BEd (Teaching) degree were developments and changes that followed a pattern. A written paper established the direction of the proposed change and outlined a clear process and absolute deadlines. A small group, with authority to see the change or activity through, worked within a managed consultation process to which staff generally could contribute. This small group was led by a key staff member. The changes were promulgated and consolidated as their implementation was worked through. This approach to change management was a key factor in seeing the major changes through to completion within relatively short time-frames and meant that there was an inevitability about the aims of the proposed changes being achieved. The process used allowed little room for the changes to be frustrated or delayed.

The theoretical model developed to underpin this research study provided a useful framework to analyse the factors that made the change at the College necessary and to track the impact of those changes on the institution and its staff. The employment of a top-down/bottom-up categorization, together with a vertical and horizontal axis format, enabled these changes and their socio-political origins to be presented in a

coherent and readily accessible format. The top-down factors included the changes in the socio-political context such as legislation, the economic environment and educational reforms. While the bottom-up factors concerned the skills/knowledge, aspirations, dispositions and experience of the College staff. The horizontal axis, with its four stages describing the progress of a change, from 1985 to 2000, proved to be useful in enabling the change narratives to be fully described and their impact assessed.

While a portion of the change at the College during the period being studied was promoted as a necessary sequel to socio-political changes external to the College, much had resulted from the complex interplay of a variety of internal factors such as the merger between the Auckland Teachers College and the Secondary Teachers College, the uneasy relationship with Auckland University, the changing academic research culture of the College, and the developing skills and knowledge of the staff. While being made in response to the external environment the changes that occurred were essentially pre-emptive and entered into positively rather than being responsive and forced. The ability of Principal McGrath to initiate change in a timely fashion seemed to be the central factor in this.

Through the period of McGrath's leadership, the world of teacher education at the Auckland College of Education was enabled to "sail in new directions." The College generally, and pre-service teacher education specifically, had set out, for the variety of reasons outlined in this study, to undertake something of a rebirth as a modern tertiary institution with a clear academic focus and, in so doing, take a place in a tertiary environment that had increasingly signalled that the old style of college, built on the "tricks of the trade," would not survive. In undertaking the journey, lessons have been learned. While the changes made were across a range of institutional characteristics and patterns of behaviour, some general principles emerged that provide a basis for retrospective analysis and for guiding future action. The next and final chapter identifies and outlines a set of principles for managing transformational change such as that which had occurred at the College and that seems likely to continue as a feature of the College's future.

Chapter 11

Transformation and its Management

This study has analysed developments within pre-service teacher education at the Auckland College of Education. These changes moved the College away from the prevailing beliefs and practices of teacher education that epitomised the *teachers colleges* of old. The College moved towards a set of new practices and characteristics that marked it as a transformed *college of education*. The College was, during the time of the changes, increasingly subject to a socio-political context that made demands of a teacher education institution that were the same as those made of other tertiary education institutions such as universities and polytechnics. This did not require any single change, but, rather, a whole set of related changes; a transformation which included a new professional and administrative structure, a greatly enhanced academic research culture, new qualifications and different attitudes and behaviours from the staff.

This transformation also required teacher education to leave its traditional and predominantly craft-oriented view of teaching to embrace one that confirmed teaching as a learned profession. Tensions in the view of teacher education were not new to the College. It had previously seen a tension between a liberal arts view of teacher education and one more closely oriented to the professional demands of teaching. This new tension – the tension between a craft-oriented view of teaching and one which saw teaching as a learned profession – required College lecturers to consider the predominant characteristics of their professional work. This construct embedded teaching in contemporary social and political contexts, was well informed by theory and aspired to promote and develop the attributes of a reflective practitioner. It sought to do this in a manner that prepares teachers to be critical thinkers and informed practitioners.

Transformational Changes

This study set out to identify the key changes that took place within teacher education programmes at the Auckland College of Education during the period 1985 to 2000. Five change narratives emerged in the study (see Chapters 5 – 9). Each of these was a cluster of changes that centred respectively on the effects of mergers, an administrative and professional restructuring, the promotion of a research culture, the

experience of jointly teaching a degree with the University and the development of a College provider degree.

Patrickson, Bamber and Bamber (1995) have provided a set of descriptions that for them typify transformational changes. They claimed that such changes:

I.   are triggered by environmental and internal disruption;
II.   involve shifts in most organisational components;
III. result in the adoption of a new organisational paradigm;
IV.   are driven by senior executives and line management;
V.   involve considerable innovation and learning.

(p.3)

Taking each of Patrickson, Bamber and Bamber's (1995) criteria in turn and applying it to the College leads to the conclusion that the changes experienced in that setting were transformational in both scale and nature.

I   Transformational changes are triggered by environmental and internal disruptions.

A previous merger (between the Primary and the Secondary Teachers Colleges) had left unfinished business that continued to disrupt the College until addressed through a restructuring in 1994/95. This restructuring was also a further response to widespread change in the socio-political environment generally and in the domain of tertiary education in New Zealand specifically. The ways in which the College worked and its place in the tertiary system was changed by a reform of tertiary education that plunged the colleges into a competitive market-oriented world, in contrast to their historical, protected role as sole providers of teacher education.

II   Transformational changes involve shifts in most organisational components.

Through the period of this study, the College underwent major restructuring that changed the basis of the organisation of teacher education from a sector-based structure to one organised into academic groups based on curriculum areas (centres). This provided a new setting in which staff were required to teach across programmes and in which middle management would have responsibility for staff working in those different programmes. New divisions and committees were created that emphasised

the importance of an academic research culture to the College. Teacher education programmes altered in both structure and character as a consequence.

III   Transformational changes result in the adoption of a new organisational paradigm.

Centres based on curriculum areas removed staff from their sector organisations within the College and asked them to work within teacher education rather than within secondary teacher education, or early childhood teacher education or primary teacher education. This was a significant change at the College during the period under study and represents a paradymal shift.

IV   Transformational changes are driven by senior executives and line management.

The study showed that Dennis McGrath, Principal of the College throughout the period being studied, initiated most of the changes that were made and, in committing the College to what he described as "discontinuous change", ensured that tight deadlines were adhered to in, for instance, the restructuring and the development of the BEd degree. He drove the development of a research culture through the appointment to a senior position of an academic with a specific role in that area. McGrath's role was to some extent to act as a conduit for some of the changes (e.g., qualifications; research culture) to come into the College due to his grasp of and involvement in the wider tertiary education environment. Other notable changes (e.g., restructuring; the provider degree) were also instigated by him and were largely of his making. A large number of College staff were involved in the changes but the role of McGrath as a change agent assumed a central importance.

V   Transformational changes involve considerable innovation and learning.

At different points during the period being studied, the changes were innovative in character. The new professional and administrative structures were an innovative departure from the historical organisation of teacher education and the establishment of a key position to promote the importance of research was significant in a college of education. The development of a three year professional degree in teacher education (which broke the national pattern of a four year liberal arts degree) and the concomitant

development of an immersion Maori pathway through that degree, could be claimed as new developments within New Zealand.

Staff were required to develop new skills as the College moved increasingly towards an academic research culture. Experience of working in a jointly taught degree provided valuable learning opportunities for some, while the specific initiatives to develop a research culture offered wider chances for upgrading qualifications and involvement in research and scholarship. As the College introduced new programmes, staff were required to meet new levels of competence in module and programme development.

Impact of the Changes

This study sought to analyse and reveal the impact of these transformational changes at the College. The impact of the changes within each of the change narratives was discussed in the respective chapters. The accumulated impact of the changes has been a shift from one kind of institution, a traditional "teachers college" working at a post-secondary level but not considered to be a full tertiary institution, to what could be regarded as a fully fledged tertiary institution offering degree programmes, working with academic rigour and increasingly engaged in research and scholarship.

A transformation such as that outlined in this study is arguably in the order of a paradigm shift. Using the philosophic construct of a paradigm (see Kuhn, 1962) provides a useful way of describing sets of beliefs, values and techniques that are shared by a given community - the "distillation of what we *think* about the world" (Lincoln & Gruba, 1985, p.15).

> A paradigm is a world view, a general perspective, a way of breaking down the complexity of the real world. As such, paradigms are deeply-embedded in the socialisation of adherents and practitioners: paradigms tell them what is important, legitimate, and reasonable. Paradigms are also normative, telling the practitioner what to do without the necessity of long existential or epistemological consideration. But it is this aspect of paradigms that constitutes both their strength and weakness – their strength in that it makes action possible, their weakness in that the very reason for action is hidden in the unquestioned assumptions of the paradigm. (Patton, 1978, p.203)

Clearly over time, beliefs, values and practices within a community change following the growth of new and different knowledge and the consequential shift from one

paradigm to another alters the fundamental concepts underlying research and practice, encourages new approaches and challenges past beliefs. This "paradigm shift", as Kuhn (1962) called it, allows a new set of assumptions, beliefs, values, goals, theories, practices, etc. to become dominant. The period during which such a shift is being achieved is characterised by uncertainty as the old paradigm is challenged but the new paradigm has still to emerge (Kuhn, 1962). Paradigm shifts seldom occur as soon as the new paradigm is created but usually only when the old paradigm is shown to be inadequate.

Within the period being studied, the College was required to respond to significant changes in the wider tertiary education sector. It also had to attend to the unfinished business left over from an earlier merger between the Auckland [Primary] Teachers College and the Secondary Teachers College. Restructuring provided an opportunity to address this and to promote the place of research in the College; a development of strategic importance as the College moved out of a collaborative arrangement with the University into its own degree programme.

The aggregated shift from one paradigm to the other, produced by the changes, is summarised in Figure 11.1. It shows that the context within which pre-service teacher education operates, underwent a significant change over the period being studied; a transformation from the old "T.Coll" that operated in a benign and protected environment to a modern "College of Education" that had to survive in a competitive and tough environment.

Changes in ACE Teacher Education Paradigms

Pre-Reform (c1985) Paradigm The "T.Coll." Model"	Post Reform (Late 1990's) Paradigm "The College of Education Model"
The Socio-Political Context	
• Government funds College. • College by attrition becomes the only site for teacher education in Auckland. • Teacher education at the College post-secondary school but not tertiary. • College operates within a protected market.	• Teacher education becomes full member of the tertiary education institutional class. • College funded on the same basis as all other tertiary institutions based on student numbers. • Teacher education part of a highly competitive and contestable market in Auckland
Place and Time	
• College is one of six institutions that were originally the "Teachers Training Colleges'. • Steady increase over 100 years in course length from 1, to 2 to three years. • From 1970's all early childhood education courses undertaken at the College. • From 1990 joint four year degree programme in association with the University.	• Universities, Polytechnics, Wananga and Private Providers able to offer teacher education programmes. • Three year degree replaces the four year conjoint programmes as the norm.

Students

- Traditionally those who were not going to university and had clearly lower academic qualifications.
- Typically young pakeha school leavers.
- Students receive remuneration to attend College.

- Students required to meet university entrance standard on entry.
- Students represent wide range of ages and a wide mix of ethnic groups.
- Students pay fees and enter into government loans to finance years at College.

Staff

- Staff expected to be top school teachers who exemplify best practice in their activities (teaching and school partnership).
- Staff work in silos identified by sector and subject.

- Staff required to demonstrate the academic qualities of a tertiary education in terms of qualifications and activities (teaching, school partnership and research).
- Staff work in academic groups (centres) based on teacher education curriculum focus.

Governance

- College controlled by the Department of Education and influenced by the Education Board.
- Students recruited and selected for teaching by the Department of Education.
- Autonomous Council in the latter part of the period but with limited control.

- Autonomous institution, which has a purchase agreement with the Government through EFTS funding .
- College recruits and selects its own students.

Curriculum Content and Process

- Certificate and diploma qualification
- College organisation and structure reflects that of the senior secondary school.
- Heavy emphasis on the craft of teaching – the tricks of the trade.
- Programme focuses on curriculum studies, teaching practice, personal development, and teaching studies.
- A smorgasbord approach to compilation of the programme.

- Degree qualifications
- College reflects typical tertiary model of organisation.
- Focus on teaching as a learned profession – the reflective practitioner.
- Programme focuses on the needs of teaching the curriculum in a social and political context by reflective teachers.
- High levels of integration and coherence.

Figure 11.1 Changes in Tertiary Teacher Education Paradigms

Principles for Managing the Transformation

This study sought also to ask what could be learned from the changes the College experienced. The sedimentation of those changes has been assessed earlier (see Chapter 10). Out of that analysis and the preceding analyses of the change narratives, a set of principles that have the potential to positively inform the successful management of transformational change in similar contexts has emerged. Whilst these principles have their origins in the changes that took place, their applicability can be extended to assist in the management of future transformational change at the College and in other similar institutions and organisations.

The period of the study, 1985-2000, was clearly a period of turbulent change for the College, but the future looks no calmer.

- In 2001 the Government concluded a series of reports by the Tertiary Education Advisory Commission (Tertiary Education Advisory Commission, 2001a, 2001b, 2001c), which provides a scenario of increased government intervention in tertiary education, a more tightly contestable resourcing regime, provision for clearer distinctions between categories of tertiary institutions, an unmistakable call for collaboration between institutions and a clear message for colleges of education. In its report TEAC (2001) stated:

> The colleges could, however, foster their missions by developing appropriate strategic relationships with universities or by merging with them. The Commission considers that consolidation of teacher education in fewer providers is preferable to the dissipation of scarce resources. Consolidation would also improve the quality of teacher education. (p.155)

- In 2001 the College signed a *Memorandum of Understanding* with the University of Auckland to agree to co-operate to establish an "Institute of Education". While, at this point, both institutions intend to remain independent and autonomous, the long term merger of the College and the School of Education at the University (as happened at Palmerston North and at Hamilton and as has been signalled at Wellington and Dunedin) cannot be ruled out.

- In 2001 the Government established a New Zealand Teachers Council to regulate the teaching profession. The Council has intentions to address issues of professional standards in teacher education and this has implications for colleges of education and other providers of teacher education.

- In 2001 the New Zealand Qualifications Authority promulgated *The New Zealand Register of Quality Assured Qualifications* (New Zealand Qualifications Authority, 2001b), which for the first time provides a mechanism for relating the qualifications from different sectors in the tertiary system to each other.

These changes alone will in all likelihood see a continuation of the climate of change in tertiary education. The principles that will assist in the management of changes such as those implied by these initiatives, reflect three key emphases. First, a concern for connection is expressed in principles that guide the successful development of new relationships between parties at both an inter-institutional and intra-institutional level (Principles 1-5). Secondly, a commitment to professional growth is reflected in principles that guide the delineation and support for areas of growth both at an

institutional level and at the level of the individual staff members within an institution during a period of transformation (Principle 6). Finally, a regard for esteem leads to principles that guide the protection and nurturing of the esteem and status of those involved in the changes that produce such a transformation (Principle 7).

When institutions and collections of individuals within institutions are being brought together, there are principles that underpin success in achieving the goals of such an event. These are now described in terms that come out of the "connections" between such groups being made within the College during the period being studied.

1   The Principle of Mutual Growth/Advantage

The collaborative relationship to effect change between institutions and/or between groups within an institution must be premised on a belief that mutual growth/advantage is both an intended and likely result of that relationship.

The "historical" mergers between the Auckland Teachers College and a range of previous teacher education entities resulted in the merging partner going out of existence and varying degrees of residual staffing being added to the College. This meant that there was no possibility of applying the principle of mutual growth/advantage. However, this was not the situation with the "present" merger of the Auckland Teachers College with the Secondary Teachers College. Both institutions continued, but under a new and shared identity. Little attention was paid to the potential for mutual growth/advantage and the merger was achieved largely through compromises that allowed territory to be protected and status to be seemingly preserved. The creation of sector-based schools in essence allowed the previous colleges to continue under a re-branded identity within a new institution, the unified nature of which was something of a pretence.

The "future" mergers (Auckland Institute of Technology/CIT, Auckland University and Massey University) could potentially have been presented as opportunities for growth/advantage. At the time these were considered this was not understood nor was it accepted as a motivating factor by staff who attributed financial, political and a range of pragmatic motives to the proposals.

At an intra-institutional level, the restructuring that occurred in 1994 could have been presented within a mutual growth/advantage model in which the opportunities of working within centres rather than sectors greatly outweighed the real limitations of the

sector-based organisation. At the time, this was not seen as an opportunity by staff, nor did those promoting the changes choose to emphasise it as the process of effecting the changes became increasingly more defensive. The fact that moving secondary staff into centres would ultimately be the factor that saved their jobs was not articulated as either the opportunity for growth or the advantage that it would eventually become.

The teaching of the joint degree with the University of Auckland was premised on the development of increased opportunity for students and for growth of the teacher education programme. In the event, its life was too short for this to be realised. The move away from the jointly taught degree to the provider degree was a key opportunity for growth as new markets were identified and it was presented as such. This opportunity and involvement was unevenly distributed across the College since at that time it affected the Primary and Early Childhood sectors but not Secondary in any direct way. Later developments would allow Secondary to capitalise on the development also – a case of delayed mutual growth/advantage as the Bachelor of Physical Education degree was developed and the old Diploma of Teaching (Secondary) was reshaped into the Graduate Diploma of Teaching (Secondary).

2   The Principle of Agreed Direction
Both parties in a collaborative relationship must share a set of goals and objectives that is based on principles and philosophy, made explicit, understood and agreed on.

The merger of the Auckland Teachers College and the Secondary Teachers College focused on the mechanics of connection, rather than on any philosophic basis for the relationship. Such considerations were to be left to the subsequent restructuring of the College, which in the event was loosely based on agreed principles – those of the New Zealand Curriculum Framework and a set of management objectives articulated by the Principal. Even here, however, the relationship in the restructuring between the former sectors and the proposed centres was very much an issue that over-shadowed all others. Aspects, such as the focus on research, required a greater philosophic understanding and was of such importance and impact that it had a life outside of and beyond the period of restructuring.

The jointly taught BEd degree was very much frustrated in its effectiveness by the total absence of an explicit philosophic base for the programme and subsequently for the relationship between the two groups of staff. Students were required to be the link

between the programme parts, but the likelihood of this happening was minimised by the considerable pressures placed on them through being required to work on three sites. Subsequently, the development of the BEd (Teaching) degree derived much of its strength as a development precisely because the initial focus was on the large issues of the underpinning philosophy and the cohesion of the qualification as a whole.

3   The Principle of Complementary Activity

The activities undertaken by both parties in a collaborative relationship must address points of difference but at the same time focus on areas of complementarity.

There are two elements in this principle; points of difference and those of similarity. This principle was a factor in the merger between the Auckland Teachers College and the Secondary Teachers College since it was clear that a College specialising in primary and early childhood teacher education would be complementary with one specialising in secondary teacher education. Therefore, the points of difference had a positive construction put on them and were allowed to obscure real differences in the ways in which each group perceived the other, in what they believed was the nature of their work and the degree to which they were open to the idea that the other could contribute across the strong and historical boundaries between the sectors.

In the BEd degree development, differences that later assumed critical importance were not addressed. For instance, there were clear points of difference between the academic staff of the College and that of the University of Auckland School of Education in terms of both the superficial level of qualifications and experience and the more deeply embedded levels of philosophy, views of education and pedagogy, and considerations of status. In hindsight, the differences between the two groups could have been presented in terms of their complementarity rather than simply as matters of difference. Questions of status were allowed to become an opaque overlay through which only opposition could be seen. A simple assumption was made that working on a shared programme would adequately address these questions of difference, which proved, finally, unable to be resolved.

Similarly, the differences between Primary and Secondary as sectors were not addressed in the restructuring in the way that those between Early Childhood and Primary were later to be resolved in the development of the BEd (Teaching) degree. The connection between, on the one hand, Primary and Early Childhood and, on the other, Secondary, was to take a further four years or more to effect fully.

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The activities undertaken by parties in a relationship need also to be assessed for the degree to which they have in them the potential for competition that arises out of each party engaging in predominantly similar activities. The negative outcome of both the initial relationship with the University of Auckland, through the jointly taught degree programme, and the subsequent merger discussions with that institution is evidence of the consequences of the failure to address this issue. In the first instance, the inability to devise a satisfactory allocation of duties within the shared papers failed to minimise the differences in perceived status between the two groups of co-operating staff. Both "taught", but the construction of what constituted "teaching" was very different. The College staff embedded the activity in a pastoral care oriented approach, which differed from the lecture/tutorial model adopted by the University. The merger talks of 1997 managed only to articulate difficulties and differences that seemed at that time to be insurmountable.

Post-review developments were in effect brought to an abrupt halt when the University decided to compete with the College through developing its own teacher education programme, while at the same time taking umbrage at the development in the College of a degree programme. It was a naïve assumption made by both parties that co-operation could continue in a fully competitive situation without resolving those aspects that were competitive. Had there been discussions about partitioning activity, the result might well have been different.

The College, for its part, saw a provider degree as an answer to many of the difficulties articulated in the review of the jointly taught degree. Where an effective relationship might have focused on a mediated solution to the question of two institutions engaging in similar activity, the two institutions simply disconnected in order to compete. Issues and difficulties, which re-surfaced in later discussions between the two institutions, might well have been able to be resolved at that point had that course been earlier chosen.

4   The Principle of Effective Expression
The collaborative relationship must have a vehicle for expressing the relationship in operational terms and in ways that can be understood by a wider public.

The joint degree seemingly allowed for a vehicle to express the relationship between the College and the University, but the attempted connection was only between parts of the qualification and impacted only on parts of each institution. Those University staff teaching in the shared papers and a small group within the Education Department at the College were required to develop effective expression of the relationship – the two institutions and the programmes outside this shared component were untouched by it and, as a result, the BEd degree could not be considered an effective expression of the relationship between the two institutions. This was evidenced by the real relationship difficulties experienced with regard to parity of esteem, McGrath's perception of his treatment as Deputy Dean and the combative atmosphere in which much of the review took place.

The relationship within the then impending merger with Massey University suffered from a similar lack of any effective expression of it. For example, the concept of a Graduate School of Education was developed but never found expression in any actual meaningful way and never really went beyond the point of simply being a good idea. Although discussions occurred between different programmes at the two institutions, there was, during the two academic years in which the final merger decision from the Government was pending, nothing concrete that allowed staff to say what the relationship would mean for them, or what shape it might take, or where the new developments would take place.

In 2001, the College and the University of Auckland announced the establishment of a joint "Institute of Education". Despite having all the appearance of a vehicle for expression of the relationship, no detail existed that would allow any early assessment to be made of its likely effectiveness.

By contrast, the administrative and professional restructuring of the College produced a spectacular and radical vehicle for the expression of the connection between the sectors within the College. The development of the Centres that brought together all three sectors of pre-service teacher education into curriculum-oriented academic groups was an example where the result of the attempt at connection was one that would manifestly change the way people worked and related to each other. While it took some time for the full connection into the Centres of some of the secondary staff, it nevertheless was eventually achieved and people were clear about what they needed to do, what was being done and when it had been done. At every point, the meaning of the relationship was made explicit. Some of the resistance to the notion from some of

the secondary staff might have been a reflection of the fact that the implications were well understood.

In terms of effectiveness and impact, the creation of the Centres in the College became the defining change made at the College in the last twenty years and illustrated the relevance of attending to the matter of effective expression.

5 The Principle of Recalled Lessons

Parties in a collaborative relationship must look to their past experiences at working with another institution or with other groups and be forthright in using lessons from those connections in developing a new collaborative relationship.

Connections between people are not of the same order as those between electric wires or hose pipes – the former are more complex and multifaceted. One of the factors is the previous history that is taken into a relationship; in popular vernacular, the "baggage". The College effected the "past" mergers with few problems, although there was an edge to the North Shore/Auckland Teachers College connection that had its origin in the movement of staff between the two Colleges. The history of the Auckland Teachers College and the Secondary Teachers College, the "present" merger, was generally a convivial one that allowed a small amount of co-operation to occur in the area of library services and the student centre, but which did not extend to programme level. The merger effected a relationship that did not make demands on either institution that were much beyond those that had already been made. Despite becoming one institution, from the staff's perspective, much carried on unchanged.

The later restructuring was a measure of how much "unfinished business" was left over from that "present" merger. The historical differences between primary and secondary in the national education system should have been enough to warn those involved of the inherent tensions, which, in the event, were not dealt with fully until ten or more years later. The relatively short, but in McGrath's words, "proud history of secondary teacher education at the Secondary Teachers College," had seen it grow out of and separate from primary teacher education and the Auckland Teachers College to become one of only two secondary teachers colleges in New Zealand. There was in all this an identity that would not be relinquished lightly.

It was when the College started to connect to the University of Auckland that histories became crucial. The two histories of the College and the University were sufficiently

different as to be a significant and negative factor in the relationship between the two groups as they set about sharing a programme. The reasons that led to the failure of that programme (such as working on three sites, no shared philosophy and the lack of parity of esteem between the parties) were key factors in the merger discussions between the two parties in 1997, and while attempts were made to address them, they continued to appear to be insoluble. It is to the credit of those involved that these issues were highlighted – an effective use of recalled lessons.

By contrast, the positive history of relationships between Massey University and the College, institution to institution, colleague to colleague, was a factor in the rapid positive conclusion to merger talks between those two institutions. The institutions had, for example, enjoyed a positive relationship for over twenty years through the College teaching a Massey University BEd degree in the area of physical education. The recalled lessons here seemed positive at the time.

6   The Principle of Professional Growth

Staff involved in change need to know clearly the nature of the professional growth that will be required and in order for a change to be effective, this professional growth must be supported.

There is a clear factor in the impact of change that relates to professional growth. Put simply, if things are to be done differently, people will have to work differently - their "patterned behaviour", in Lewis' (1994) terms, will have to change. If staff keep on doing the same things in the same way, then the results will be the same. So it follows that change within an institution or organisation will require people to make changes to their knowledge, skills, practices, beliefs, relationships and general perceptions as to how they see themselves and their work.

The impact of change on pre-service teacher education provisions at the Auckland College of Education significantly has required such change over the years described in this study. It was essential that the professional growth that this required be identified and subsequently provided for through some procedure or mechanism.

A significant number of the changes made at the College required College staff to develop new professional skills. The different mergers had different impacts in this regard. The Primary/Primary mergers made very little demands on the staff of the receiving institution, the College. Those coming into the College were simply expected

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to fit in and there is no evidence that any attempt was made to identify the degree to which this would require professional growth. The Kindergarten Teachers College/Auckland Teachers College merger was one that had professional growth implications for the staff involved, but this was obscured by the manner in which staff were brought into the College – they relinquished their positions and re-applied for new positions at the College. Consequently, they joined the College on its terms and presumably only if they met the College's requirements.

Given the pattern of "past" mergers, it was not surprising that no allowance for professional growth was allowed for in the Auckland Teachers College/Secondary Teachers College merger. In both the planning for the merger and the actual implementation, the professional growth that would be required was obscured by larger issues of identity. Specific professional growth requirements of this merger might have centred on developing an understanding of the other sectors; Primary or Secondary and vice versa. Since the programmes would not immediately demand such shared understanding and knowledge, the impact of the failure to identify this would not show for some years.

Programme development was another area that would have benefited were professional growth needs identified at the point of merger, rather than later in the contexts of the professional and administrative restructuring, the review of the BEd degree and the development and implementation of the BEd (Teaching) degree. The painful transition that Secondary was subsequently required to make in 1997 into the "new" (for them) programme configuration would have been lessened had this occurred. Had the BEd degree review and the development of the BEd (Teaching) degree been seen as a professional growth opportunity for all teacher education staff, rather than only for Early Childhood and Primary, the developments could have had a more immediate and wider impact.

The development of the academic research culture was a development that was based on a careful analysis of the impact on staff, as the current skill-sets of staff were assessed as inadequate to meet the demands of the new environment. The use of the NZQA definition of research was potentially useful in encouraging this growth, but in the event was overshadowed by the imperative to upgrade qualifications of the existing staff, something that in itself was positive. But generally, the development of this new culture was approached as an opportunity for professional growth and had quite a measure of success.

An outcome of the introduction of an academic research culture was an emphasis on the academic standard and quality of modules and programmes. Rather than making any concerted attempt to identify these professional growth needs at the time of moving into this new environment, the skills in module and programme development became a further area in which professional growth was required. The new academic research culture would also require professional growth of staff in the areas of research methods and skills, teaching at a degree level and becoming increasingly "academic" in the way the task of teaching was approached. This last factor would involve making greater and different uses of research, the use of more rigorous and ostensibly academic assessment tasks, a more diligent attention to moderation and a generally upgraded presentation of course outlines and materials. The newly competitive student and funding environment within which all this was happening, would deliver to staff a student population that was less tolerant of the idiosyncratic indulgences that lecturers has formerly displayed. It would be a much more pressured teaching environment.

The clearest response to supporting the professional growth needs was in the area of developing the academic research culture, where support took the form of seminars, publications, scholarships and support for conference attendance. This was possible because the commitment to an academic research culture had involved, as noted above, a clear analysis of the purpose of such a development, the needs of the staff and the contexts in which professional growth could be measured. Support would prove to be critical in minimising the negative impact of the view that research was simply another demand that would further burden a staff who saw themselves as already over-worked. There was a range of staff development activity in the areas of reflection and critical theory.

Outside of these areas, support for professional growth, significant as it is in terms of quality and importance at the College, remained, as McGrath had noted in proposing the restructuring, largely untargetted, relatively unstructured and generally unrelated to any careful process of identification. An exception to this was the support for professional growth in the College in the period 1997-2000 in the area of information and communication technology with its impact on both teaching and learning, where careful analysis of needs was undertaken and strategically targetted activity undertaken. This was in response to wider systemic social and environmental features as much as to any internal pressure.

7   The Principle of Status/Esteem

Professionals have clear views of their status and change projects must acknowledge this status and where such projects involve working with other institutions there must be a demonstrated parity of esteem.

The final principle that emerged from the study was in relation to esteem and status. Status is both in the eye of the beholder and conferred by others. It is able to be given and withheld, to be accepted or rejected. It is a complex combination of public acts and symbols and private feelings and emotions.

Teacher education has had, as has been noted a number times through this study, a particular status that saw it historically working beyond the end of secondary schooling but not fully within the tertiary sector. This had been challenged by several mergers between colleges and universities at Waikato and Palmerston North where the experience has shown that such transitions are neither simple nor smooth. While teacher education might not have had high status as an academic field in the university system, it had enjoyed relatively high status within the teaching profession. As a generalisation it could be claimed that the professional community accorded respect for what it did and for those who did it. As one participant in this study noted, working in the College was seen once as something of a career aspiration.

The changed socio-political environment in which the College found itself working was one that accorded full tertiary status to it by dint of the fact that colleges of education were admitted and subjected to the same regulatory environment as that applying to other tertiary education institutions. This had the effect of by and large leaving it to the colleges to increase their standing and status as tertiary institutions through their own initiatives. The BEd degree experience had earlier articulated the clear differences in status and esteem between the College staff as a group and the University staff as a group. The status that legislation had conferred on the College simply had the effect of raising the bar. The College had to work towards finding ways of proving that it could "hold its own" in the academic tertiary world and this urge became both clear and urgent following the experiences of the jointly taught BEd degree.

The College has consistently grappled with this as an issue. The new environment had thrown up a challenge to the College and conferred on it the status of a fully fledged member of the tertiary world. It was up to the College to live up to this. One of the key motivations for moving away from the jointly taught BEd degree to the provider degree

was the perceived damage being done to the College's relationship within its community of practice. Students resolved the tensions of working on three sites by assigning least importance to their work in schools, with consequential damage to the status of the College in the eyes of the schools. The BEd (Teaching) degree sought to restore this relationship and the status that the College had within its community of practice.

The College also acted pro-actively on the question of moving into a research culture and the academic world of degree teaching. One approach might have been simply to accept that for this work the staff as a whole did not have sufficient status academically to undertake it and, one way or another, replace them with staff that did. The College, rather than choosing this approach, decided that significant effort was better directed at instilling in existing staff the skills of academic research. Further to this, it offered support to staff for the upgrading to appropriate levels of qualifications for the "new" tertiary institution. This affirmation of the status of the existing staff as teacher educators who were able to make these transitions, was important.

The proposed mergers with university partners raised issues of threats to the status of staff but were not dealt with in any definitive manner, although they had explicitly become an issue in the talks with the University of Auckland.

Where real issues of status went unresolved was in the Auckland Teachers College/Secondary Teachers College merger. The degree to which the one group had a view of their status relative to the other group was an uncomfortable issue that was dealt with by being left well alone. Clearly, the secondary staff as a group felt that their status was going to be undermined through losing their clear identification as a secondary teacher education institution. Later, this was raised to the level of their being affronted by what they saw as a huge loss of status in the process of the establishment of the Centres, which to them had the appearance simply of Secondary being made to join Primary groupings pre-dominantly under the leadership of primary people. While the developments increased the status of Primary and Early Childhood, Secondary saw themselves as losers in this respect.

Early Childhood as a sector went through a number of interesting status issues, but their constant feelings of being marginalised were leavened by an increase in status with regard to qualifications, staff professional reputations and the other manifestation that Early Childhood was gaining recognition as an academic professional field. The

seemingly negative impact, in terms of status, of the closing of the Kindergarten Teachers College and a level of invisibility in the jointly taught BEd degree, were compensated for by the developing critical mass of Early Childhood as a presence on the campus and in the mainstream BEd (Teaching) degree programme. Later, it would be Early Childhood that showed a significantly positive response to the opportunity to engage in research and to upgrade qualifications, both of which increased the status of the sector in the eyes of its community. A professional journal published by the College and dedicated to early childhood education was one manifestation of this.

Parity of esteem is a challenging concept in a world heavily divided by distinctions between groups in all areas of human society and activity. Is the contribution of an early childhood education worker with a professional qualification as valuable as that of the university lecturer with a PhD? Should primary teachers and secondary teachers receive the same pay? Is vocational education as important as academic education? Such discussions have bedevilled education for a very long time.

In the context of the College, the issues are relatively straightforward. Internally, they hinged around the relative parity of esteem between the different sectors - Early Childhood, Primary and Secondary. The changes mapped and discussed in this study have significantly contributed to developing a high level of internal parity of esteem within teacher education between these groups.

The issue of parity of esteem between the College staff as a group and the University staff as a group, became, during the life of the jointly taught BEd degree, a key relationship dilemma. The perceived lack of parity of esteem led to levels of personally felt hurt and insult and a belief that there was a lack of respect for the professional standing, beliefs and practices of the College staff. But it was not one-sided. The College staff, perhaps from a feeling of defensiveness, were also unable to demonstrate a level of respect for the pedagogy of their University colleagues. Lessons were learnt from this, but it remained a contentious issue in the relationship between the two groups. The discussions with other university partners never reached a level of detail and were not operationalised to an extent where the issue of parity of respect would be an issue, and consideration of it can only remain speculative. But, in the early discussions of a possible relationship between the College and the University, there were some vigorous discussions about the basis on which the two staffs could be joined together. Those discussions, like the talks themselves, were inconclusive.

This study has been of the impact of socio-political and institutional change on pre-service teacher education at the Auckland College of Education during the period 1985-2000. These changes have included mergers, working with other institutions, internal restructuring and developments in the areas of an academic research culture and the nature of College qualifications. They have been the result of both external and internal pressures.

The College has sailed through some turbulent seas. As the study drew to a close, the Government of the day was once again seemingly assessing the shape of the tertiary system and embryonic proposals promised further changes for colleges. Rather than sailing into the calm waters of a safe harbour, the College is once again headed towards storm clouds building on the horizon, which are probably a harbinger of a further period of change.

It is the hope of the researcher that the principles that have emerged from this study provide a useful guide for understanding and managing transformation in a college of education or similar institution. While it might be true that one could "enlarge the world simply by sailing in a new direction", having an understanding of dynamics and a set of navigational aids such as the set of principles outlined in this study, is likely to contribute to speedy and safe routes across the seas of change.

Appendix A

Interview Schedules

This appendix includes the schedules that provided the frameworks for the interviews. Where two groups used the same schedule, this is indicated in the heading. Interviews frameworks are presented as follows:

Reference Group:	Individual interviews with seven individual staff members.
Focus Group:	Interviews with three focus groups: Lecturer, Management and Community.
Management No's 6-9:	Individual interviews with specified management persons.
Principal:	Individual interviews with the Principal, Dennis McGrath.

All interviews lasted approximately one hour and by prior written arrangement were conducted in an office setting. They were recorded, subsequently transcribed, and the draft transcripts given to the participants for comment and/or amendment. The setting was formal and no communications related to the research were undertaken between the researcher and the participants outside of these arrangements.

Reference Group : Interview 1

Management 8 : Interview 1

Restructuring ACE

1. Why was the College re-structured in 1994?
2. What were the key features of that re-organisation?
3. What were the main elements of the process used to develop and introduce the new organisation?
4. What changes in philosophy / principle were behind the changes?
5. What were some of the concerns staff had in the early stages of the consultation process?
6. What were some of the changes that were made to the model as a result of consultation?
7. What impact did the re-structuring have on Teacher Education?

Review of the Jointly Taught BEd

1. Why was the jointly taught BEd degree reviewed in 1995?
2. What process was used to review the degree?
3. What were the strengths and weaknesses in the process used to review the degree?
4. What do you recollect as the key strengths of the jointly taught degree?
5. What do you recollect as the key weaknesses of the jointly taught degree?
6. What impact on teacher education did the introduction of the jointly taught degree have?
7. What impact on teacher education did the review of the jointly taught degree have?
8. What impact on teacher education did the withdrawal from the jointly taught degree have?

Development of a Research Culture

1. Over a period of time, what has been the role of research in the College?
2. In what ways might research be important?

3. What steps has the College taken to encourage research?
4. What pressures encourage and / or discourage staff from engaging in research?
5. Is research valued by the institution?
6. What has been the key impact on teacher education of the development of a research culture?

Development of the BEd (Teaching)

1. Why did the Auckland College of Education make the decision to develop its own degree?
2. What involvement did you have in the development?
3. What consultation procedures were used during the development?
4. What was the new degree attempting to achieve that the older programmes could not?
5. What were the key philosophic positions adopted by the new degree?
6. What process was used to develop the matrix?
7. "Reflection" became important to the new degree. In what ways was this promoted as an important idea?
8. How would you describe the key impacts of the BEd (Tchg) on teacher education at the Auckland College of Education?

Merger

1. Why is the Auckland College of Education wishing to merge with another institution?
2. What are the key benefits of a merger?
3. The Auckland College of Education has earlier had merger discussions with AIT and the University of Auckland. What do you know of these. Why were the nature of these discussions and why were they not proceeded with?
4. In what ways will your work or position be affected by a merger with a university?
5. What differences are there between the work (in the most general sense) of a university lecturer and a College lecturer?
6. What positions of strength does ACE have in facing a merger?
7. What impact do you expect a merger to have on teacher education at the College?

Reference Group : Interview 2
Management 8 : Interview 2

A   Discussion of Points Arising from Interview 1

    We will discuss some of the key points that you made during your first interview and I will seek clarification as required.

B   Further Exploration of the Impact of Change on Teacher Education

1. The Secondary Teachers College and the Auckland College of Education were amalgamated in the mid-eighties. What seems to you to be the history or the pattern of the relationship between secondary and primary over the years?
2. The changes made in the 1990's saw Early Childhood starting to work alongside the other sectors. How do you see the impact of that on both early childhood and on the other sectors.
3. What has been the impact of the following changes on the <u>sectors</u> specifically?
    The restructuring in 1994;
    The development of a research culture in the College;
    The working with Auckland University to teach a BEd degree;
    The development and teaching of the College's own degree;
    The preparation of the College for a possible merger.
4. What changes have you experienced in your personal work conditions over the past decade? In what ways do you personally work differently?
5. What impact on your work as a teacher educator has resulted from the development of the new employment contract (with its features such as the work load formula, the provision of PPD and Staff Development) and the Academic Careers Path?
6. What specific changes have you seen in the nature of the students you have been teaching over the past decade or so?
7. What changes have you noticed in the demands placed on students, the nature of the work they are required to do and the relationship between students and staff over the period under discussion?
8. In what ways have there been changes or developments in the relationship between the College (and College lecturing staff) on the one hand and the school "communities of practice" on the other?
9. How has your view of teacher education developed or changes over the past few years?
10. What do you understand by the statement "teacher education has become more professional" and how might this show in the College and in what it does?

11. What do you understand by the statement "teacher education has become more rigorous" and how might this show in the College and in what it does?
12. What are some of the differences between the status of a university lecturer and that of a College lecturer? What changes have there been to the status of College lecturers?
13. Why should the College be involved in research?
14. What kinds of research should the College be promoting?
15. What impact does research in the College have on the relationship between the College and schools?

16. Views of teacher education have been characterised as falling into two groups – "teaching as a craft" and "teaching as a learned profession". What do you understand this to mean? Where does the College sit in relation to these views? How has the College changed in terms of such descriptions of teacher education?

Reference Group : Interview 3
Management 8 : Interview 3

1   The Programme

I would like you to think back the beginning of your time here at the Auckland College of Education as a staff member, and even to think back to the time when you were a student preparing for teaching. What are the key differences between the programme of teacher education then and the programme now in each of the following areas?
- Content
- The nature of the activities / tasks undertaken by students
- Programme structure
- Relationship with schools
- The lecturing staff

2   The Philosophic Context

I want to mention a number of terms or phrases. Would you tell me your understanding of their meaning and briefly summarise its place in the course.
- Critical Theory
- Reflection
- Critical Reflection
- The Reflective Practitioner
- Professional Degree / Liberal Arts Degree
- Professional Autonomy

3   The Context

I want to mention a number of terms or phrases and I want you to tell me what you understand by them.
- Research
- Academic / Becoming more academic
- Teacher training / Teacher education
- Professional degree / Liberal arts degree
- Professional autonomy

4   To what extent would you agree with the proposition that there is a hierarchy of centres at the College? Is there parity of esteem between the centres?

5   What do you understand the term "*marginalised*" to mean when applied to a group (or groups) at the College? Can you think of any instances when a group (or groups) has been "*marginalised*"?

6   Schools identify the following areas of need:

- The importance of multiple intelligences
- Knowledge of assessment
- Constuctivist curriculum
- Knowledge of language acquisition
- Teaching techniques and strategies
- Classroom management
- Knowledge of the curriculum
- Catering for difference

- Special education
- Interfaces between early childhood / primary and primary / secondary

How well has the College in the past met these needs and how well is it meeting them now?

7   What changes have you seen in the status of teacher education and of those working in it over the past ten or so years? Status of the College? Status of the staff? What is meant by status? How can status be either increased or diminished?

8   What are the key component of a teacher education course?

Lecturers Focus Group : Interview 1

Restructuring ACE

1.   Why was the College re-structured in 1994?
2.   What were the key features of that re-organisation?
3.   What were the main elements of the process used to develop and introduce the new organisation?
4.   What changes in philosophy / principle were behind the changes?
5.   What were some of the concerns staff had in the early stages of the consultation process?
6.   What were some of the changes that were made to the model as a result of consultation?
7.   What impact did the re-structuring of the College have on teacher deucation at the Auckland College of Education?

Review of the Jointly Taught BEd

1.   Why was the jointly taught BEd degree reviewed in 1995?
2.   What process was used to review the degree?
3.   What were the strengths and weaknesses in the process used to review the degree?
4.   What do you recollect as the key strengths of the jointly taught degree?
5.   What do you recollect as the key weaknesses of the jointly taught degree?
6.   What impact did the jointly taught degree have on teacher education at the Auckland College of Education?

Development of a Research Culture

1.   Over a period of time, what has been the role of research in the College?
2.   In what ways might research be important?
3.   What steps has the College taken to encourage research?
4.   What pressures encourage and / or discourage staff from engaging in research?
5.   Is research valued by the institution?
6.   What impact has the development of a research culture at the Auckland College of Education had on teacher education at the College.

Development of the BEd (Teaching)

1.   Why did the Auckland College of Education make the decision to develop its own degree?
2.   What involvement did staff have in the development?
3.   What consultation procedures were used during the development?
4.   What was the new degree attempting to achieve that the older programmes could not?
5.   What impact has the introduction of the BEd (Teaching) had on teacher education at the Auckland College of Education.

Merger

1.   Why is the Auckland College of Education wishing to merge with another institution?
2.   What are the key benefits of a merger?
3.   The Auckland College of Education has earlier had merger discussions with AIT and the University of Auckland. What do you know of these. Why were the nature of these discussions and why were they not proceeded with?
4.   What differences are there between the work (in the most general sense) of a university lecturer and a College lecturer?
5.   What positions of strength does ACE have in facing a merger?
6.   What impact is a merger likely to have on your work?

Lecturers Focus Group : Interview 2

A   Discussion of Points Arising from Interview 1

We will discuss some of the key points that you made during your first interview and I will seek clarification as required.

B   Further Exploration of the Impact of Change on Teacher Education

1. The Secondary Teachers College and the Auckland College of Education were amalgamated in the mid-eighties. What seems to you to be the history or the pattern of the relationship between secondary and primary over the years?
2. The changes made in the 1990's saw Early Childhood starting to work alongside the other sectors. How do you see the impact of that on both early childhood and on the other sectors.
3. What has been the impact of the following changes on the <u>sectors</u> specifically?
    The restructuring in 1994;
    The development of a research culture in the College;
    The working with Auckland University to teach a BEd degree;
    The development and teaching of the College's own degree;
    The preparation of the College for a possible merger.
4. What changes have you experienced in your personal work conditions over the past decade? In what ways do you personally work differently?
5. What impact on your work as a teacher educator has resulted from the development of the new employment contract (with its features such as the work load formula, the provision of PPD and Staff Development) and the Academic Careers Path?
6. What specific changes have you seen in the nature of the students you have been teaching over the past decade or so?
7. What changes have you noticed in the demands placed on students, the nature of the work they are required to do and the relationship between students and staff over the period under discussion?
8. In what ways have there been changes or developments in the relationship between the College (and College lecturing staff) on the one hand and the school "communities of practice" on the other?
9. How has your view of teacher education developed or changes over the past few years?
10. What do you understand by the statement "teacher education has become more professional" and how might this show in the College and in what it does?
11. What do you understand by the statement "teacher education has become more rigorous" and how might this show in the College and in what it does?
12. What are some of the differences between the status of a university lecturer and that of a College lecturer? What changes have there been to the status of College lecturers?
13. Why should the College be involved in research?
14. What kinds of research should the College be promoting?
15. What impact does research in the College have on the relationship between the College and schools?
16. Views of teacher education have been characterised as falling into two groups – "teaching as a craft" and "teaching as a learned profession". What do you understand this to mean? Where does the College sit in relation to these views? How has the College changed in terms of such descriptions of teacher education?

Lecturers Focus Group : Interview 3

1   The Programme

I would like you to think back the beginning of your time here at the Auckland College of Education as a staff member, and even to think back to the time when you were a student preparing for teaching. What are the key differences between the programme of teacher education then and the programme now in each of the following areas?
*   Content
*   The nature of the activities / tasks undertaken by students
*   Programme structure
*   Relationship with schools
*   The lecturing staff

2   The Philosophic Context

I want to mention a number of terms or phrases. Would you tell me your understanding of their meaning and briefly summarise its place in the course.

- Critical Theory
- Reflection
- Critical Reflection
- The Reflective Practitioner
- Professional Degree / Liberal Arts Degree
- Professional Autonomy

3   The Context

I want to mention a number of terms or phrases and I want you to tell me what you understand by them.
- Research
- Academic / Becoming more academic
- Teacher training / Teacher education
- Professional degree / Liberal arts degree
- Professional autonomy

4   To what extent would you agree with the proposition that there is a hierarchy of centres at the College? Is there parity of esteem between the centres?

5   What do you understand the term "*marginalised*" to mean when applied to a group (or groups) at the College? Can you think of any instances when a group (or groups) has been "*marginalised*"?

6   Schools identify the following areas of need:
- The importance of multiple intelligences
- Knowledge of assessment
- Constuctivist curriculum
- Knowledge of language acquisition
- Teaching techniques and strategies
- Classroom management
- Knowledge of the curriculum
- Catering for difference
- Special education
- Interfaces between early childhood / primary and primary / secondary

How well has the College in the past met these needs and how well is it meeting them now?

7   What changes have you seen in the status of teacher education and of those working in it over the past ten or so years? Status of the College? Status of the staff? What is meant by status? How can status be either increased or diminished?

8   What are the key component of a teacher education course?

Management Focus Group : Interview 1

Restructuring ACE

1.   Why was the College re-structured in 1994?
2.   What were the key features of that re-organisation?
3.   What were the main elements of the process used to develop and introduce the new organisation?
4.   What changes in philosophy / principle were behind the changes?
5.   What were some of the concerns staff had in the early stages of the consultation process?
6.   What were some of the changes that were made to the model as a result of consultation?
7.   What has been the impact of the reorganisation on teacher education?

Review of the Jointly Taught BEd

1.   Why was the jointly taught BEd degree reviewed in 1995?
2.   What process was used to review the degree?
3.   What were the strengths and weaknesses in the process used to review the degree?
4.   What do you recollect as the key strengths of the jointly taught degree?
5.   What do you recollect as the key weaknesses of the jointly taught degree?
6.   What impact did the jointly taught degree have on teacher education at the Auckland College of Education?

Development of a Research Culture

1. Over a period of time, what has been the role of research in the College?
2. In what ways might research be important?
3. What steps has the College taken to encourage research?
4. What pressures encourage and / or discourage staff from engaging in research?
5. Is research valued by the institution?
6. In what ways has the development of a research culture at the Auckland College of Education have on teacher education at the College?

Development of the BEd (Teaching)

1. Why did the Auckland College of Education make the decision to develop its own degree?
2. What involvement did staff have in the development?
3. What consultation procedures were used during the development?
4. What was the new degree attempting to achieve that the older programmes could not?
5. To what extent had the restructuring of the College made the development of the new degree possible?
6. What has been the impact of the BEd (Teaching) on teacher education?

Merger

1. Why is the Auckland College of Education wishing to merge with another institution?
2. What are the key benefits of a merger?
3. The Auckland College of Education has earlier had merger discussions with AIT and the University of Auckland. What do you know of these. Why were the nature of these discussions and why were they not proceeded with?
4. What impact is a merger likely to have on your work?
5. Would you expect your management responsibilities to change as the result of a merger?

Management Focus Group : Interview 2

A   Discussion of Points Arising from Interview 1

         We will discuss some of the key points that you made during your first interview and I will seek clarification as required.

B   Further Exploration of the Impact of Change on Teacher Education

1. The Secondary Teachers College and the Auckland College of Education were amalgamated in the mid-eighties. What seems to you to be the history or the pattern of the relationship between secondary and primary over the years?
2. The changes made in the 1990's saw Early Childhood starting to work alongside the other sectors. How do you see the impact of that on both early childhood and on the other sectors.
3. What has been the impact of the following changes on the <u>sectors</u> specifically?
         The restructuring in 1994;
         The development of a research culture in the College;
         The working with Auckland University to teach a BEd degree;
         The development and teaching of the College's own degree;
         The preparation of the College for a possible merger.
4. What changes have you experienced in your personal work conditions over the past decade? In what ways do you personally work differently?
5. What impact on your work as a teacher educator has resulted from the development of the new employment contract (with its features such as the work load formula, the provision of PPD and Staff Development) and the Academic Careers Path?
6. What specific changes have you seen in the nature of the students you have been teaching over the past decade or so?
7. What changes have you noticed in the demands placed on students, the nature of the work they are required to do and the relationship between students and staff over the period under discussion?
8. In what ways have there been changes or developments in the relationship between the College (and College lecturing staff) on the one hand and the school "communities of practice" on the other?
9. How has your view of teacher education developed or changes over the past few years?
10. What do you understand by the statement "teacher education has become more professional" and how might this show in the College and in what it does?
11. What do you understand by the statement "teacher education has become more rigorous" and how might this show in the College and in what it does?

12. What are some of the differences between the status of a university lecturer and that of a College lecturer? What changes have there been to the status of College lecturers?
13. Why should the College be involved in research?
14. What kinds of research should the College be promoting?
15. What impact does research in the College have on the relationship between the College and schools?
16. Views of teacher education have been characterised as falling into two groups – "teaching as a craft" and "teaching as a learned profession". What do you understand this to mean? Where does the College sit in relation to these views? How has the College changed in terms of such descriptions of teacher education?

Management Focus Group : Interview 3

1   The Programme

I would like you to think back the beginning of your time here at the Auckland College of Education as a staff member, and even to think back to the time when you were a student preparing for teaching. What are the key differences between the programme of teacher education then and the programme now in each of the following areas?
- Content
- The nature of the activities / tasks undertaken by students
- Programme structure
- Relationship with schools
- The lecturing staff

2   The Philosophic Context

I want to mention a number of terms or phrases. Would you tell me your understanding of their meaning and briefly summarise its place in the course.
- Critical Theory
- Reflection
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- The Reflective Practitioner
- Professional Degree / Liberal Arts Degree
- Professional Autonomy

3   The Context

I want to mention a number of terms or phrases and I want you to tell me what you understand by them.
- Research
- Academic / Becoming more academic
- Teacher training / Teacher education
- Professional degree / Liberal arts degree
- Professional autonomy

4   To what extent would you agree with the proposition that there is a hierarchy of centres at the College? Is there parity of esteem between the centres?

5   What do you understand the term "*marginalised*" to mean when applied to a group (or groups) at the College? Can you think of any instances when a group (or groups) has been "*marginalised*"?

6   Schools identify the following areas of need:
- The importance of multiple intelligences
- Knowledge of assessment
- Constuctivist curriculum
- Knowledge of language acquisition
- Teaching techniques and strategies
- Classroom management
- Knowledge of the curriculum
- Catering for difference
- Special education
- Interfaces between early childhood / primary and primary / secondary

How well has the College in the past met these needs and how well is it meeting them now?

7   What changes have you seen in the status of teacher education and of those working in it over the past ten or so years? Status of the College? Status of the staff? What is meant by status? How can status be either increased or diminished?

8   What are the key component of a teacher education course?

Community Focus Group : Interview 1

General

1.   In what ways has the Auckland College of Education changed over the time that you have known it?

Restructuring ACE

2.   What changes have taken place at ACE in terms of internal organisation over the past six or seven years?
3.   From your sector's point of view, what has been the impact of these changes?

Review of the Jointly Taught BEd

4.   The Auckland College of Education had a jointly taught BEd degree with Auckland University from 1990 – 1996. What impact did this degree have on teacher education at the Auckland College of Education?

Development of a Research Culture

5.   Do you see the Auckland College of Education as a research institution?
6.   From your point of view, what is the role of thre Auckland College of Education in research?

Development of the BEd (Teaching)

7.   Why did the Auckland College of Education make the decision to develop its own degree?
8.   In what ways has your sector been affected by this development?

Merger

9.   Why is the Auckland College of Education wishing to merge with another institution?
10. What are the key benefits of a merger?
11. What are the issues as you see them resulting from a merger?
12. What impact might a merger have?

Community Focus Group : Interview 2

A   Discussion of Points Arising from Interview 1

        We will discuss some of the key points that you made during your first interview and I will seek clarification as required.

B   Further Exploration of the Impact of Change on Teacher Education

1.   The Auckland College of Education is the result of a series of mergers over many years (Ardmore/Auckland; Kindergarten/Auckland; Loretta Hall/Auckland; North Shore/ Auckland and finally Secondary/Auckland). What impact has this had on the College and its relationship with its communities of practice (i.e., the early childhood, primary and secondary sectors)?
2.   How would you describe the differences in pedagogy between the different sectors (i.e., Early Childhood, Primary, and Secondary)?
3.   What specific changes have you seen in the nature of the students working in Auckland College of Education over the past decade or so?
4.   What changes have you noticed in the demands placed on students, the nature of the work they are required to do and the relationship between students and your school/centre staff over the period under discussion?
5.   What are some of the changes to the factors / demands / requirements facing beginning teachers over the period under discussion and how well has the College adapted its programmes to prepare students for these changes?

6. What are some of the specific changes or developments in the relationship between the College (and College lecturing staff) on the one hand and the school "communities of practice" on the other?
7. How has your view of teacher education developed or changes over the past few years?
8. What do you understand by the statement "teacher education has become more professional" and how might this show in the College and in what it does?
9. What do you understand by the statement "teacher education has become more rigorous" and how might this show in the College and in what it does?
10. What in your view are some of the differences between the status of a university and that of a College? What changes have there been to the status of College lecturers?
11. How important is it for the College to have "parity of esteem" with the universities?
12. Views of teacher education have been characterised as falling into two groups – "teaching as a craft" and "teaching as a learned profession". What do you understand this to mean? Where does the College sit in relation to these views? How has the College changed in terms of such descriptions of teacher education?
13. What are the key critical components of a pre-service teacher education course in terms of preparing for work in your sector?

Principal : Interview 1

Restructuring ACE

1. In a paper in 1994 you refer to "the current and probable future environment". What were the key features of those environments?
2. What was wrong or not working with the existing structures?
3. What were the key stages in the development of the new organisation?
4. In what ways would changes to the structure allow for delivery of programmes to be more diversified?
5. What was your view on accountability issues in the College at the time of the re-structuring?
6. It appears that sectors in teacher education were strengthened between the first two versions of the structure (Deputy Deans / Prof Practice Centres etc). Why was this done?
7. In the final "amended" version of the structure there were several key changes made – the creation of the school of Professional Development and the creation of the new position of Dean of Learning and Research Development. What prompted these developments?

Review of the Jointly Taught BEd

1. Why was the BEd degree introduced in 1990?
2. Why was it necessary in 1995 to review the jointly taught BEd degree?
3. Who initiated the review?
4. What were the strengths and weaknesses in the process used to review the degree?
5. At the time of the degree review, were you concerned about future developments as much as the current practices?
6. How influential was your involvement in the Tertiary Action Group on your thinking?
7. To what extent did the review focus on the nature of the relationship between the staffs in the two institutions?
8. How much tension existed between the two institutions at the time of the review?
9. The Auckland College of Education announced its intention (Sept – Nov 1995) to develop a provider degree. You identified this as a problem for the relationship between the two institutions. What influence did this have on the outcomes of the review?

Development of a Research Culture

1. In 1994 you described the College as being a long way off being able to claim to be a research institution. Why was it important that ACE could lay claim to this?
2. In what ways had you encouraged research at the College in the early 1990's?
3. You describe the College as having opportunities in the area of "applied research" rather than the "strongly academic or theoretical." What did you mean by this?
4. You acknowledged that staff could have a valuable role as teachers and that not all staff needed to be involved in research. How is this balance reflected?
5. You created the position of Dean : Learning and Research Development. Why was this done?
6. How important should research background or potential for research be in the selection of staff?
7. How central to the development of the research culture has the Research Development Committee been?

Development of the BEd (Teaching)

1. How long before your initial proposal in Sept 1995 did you think it likely that the College would have to consider a provider degree?
2. What were the key drivers for such a proposal?
3. In your initial proposal you signalled some clear pointers for the development that were later in fact put into place. What discussions had been taking place prior to your proposal? And with whom?
4. You noted that the College would have to record and defend its record in research. How much of a concern was this at that time?
5. How would you describe the development process used for the degree development?
6. What involvement of staff was built into the process?
7. How important was the material from the tertiary Action Group in influencing thinking at the College?

Merger

1. In 1994 you expressed doubts about ACE remaining a stand-alone institution. What influenced you to think along these lines?
2. Why is the Auckland College of Education wishing to merge with another institution?
3. What are the key benefits of a merger?
4. What positions of strength does ACE have in facing a merger?

Principal : Interview 2

Development of the BEd (Teaching)

1. How long before your initial proposal in Sept 1995 did you think it likely that the College would have to consider a provider degree?
2. What were the key drivers for such a proposal?
3. In your initial proposal you signalled some clear pointers for the development that were later in fact put into place. What discussions had been taking place prior to your proposal? And with whom?
4. You noted that the College would have to record and defend its record in research. How much of a concern was this at that time?
5. How would you describe the development process used for the degree development?
6. What involvement of staff was built into the process?
7. How important was the material from the tertiary Action Group in influencing thinking at the College?

Merger

8. In 1994 you expressed doubts about ACE remaining a stand-alone institution. What influenced you to think along these lines?
9. Why is the Auckland College of Education wishing to merge with another institution?
10. What are the key benefits of a merger?
11. What positions of strength does ACE have in facing a merger?

Impact

12. How would you characterise the key features of the impact on Teacher Education of the following:
    The restructuring in 1994;
    The development of a research culture in the College;
    The working with Auckland University to teach a BEd degree;
    The development and teaching of the College's own degree;
    The preparation of the College for a possible merger.
13. What impact on those working in teacher education resulted from the development of the new collective employment contract (with its workload formula, provision for PPD and Staff Development and so on)?
14. In the relationship between the College and Auckland University, how important was the relative status of the two groups of staff in influencing the nature of that relationship and in determining the course that that relationship would take? Was there parity of esteem. If so, how was this evident? If not, then what impact did this have?

Management 7 : Interview 1

Restructuring ACE

1. Why was the College re-structured in 1994?
2. What were the key features of that re-organisation?
3. What were the main elements of the process used to develop and introduce the new organisation?
4. What changes in philosophy / principle were behind the changes?
5. What were some of the concerns staff had in the early stages of the consultation process?
6. What were some of the changes that were made to the model as a result of consultation?
7. What impact did the re-structuring have on Teacher Education?

Review of the Jointly Taught BEd

8. Why was the jointly taught BEd degree reviewed in 1995?
9. What process was used to review the degree?
10. What were the strengths and weaknesses in the process used to review the degree?
11. What do you recollect as the key strengths of the jointly taught degree?
12. What do you recollect as the key weaknesses of the jointly taught degree?
13. What impact on teacher education did the introduction of the jointly taught degree have?
14. What impact on teacher education did the review of the jointly taught degree have?
15. What impact on teacher education did the withdrawal from the jointly taught degree have?

Development of a Research Culture

16. Over a period of time, what has been the role of research in the College?
17. In what ways might research be important?
18. What steps has the College taken to encourage research?
19. What pressures encourage and / or discourage staff from engaging in research?
20. Is research valued by the institution?
21. What has been the key impact on teacher education of the development of a research culture?

Development of the BEd (Teaching)

22. Why did the Auckland College of Education make the decision to develop its own degree?
23. What involvement did you have in the development?
24. What consultation procedures were used during the development?
25. What was the new degree attempting to achieve that the older programmes could not?
26. What were the key philosophic positions adopted by the new degree?
27. What process was used to develop the matrix?
28. "Reflection" became important to the new degree. In what ways was this promoted as an important idea?
29. How would you describe the key impacts of the BEd (Tchg) on teacher education at the Auckland College of Education?

Merger

30. Why is the Auckland College of Education wishing to merge with another institution?
31. What are the key benefits of a merger?
32. The Auckland College of Education has earlier had merger discussions with AIT and the University of Auckland. What do you know of these. Why were the nature of these discussions and why were they not proceeded with?
33. In what ways will your work or position be affected by a merger with a university?
34. What differences are there between the work (in the most general sense) of a university lecturer and a College lecturer?
35. What positions of strength does ACE have in facing a merger?
36. What impact do you expect a merger to have on teacher education at the College?

Management 7 : Interview 2

1. The Secondary Teachers College and the Auckland College of Education were amalgamated in the mid-eighties. What seems to you to be the history or the pattern of the relationship between secondary and primary over the years?
2. The changes made in the 1990's saw Early Childhood starting to work alongside the other sectors. How do you see the impact of that on both early childhood and on the other sectors.
3. What has been the impact of the following changes on the <u>sectors</u> specifically?
    The restructuring in 1994;

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The development of a research culture in the College;
The working with Auckland University to teach a BEd degree;
The development and teaching of the College's own degree;
The preparation of the College for a possible merger.

4. What changes have you experienced in your personal work conditions over the past decade? In what ways do you personally work differently?

5. What impact on the work of College staff has resulted from the development of the new employment contract (with its features such as the work load formula, the provision of PPD and Staff Development) and the Academic Careers Path?

6. What specific changes have you seen in the nature of the students at the College over the past decade or so?

7. What changes have you noticed in the demands placed on students, the nature of the work they are required to do and the relationship between students and staff over the period under discussion?

8. In what ways have there been changes or developments in the relationship between the College (and College lecturing staff) on the one hand and the school "communities of practice" on the other?

9. How has your view of teacher education developed or changed over the past few years?

10. What do you understand by the statement "teacher education has become more professional" and how might this show in the College and in what it does?

11. What do you understand by the statement "teacher education has become more rigorous" and how might this show in the College and in what it does?

12. What are some of the differences between the status of a university lecturer and that of a College lecturer? What changes have there been to the status of College lecturers?

13. Why should the College be involved in research?

14. What kinds of research should the College be promoting?

15. What impact does research in the College have on the relationship between the College and schools?

16. Views of teacher education have been characterised as falling into two groups – "teaching as a craft" and "teaching as a learned profession". What do you understand this to mean? Where does the College sit in relation to these views? How has the College changed in terms of such descriptions of teacher education?

17. I would like you to think back the beginning of your time here at the Auckland College of Education as a staff member, and even to think back to the time when you were a student preparing for teaching. What are the key differences between the programme of teacher education then and the programme now in each of the following areas?
Content
The nature of the activities / tasks undertaken by students
Programme structure
Relationship with schools
The lecturing staff

18. I want to mention a number of terms or phrases. Would you tell me your understanding of their meaning and briefly summarise its place in the course.
Critical Theory
Reflection
Critical Reflection
The Reflective Practitioner

19. I want to mention a number of terms or phrases and I want you to tell me what you understand by them.
Research
Academic / Becoming more academic
Teacher training / Teacher education
Professional degree / Liberal arts degree
Professional autonomy

20. To what extent would you agree with the proposition that there is a hierarchy of centres at the College? Is there parity of esteem between the centres?

21. What do you understand the term "*marginalised*" to mean when applied to a group (or groups) at the College? Can you think of any instances when a group (or groups) has been "*marginalised*"?

22. Schools identify the following areas of need:
The importance of multiple intelligences
Knowledge of assessment
Constuctivist curriculum
Knowledge of language acquisition
Teaching techniques and strategies
Classroom management
Knowledge of the curriculum
Catering for difference
Special education
Interfaces between early childhood / primary and primary / secondary

23. How well has the College in the past met these needs and how well is it meeting them now?
24. What changes have you seen in the status of teacher education and of those working in it over the past ten or so years? Status of the College? Status of the staff?
25. What is meant by status?
26. How can status be either increased or diminished?
27. What are the key component of a teacher education course?

Appendix B

List of Documents Consulted

A number of the documents/papers consulted in this study have not been published outside the College. They are in addition to those formal publications listed in the bibliography and are listed here grouped under each change narrative.

Mergers, Past Present and Future

- McGrath, Dennis, (August, 1997) *An Overview of Alliances and Mergers for the Auckland College of Education Council*, A Confidential paper for Council and Staff.

- *The University of Auckland / Auckland College of Education*, A discussion paper written for the College Council, 24 October 2001.

- *Auckland College of Education / Massey University*, A discussion paper written for the College Council, 21 October 2001.

- *Briefing Paper : The Case for Merger* of Auckland College of Education, Auckland Institute of Technology and the Central Institute of Technology prepared for the consideration of the Councils of those Institutions.

- *Principal's Memos* to the staff of the Auckland College of Education related to the Merger of the Auckland College of Education with the Auckland Institute of Technology and the Central Institute of Technology.

- *The Vision*, a combined statement on the merger of the Auckland College of Education, Auckland Institute of Technology and the Central Institute of Technology, 1997.

- Correspondence between the Auckland College of Education and the University of Auckland related to the 1997 merger talks.

- Meeting notes, minutes and correspondence related to the merger talks between the Auckland College of Education and the University of Auckland, 1997.

- Report to the Joint Institutional Committee of Auckland College of Education and University of Auckland : The Academic Case for an Ongoing Relationship, July 1997.

- Report to the Joint Institutional Committee of Auckland College of Education and University of Auckland on Strategic Alliances from the Academic Subcommittee. August 1997.

- Personal files of the Researcher related to College mergers 1997 – 2000 including communications to staff.

- Draft Council Criteria for Future Directions (undated).

Administrative and Professional Restructuring

- Papers amd Memoranda from the Principal, Auckland College of Education ("The Yellow Papers") related to the restructuring, 1994.

- Papers from Dean of Learning and Research Development related to the academic culture of the Auckland College of Education, 1995-1997.

Developing a Research Culture

- Minutes of the Research Development Committee, Auckland College of Education, 1996 – 1999.

The Jointly Taught BEd Degree

- Conference Materials, Review of the BEd Degree, 14 July 1995.

- Correspondence, Auckland College of Education and University of Auckland, related to BEd programme.

- Management Committee Files (Minutes and Correspondence), 1996 – 1997.

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The College Provider BEd (Teaching) Degree

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Appendix C

Coding – Schematic Outline

Main Category	Sub-Category	Sub-Heading A	Sub-Heading B
ACE Structure	Academic Board		
ACE Culture	General Historical / Previous		
College Centres	Hierarchy The Arts Health and PE Education Languages Mathematics Pasifika Practicum Professional Inquiry Science Technology		
College Sectors	Early Childhood Primary Secondary Special Education Social Work Te Puna Wananga	Numbers Relation Primary	
Change	General Culture Role of People Staff Expectations Resistance	Equity Specific Persons	
Change Management			
Change Process	Consultation University College		
Community	Sectors Needs Views	Early Childhood Primary Secondary Schools / Centres Teachers Changes Programmes College Staff Research	Specifics
Consultation	College Restructuring Provider Degree		
Environment	Accountability Competitiveness Politics Pressure on Resources		
Industrial	Workload Formula PPD SD Academic Career Path		

Main Category	Sub-Category	Sub-Heading A	Sub-Heading B
Impact	General	Academic	
	Programmes	BPE	
		Comparison	Dip / Degree
	Students		
	Staff		
Joint Degree	General		
	College / University	General	
		Relationships	
	Review	Philosophy	
	Staff		
Leadership	General		
Merger	Previous (Sec/Prim)		
	General		
	Impact		
	Reasons	Economies of Scale	
		Financial	
		Status	
Provider Degree	General		
	Philosophy	General	
		Critical Theory	
		Matrix	
		Reflection	
	Reasons		
	Theory / Practice Links		
	Impact	Staff	
		Students	
		Programmes	
Reforms	NZQA	Research	
	Culture	Definition	
		General	
		Evidence	
	Impact	Programmes	
		Staff	Activity
			Confidence
			Qualifications
			Time
	Resources		
	Structures	Personnel	General
			Dean
		Committee	
Restructuring	Philosophy		
	Principles		
	Reasons	General	
		Accountability	
		Finance	
		Political	
	Staff	Attitudes	
		Impact on	
		Understanding	
		Views of	
Staff	Confidence		
Status	Marginal		
	Staff		
	College		
Tension	Theory - Practice		

Appendix D

BEd (Teaching) Matrix of the Dimensions of Teacher Education

The table below is the matrix of the dimensions of teacher education developed as an expression of the philosophic underpinning of the BEd (Teaching) degree. It is popularly referred to as "the matrix". The development of the BEd (Teaching) degree was centered on this document (see Chapter 9).

DOMAINS	PROFESSIONAL DIMENSIONS	KNOWLEDGE	DISPOSITION	PERFORMANCE
Parallel to, and linking with, New Zealand Qualifications Authority QUALSET Unit Standard Titles.	Establishing a foundation for on-going professional growth and development through internship and beyond. Notes: 1 The Knowledge, Disposition, Performance structure is derived from the INTASC[1], Model Standards for Beginning Teacher Licensing and Development. 2 Endnotes and bibliography are provided at the end of this document. The sources listed have also, in most cases, contributed to this matrix in other areas.			
1.0 Develops Professional Perspectives	1.1 A background in, and understanding[2] of, National Curriculum related subject matter.	1.2 A personal and specialised[3] subject knowledge intersecting with and extending beyond relevant curricula.[4]	1.3 Recognition that own content knowledge is at best partial and needs to change and develop over time. 1.4 Commitment to supporting own development as a teacher with on-going learning. 1.5 Open-mindedness with an enthusiasm for new knowledge and learning. 1.6 Note: Links with `Develops Self' Domain items: 16.5-16.8.	1.7 Participates in debate or discussion related to areas of knowledge in an informed and considered manner. 1.8 Identifies, and actively seeks to redress, own limitations in background, knowledge or understanding. 1.9 Note: For PERFORMANCE implications in the Domain `Works with Students' see: 9.14, 10.11, 13.11 below.
2.0 Develops Professional Perspectives (cont'd)	2 1 An understanding of relevant curricula.	2.2 A structural and working knowledge of curriculum statements and the philosophy underpinning the discipline. 2.3 A knowledge of the process by which curricula are developed and the historical and political influences and tensions which have shaped them.	2.4 Confidence in the value of what they teach. 2.5 Enthusiasm for the subject. 2.6 Willingness to reflect critically on the process of curriculum development and its outcomes.	2.7 Critiques relevant curricula in an informed and considered manner. 2.8 Able to justify what they teach.[5] 2.9 Note: For PERFORMANCE implications in the Domain `Works with Students' see: 9.11, 9.12, 9.14, 9.17, 10.10, 10.12, 10.14 below.
3.0 Develops Professional Perspectives (cont'd)	3.1 A professional[6] understanding of human development.	3.2 A contextualised[7] broad theoretical knowledge of how students develop (with an in-depth focus on an age range as a specialisation).	3.3 Recognition of physiological, social, cognitive, and cultural factors contributing to difference. 3.4 Respect for, difference and diversity[8] in individuals and groups. 3.5 Appreciation of the extent to which individual student differences influence and affect learning and teaching. 3.6 Note: Links with `Works with Students' Domain items: 13.5-13.17.	3.7 Identifies and analyses diversity of student background, talent and learning needs. 3.8 Relates the characteristics of individuals to developmental theory. 3.9 Note: For PERFORMANCE implications in the Domain `Works with Students' see: 9.13, 10.11, 11.7, 11.8, 13.9-12 below.
4.0 Develops Professional Perspectives (cont'd)	4.1 A professional understanding of theories of learning and teaching.	4.2 A contextualised knowledge of theories and models of learning and	4.3 Commitment to improving learning outcomes for all students.	4.6 Defends with reference to relevant theory, research and/or observation, the need for a learning

	teaching.	teaching.	**4.4** Recognition that personal pedagogy and practice is strengthened when informed by public theory.[9] **4.5** Appreciation that teaching is often a non-replicative creative act[10] involving an element of experimentation and innovation.	environment to include varied patterns of classroom interaction and multiple paths to knowledge.[11] **4.7** Considers an increasingly wide range of teaching approaches and strategies that reflect contemporary theory and practice. **4.8** Analyses, critiques and refines own practice in light of contemporary theory about learning and teaching. **4.9** Note: For PERFORMANCE implications in the Domains 'Works with Students' see: 9.14, 9.16, 10.10-12, 11.8, 12.5-6, 13.9-10, 13.12, 14.11 below.
5.0 Develops Professional Perspectives (cont'd)	**5.1** An understanding of the historical, cultural and socio-political context in which teachers will practise.	**5.2** A contextualised knowledge of their own culture, biculturalism, cultural diversity, and equity issues within NZ society. **5.3** A contextualised knowledge of historical, economic, social, cultural and political factors which shape policy structures and practice in New Zealand Education. **5.3a** Appreciation of the moral and political nature of teaching. **5.3b** Awareness of the complexities of the teacher's role with respect to the wider historical, cultural, economic and socio-political landscape. **5.3c** Appreciation of the limits and possibilities of a teacher in influencing policy and practice at a macro and micro level.	**5.4** Willingness to reflect objectively and critically on Treaty of Waitangi obligations in education. **5.5** Sensitivity to cultural and gender difference. **5.6** Willingness to reflect objectively and critically on principles of equity in an educational context. **5.7** Recognition and appreciation of the values and attitudes held by individual members of the school community.	**5.8** Actively promotes tolerance for diversity in relation to such issues as race, gender, social class, disability and religion. **5.9** Treats others justly and equitably. **5.10** Analyses, critiques and refines own practice in the light of prevailing socio-political contexts and debates within the education, and wider, community. **5.11** Demonstrates capacity to exercise professional agency with relation to the systems and structures with which they engage. **5.12** Note: For PERFORMANCE implications in the Domains 'Works with Students' see: 10.11, 11.7, 11.9, 12.5-6, 13.9, 13.12, 14.9-12 below.
6.0 Develops Professional Perspectives (cont'd)	**6.1** An understanding of the role and function of reflection in educational and professional practice.	**6.2** Knowledge of theories of reflection in and on action.[12] Note: To be informed by 5.3, 2.2, 4.2.	**6.3** Commitment to undertaking critical appraisal of self and own practice. **6.4** Open-mindedness. **6.5** Acceptance of self as fallible[13] with potential for improvement. **6.6** Note: For DISPOSITION implications in the Domains 'Develops Professional Perspectives' and 'Develops Self' see: 5.7b and 16.5-16.8.	**6.7** Routinely seeks feedback and undertakes critical appraisal of own actions. **6.8** Demonstrates results of self appraisal and reflection in subsequent action. **6.9** Draws upon bodies of knowledge and theories associated with various disciplines to inform reflection in or on practice.
7.0 Develops Professional Perspectives (cont'd)	**7.1** An understanding of the concept of	**7.2** A contextualised knowledge of dilemmas of values, beliefs	**7.8** Sensitivity to consequences of own emotions and behaviour in ethical,	**7.12** Demonstrates and models behaviour appropriate to situation (eg

	professionalls m.	and attitudes[14] involving self and students.	professional, legal, and efficacy terms.[17]	sensitivity to others, courtesy, protocol, professionalism).[19]
		7.3 A knowledge of the professional, ethical and legal responsibilities and obligations of teaching.	7.9 Awareness of own influence as a role model.	7.13 Acts to foster self esteem, well being, and potential in self and others.
		7.4 A developing knowledge of the framework of law, regulations and policies that affect teachers' work.[15]	7.10 Awareness of need to establish reasonable and safe personal boundaries to ensure sustainable effective performance.	7.14 Behaves in a manner consistent with requirements (eg law, charter, policy) and within professional boundaries.[20]
		7.5 A developing contextualised knowledge of the management and decision-making structures which operate at various levels and sites within the education system.	7.11 Recognition that acting in a professional manner involves more than an unquestioning compliance.[18]	7.15 Seeks to negotiate resolution to professional dilemmas.[21]
		7.6 A knowledge of political, economic, educational, social and environmental issues which affect teachers' work.[16]		7.16 Demonstrates strategies which protect self from unhealthy levels of stress and prevent burn-out.[22]
		7.7 A contextualised knowledge of principles of stress management.		
8.0 Develops Professional Perspectives (cont'd)	8.1 An understanding of the notion of research and its contribution to, and application in, educational contexts.	8.2 A contextualised knowledge of research methodologies and their application.	8.4 Recognition of the value of research in refining and informing professional practice.	8.6 Relates research activity and findings to personal practice and philosophy.
		8.3 A contextualised knowledge of the role of research in relation to teacher effectiveness and development. (see 4.1 above)	8.5 View of self as a consumer and producer of research.	8.7 Undertakes research activity in an educational context.[23]
9.0 Works with Students	9.1 An ability to monitor and support teaching and learning through assessment.	9.2 A contextualised knowledge of the purposes and functions of effective assessment.	9.5 Recognition that assessment is a central and essential element of effective professional practice.	9.11 Uses a range of appropriate assessment strategies.
		9.3 A contextualised knowledge of the potential strengths and weaknesses of various assessment procedures.	9.6 View of assessment as an embedded[24] and continuous component of effective professional practice.	9.12 Makes and applies informed decisions about assessment and is able to justify these.
		9.4 A contextualised knowledge of the consequences of assessment.	9.7 View of assessment as a complex multi-faceted, multipurpose activity with formative and summative roles.	9.13 Uses assessment for a range of purposes (eg to identify students' prior levels of achievement, needs, interests and learning styles).
			9.8 Appreciation of the need to critically appraise own intuitions about students.[25]	9.14 Uses assessment and own subject knowledge (see 1.1 and 2.1 above) when identifying individual student's understandings and misconceptions in relevant curriculum areas.[26]
			9.9 Recognition of the professional and legal responsibility to report regularly to students and caregivers.	9.15 Engages students in decisions regarding assessment.
			9.10 Appreciation of the need to critically appraise assessment strategies, procedures and consequences.	9.16 Uses assessment data to inform and evaluate planning and teaching.
				9.17 Systematically assesses and records

				the progress of individual pupils in accordance with national and site requirements.
				9.18 Analyses assessment records and reports to students / parents / caregivers in line with policy and ethical guidelines.
				9.19 Effectively balances the purposes of assessment.
10.0 Works with Students (cont'd)	10.1 An ability to plan effectively for learning.	10.2 A knowledge of principles, practices and purposes of planning (grounded in research findings, observation and experience). 10.3 A knowledge of curriculum-specific requirements or conventions relating to planning for learning. 10.4 A knowledge of criteria for determining the quality or appropriateness of educational resources.	10.5 Appreciation that effective planning is fundamental to quality professional practice. 10.6 Recognition of the need for learning sequences to be motivating and engaging, challenging yet achievable, and varied in approach. 10.7 Appreciation of the need for critical appraisal when selecting, adapting or creating resources. 10.8 Willingness to utilise a diverse range of resources including information technologies in support of professional practice. 10.9 Appreciation that planning is a fundamental element with regard to accountability.	10.10 Prepares structured and balanced teaching and learning sequences consistent with appropriate discipline/curriculum. 10.11 Planned activity reflects assessment information and is targeted in terms of identified learning needs (eg prior knowledge, interests, learning styles). 10.12 Teaching programme reflects curriculum requirements. 10.13 Teaching supported by critically selected resources. 10.14 Planned activity embraces a wide range of teaching approaches and strategies consistent with the requirements or conventions of specific curricula. (see 2.1 above)[27] 10.15 Selects and/or prepares varied and relevant resources (making use as appropriate of technology) to support learning programmes.
11.0 Works with Students (cont'd)	11.1 An ability to enhance and make effective use of the learning environment.[28]	11.2 A contextualised knowledge of principles and practices of structuring the indoor and outdoor physical learning environment. 11.3 A contextualised knowledge of principles and practices related to the creation and maintenance of an emotionally safe and supportive learning environment. 11.4 A knowledge of legal, policy and ethical factors which relate to the provision of a safe learning environment for students.	11.5 Recognition that the quality and safety of the learning environment influences the outcomes of teaching and learning. 11.6 Commitment to a safe, dynamic and stimulating learning environment.	11.7 Structures the learning environment in a way that maximises physical and emotional safety and support. 11.8 Structures the learning environment in a way that maximises challenge, enjoyment, and a sense of purpose and achievement for students. 11.9 Structures the learning environment to meet legislative, policy and ethical standards of safety.
12.0 Works with Students (cont'd)	12.1 An ability to effectively promote and enable self-managing	12.2 A contextualised knowledge of principles and practices of behaviour	12.3 Appreciation of the role of both the teacher and students in promoting a productive and well	12.5 Establishes and maintains a learning environment which is orderly and purposeful, safe and

		behaviour in students.	management based both in theory and structured observation and experience.	managed learning climate which is conducive to student learning, development and self management. 12.4 Respect for human dignity. (see 13.7 below)	supportive, positive and enjoyable. 12.6 Establishes and maintains a learning environment which fosters independence, personal responsibility and respect for others when working co-operatively.
13.0	Works with Students (cont'd)	13.1 An ability to effectively promote and provide opportunities for learning.	13.2 A contextualised knowledge of principles and practices which may contribute to an effective personal pedagogy. 13.3 Knowledge from theory and practice of factors affecting student motivation, commitment to task, and success.[29] 13.4 See links with professional dimensions 4.1, 5.1, 6.l.	13.5 Commitment to actively promoting opportunities for learning[30] as part of a developing personal pedagogy. 13.6 Recognition of the responsibility for sparking a desire to learn in all students regardless of life conditions.[31] 13.7 View of all students as worthy of respect and capable of success. 13.8 See links with DISPOSITIONS 3.3-5, 4.3, 5.7.	13.9 Establishes and maintains a learning environment which is equitable, interesting and challenging, motivating and engaging, supportive and encouraging. 13.10 Establishes and maintains an environment in which planned learning outcomes are clear and attainable yet challenging. 13.11 Meaningfully applies own knowledge of subject matter; engaging students within and across disciplines. 13.12 Interprets and portrays curriculum material in line with student capability and needs. 13.13 Models an enthusiasm for, and positive approach to learning.
14.0	Works with Students (cont'd)	14.1 An ability to communicate effectively with, and relate appropriately to students.	14.2 A knowledge of principles and practices of effective communication in a range of settings. 14.3 A knowledge of principles and practices of effective interpersonal skills. 14.4 A proficiency in the English language. 14.5 A proficiency in Te Reo Maori (to a level appropriate to relevant curricula and to setting). 14.6 A proficiency in language(s) other than English and Maori, (to a level appropriate to specific curriculum and/or setting).	14.7 Appreciation of need to adopt a professional rather than personal orientation to students.[32] 14.8 Appreciation of own role in modelling effective and appropriate communication in a range of professional roles and contexts.	14.9 Adopts a professional orientation with all students. 14.10 Establishes an effective two way rapport with all students and is able to relate to, and work positively with them. 14.11 Communicates with clarity (eg instructions and expectations). 14.12 Own use of language(s) provides a positive model particularly for those for whom such modelling may not be available in other domains.[33]
15.0	Works with Colleagues and Wider Community	15.1 An ability to communicate and collaborate effectively with colleagues in the immediate and wider educational community. 15.2 An ability to communicate and collaborate effectively with parents,	15.3 A knowledge of principles and practices of effective communication in a range of settings. 15.4 A proficiency in the English language. 15.5 A proficiency in Te Reo Maori (to a level	15.9 Appreciation of the collegial and interpersonal nature of teachers work[34] and the extent to which effective communication is crucial to the professional role. 15.10 Commitment to working as a member of staff team(s) and in partnership with the local community.	15.12 Establishes an effective rapport with others and is able to relate to, and work positively with them. 15.13 Contributes to group, syndicate, department planning or corporate endeavour. 15.14 Meets requirements for systematic recording and reporting (with

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			caregivers, whanau and members of the wider school community. Note: See also 5.7a, 5.7b and 5.7c.	appropriate to setting).	15.11 Willingness to seek assistance in support of self and students.	specific guidance related to site policy and procedures).
				15.6 A proficiency in language(s) other than English and Maori (to a level appropriate to setting).		15.15 Establishes effective liaison with appropriate support agencies.
				15.7 A knowledge of the skills involved in interpersonal communication and collaboration.		15.16 Articulates and defends practices of teaching with reference to the socio-political context (see also 5.10).
				15.8 A knowledge of a range of agents(cies) that can provide support for teachers and students.		
16.0 Develops Self	16.1 Capacity for continuing professional development.	16.2 A contextualised knowledge of approaches to teacher appraisal.		16.5 Recognition of preservice preparation as providing an entry to a professional internship and career which is characterised by on-going appraisal and career-long professional development.		16.9 Identifies and sets goals and strategies. 16.10 Acts upon self-development strategies.
		16.3 A knowledge of sources of professional teacher development.		16.6 Commitment to career-long professional development.		
		16.4 A knowledge of the areas of ignorance[35] as it applies to own professional role and implications of this.		16.7 Readiness to participate in a range of professional development activities.[36]		
				16.8 Acceptance that own knowledge will always be incomplete and will need updating and development over time.		

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