Towards a Framework for Educational Change:
State Deregulation, Citizen Empowerment, and Strategic Partnership.

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Abstract:

This thesis is an interweave of global, national, and local issues. It is about the nature of motivation that turns dissatisfaction with the status quo in teacher education into action for change. It is also about the opportunity for change to occur. Themes, both top-down and bottom-up, relate to new perspectives in the field of Development Studies including development from below, the retreat of the state, empowerment, and community motivation.

The study focuses on innovation in teacher education, and views the activities of three institutions as one 'project'. The study investigates circumstances of change within the context of the local scene and international trends. Recent literature seems to indicate decreasing involvement of the state in many facets of everyday life has resulted in a range of commercial and social responses. A number of driving forces are involved. From above there are concerns about increasing inability to afford to pay for public services in the future. From below there are calls for rights, choices, and empowerment. Both perspectives evidence diminishing confidence in the assurances offered by grand theory, and both result in a marked shift away from a dominant state-run model.

Narrowing further into education locally, there have been changes in many aspects of New Zealand education including school governance, curriculum, types of courses, qualifications, and opportunities for new players. This has occurred within the context of concerns about declining academic and behavioural standards. The research question is: What factors have motivated change in a New Zealand teacher-education development project? Participant observation and structured interview methods have been used to examine possible motivations. The objective has been to identify and quantify benefits to the community derived from more involvement, sense of ownership, mission and purpose.

The findings indicate strength of commitment and involvement by participants in the purposes and activities. The study found there was a sense of success connected with what participants had achieved. There was also an optimistic view of the future, which seems likely to involve increased government–community partnership and a more consultative approach towards ongoing development.

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Chapter 1:
Introduction

**Towards a Framework for Educational Change: State Deregulation,
Citizen Empowerment, and Strategic Partnership**

This study investigates at a local level the global shift of power from central government to
community interest groups. In the context of social services within New Zealand, this
research project examines the move from government funding and provision of education to
a reduced level of government regulation and increased community empowerment in teacher
education. The study involves participant observation and structured interviews in three
tertiary providers established recently coincident with regulatory change.

Development Studies and Deregulation

The field of Development Studies draws upon many disciplines and balances understanding
of historical and contemporary processes. The study of development is concerned with the
problems, activities, and prospects for the development of human and material resources.
As such, it provides a perspective for the analysis of the divestiture of state power in New
Zealand and how community interests are taking up initiatives in collaboration with the
state. Development Studies has traditionally focused on the 'Third World' and issues of
underdevelopment and poverty. Its broad theories, however span all countries, and allow for
for novel and important perspectives to be opened for the study of 'developed' countries as
the major processes of change here – deregulation and community participation,.

The trend towards deregulation seems evident within the literature both internationally
(Nolan & Xiaoqiang, 1999; Ariyo & Jerome 1999; Ramaturi 1999; Brown & Ashman 1996;
Hall 1994; Rigg 1993), and locally (Bollard & Buckle 1987; Britton, Le Heron, & Pawson
1992). Research to date within the field of Development Studies has also focused on the
societal climate including the retreat of the state (Swann 1988, Strange 1996), grassroots

development (Uphoff, 1993: Hewison, 1993), entreprenureship (Hisrich & Peters, 1995; Kuratko & Hodgetts, 1995, Ronstadt, 1984; Reynolds 1991), and good governance (Brohman, 1996; Van Rooy 1997; Edwards & Hulme, 1996; Clark, 1995).

Less is known, however, about how the dynamics of societal change are operating following on from the initial flush of deregulation in New Zealand. This study seeks to address the perceived gap in the literature by investigating motivational factors among those involved in some new approaches to teacher education and community empowerment within education generally. The research question of this thesis is: What factors have motivated change in a New Zealand teacher-education development project?

The study investigates an aspect of the divestiture of state power in New Zealand and the response of community interests. Evident motivations are considered at both governmental and grass roots level. The following diagram presents this idea graphically.

Figure 1.1: State divestiture of power and community response.
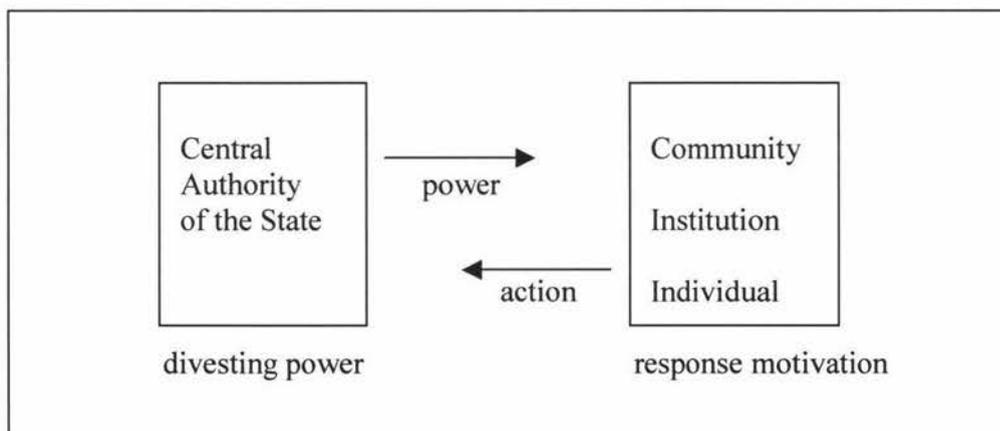
Following on from this introduction to the research, Chapters 2 and 3 define the constructs used in this study and ascertain what has been said about them. Chapter 2 reviews the international literature in the context of modernism and development studies. The successes and failures of development projects are considered along with thematic approaches and research methods. New approaches in the field are canvassed in terms of participation, grassroots empowerment and state deregulation within the theoretical perspective of post-

modernism. Entreprenureship, good governance and government-community partnerships are also examined as other factors contributing to societal restructuring in a global context.

Chapter 3 reviews New Zealand developments and the local context for this study. This includes deregulation, economic changes and reviews of these reforms. Further to this, entreprenureship is considered in the context of education. Finally, community relationships and intrinsic motivations are investigated as factors contributing to the emerging scene.

Chapter 4 outlines the methodology used and reasons for the approach adopted. The ethnographic orientation including participant observation and structured interviews is described. The sample population includes respondents associated with three institutions and representing several provider and recipient roles including founding and current: directors, teachers, and students. The views of employers as representatives of school communities, and graduates-as-employees are canvassed. Also discussed here is the framework used for interview questions and the research ethics adopted.

Results are presented in Chapter 5. The structure of data analysis is explained, and the findings and analysis are covered in terms of the primary interview questions. Preceding a gathering of themes are expansions of these questions. The thrust of questioning is consistent for all respondents, but the wording and approach varies depending on what is appropriate to the role or viewpoint of each individual participant. Responses are organized in five broad areas. These are: 'Why?', the motivation or reasons for involvement; 'What?', the activities and purposes are being pursued; 'Regulations?', the statutory changes allowing or encouraging the circumstances; 'Who is this for?', the recipients of intended benefit; and 'Difference?', the advances, improvements (or problems) that are evident.

Chapter 6 brings the study to a conclusion by offering summary comment about findings that are presented by question and theme. There are links back to the aims and literature, followed by recommendations, suggestions on policy matters, and suggestions for further research. Finally, there is speculative comment about future development of strategic partnerships between government and the community, and a summary of the thesis.

Chapter 2:

Development Studies and International Literature

Introduction

As noted in Chapter 1, the research question for this thesis is: What factors have motivated change in a New Zealand teacher-education development project? As the thesis title indicates, several key constructs underpin this study. These are state deregulation, citizen empowerment, and strategic partnership.

This chapter begins with a review of various definitions of what 'development' means, and briefly highlights the lack of connection in the past between theory and practice identified in Development Studies. This is relevant to the research question described above as the mixed success of development projects of the 1950s – 1970s has led to new approaches in Development Studies, new research methodology for social situations, and new themes becoming available to describe the changing trends that have been emerging.

Following on from this, the concept of state deregulation is considered. This is relevant to the research question due to the nature of the teacher-education development project. The concept of citizen and community empowerment through bottom-up development is considered in some depth. Again, these ideas are central to the research question because of the teacher-education development project. The discussion here focuses on motivational factors such as the entrepreneurial 'pushes' and governmental 'pulls' that are seen to be driving societal change. The New Zealand and educational context, as well as the notion of strategic partnership are considered in Chapter 3.

Development and Modernism

The basis of modern development is important to this thesis because it sets the context of purposes and intentions, thus providing a framework for understanding the motivations for initiatives, as well as either restrictive or enabling factors. The history of Development Studies across the recent half-century is said to have commenced with the inaugural speech

by US President Harry Truman in 1949 (Esteva and Prakash 1998:282). This was the first major public statement by a world leader using the terms 'development' and 'underdevelopment' (Overton 1999:71 prefacing Rist 1997), and ushered in 'The Development Age'. Truman's idea was that from its bounty, the USA would export technology to 'developing' countries, because they "look to the United States as never before for good will strength, and wise leadership" (Truman 1949:1). He also said: "our imponderable resources in technical knowledge are growing and are inexhaustible" (1949:4). These would be made available to "peace-loving peoples … to help them realise their aspirations for a better life" (1949:4).

A new kind of colonialism was born, along with a denial of the motive of the old imperialism – no more "exploitation for foreign profit" (1949:4). Greater production was presented as "the key to prosperity and peace", with the key to achieving that being the "wider and more vigorous application of modern scientific and technical knowledge" (1949:5), and assumption of limitless resources. Modernism was a central element of this move, and was the predominant development ideology over at least three decades from the 50s through the 70s. This was a time of widespread belief in grand theory - rational, scientific and reductionist theory which posited that reality can be measured, understood, planned and guided, not only within specific fields of study but applied into other key aspects in life including society and the economy. Theories of economic development favoured Western countries because these were seen, by themselves at least, to be most successful at the time – the most 'developed'.

It was actually the benevolence of this new colonialism that is thought to have created the Third World. "The one common characteristic of the Third World is not poverty stagnation, exploitation, brotherhood or skin colour. It is the receipt of foreign aid. The concept of the Third World and the policy of official aid are inseparable" (Bauer 1984:40). Truman's Point Four Program in 1949 "urged bold measures to help the underdeveloped countries where, he said, over half of mankind was living in sickness and wretchedness" (Bauer 1984:40). World history and the international economy from the mid-20th century

forward is substantially influenced by a focus on development and the related motives. This leads to a closer look at what development is, and what activities have been involved.

"Development" Definitions

Rist (1997) gathers definitions of 'development' which are helpful to this thesis because they indicate variations in the way the word is employed on the wider international scale compared with day to day human activities. The term 'development' means something different to psychologists, mathematicians, and photographers. Development Studies uses the word to relate to "such concepts as material well-being, progress, social justice, economic growth, personal blossoming, or even ecological equilibrium" (Rist 1997:8).

Definitions of development include: a "Developing country or region applied to a country or region whose economy has not yet reached the level of North America, Western Europe, etc. Euphemism created to replace *underdeveloped*" (cited in Rist 1997:8) [1]. A second definition comes from a report summing up the aspirations of 'developing' countries, saying development is: "a process which enables human beings to realize their potential, build self-confidence, and lead lives of dignity and fulfillment (cited in Rist 1997:8) [2]. This definition goes on to add comments about political, economic, and social oppression. Another report describes it this way: "the basic objective of human development is to enlarge the range of people's choices to make development more democratic and participatory" (cited in Rist 1997:9) [3]. The overall concept of development within the context of this thesis relates to the idea of assistance in economic, social and political improvement from one government or agency to another party.

Development Projects and Failure

The relevance of this section is to outline the position where optimism over development involving top down methods has not been matched by an equivalent level of success, and

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[1] From *Petit Robert* dictionary 1987
[2] The Challenge to the South: The Report of the South Commission, Oxford University Press.
[2] UNDP Human Development Report 1991, Oxford University Press

this has fueled a search for the new approaches discussed later. Over time, a large number of projects have been designed and undertaken. Many failed to deliver anticipated outputs at expected levels, either in progress or at conclusion. It became evident that development *theory* and development *practice* did not work out well together in the sense of having the same end point. "Development projects often don't go according to plan" (Meister 1996:54). Projects have been over-budget, late on completion, and often inappropriate. Additional concerns, after the fact, included environmental impact, religious, and socio-cultural disturbance. Inadequate uptake by the local people was another concern (Meister 1996) due to the lack of active participation by local people at all stages of the project. Rondinelli (1983) has gathered a number of criticisms of development projects, and says that they: "are often planned and managed ineffectively and thus do not achieve many of their intended goals or produce the advantages" (1983:317). Of particular relevance to this thesis about state deregulation and community empowerment is the work of Rondinelli where he cites research by Montgomery (1972) and Nelson (1973) and notes that:

> "Nelson found no [successful] projects among those undertaken by the national
> government. All economically viable projects were spontaneous colonisations,
> private efforts, or publicly supported but privately executed ventures. On the other
> hand, 'practically all recorded failures have been state-directed projects'"
> (Rondinelli 1983:323).

The top down approaches based around expert knowledge, have enjoyed less success than hoped for because of failure to include important local factors at all, or simply gloss over them. Often, Western techniques and approaches were simply not successful when attempted elsewhere. Factors associated with this include: land usage, climate, perspective of the people, markets, economic systems (use of money for example), culture, religion, family, gender and life patterns.

Technology and economics - key export components based around Truman's inaugural presidential speech - have remained strong factors. That speech indicated a new kind of

colonisation associated with technological exports and economic development as keys to the good life. The perspective continued with successive American leadership:

"When Richard Nixon declared ... that the spirit of Apollo Eleven would bring peace amongst the nations, his words betrayed a belief in the saving power of technique" (Goudzwaard 1978:14)

Besides the saving power of technique, there is also a basic economic motivation, in terms of accumulating financial wealth, that has been promoted as efficacious for life satisfaction. Keynes added his concurrence to this:

"For at least another hundred years we must pretend to ourselves that foul is useful and fair is not. Avarice, and usury, and precaution must be our gods for a little longer still" (cited by Schumacher 1973:93). This author then adds "That avarice, usury, and precaution (ie economic security) should be our gods" was merely a bright idea for Keynes, he surely had nobler gods. But ideas are the most powerful things on earth, and it is hardly an exaggeration to say that by now the gods he recommended have been enthroned". (Schumacher 1973:93)

Perhaps the hundred years are not yet up but processes seem to be moving into place for the different motivators that will lead us forward. The gods of technology and economic results may yet be replaced by community spirit, caring for others, deeper satisfactions and spiritual searches (Lovat and Smith 1995:245). These themes are discussed further in the educational context of the next chapter, and are notable amongst the participant's responses in the study.

As modernism began to languish, focus coincidentally shifted or was motivated away from 'think-big' and 'top-down' approaches and moved towards individuals and local groups with ideas and energy. Different factors began to arise and take a level of precedence. These include personal satisfaction - a sense of involvement, community participation with people in their environment and life circumstances. A key concern associated with the effort and activity of these recent decades remains that the growing gap between rich and poor countries has persisted (Seligman and Passe-Smith 1993:393).

Alternative approaches have been sought, and come in two forms, both of which are addressed in the following discussions. One form of alternative development is populist, with attention on egalitarian, gender, and sustainability issues. The other, involving the entrepreneur and free market, stresses individual initiatives and is also considered in the manner of how it relates to former state functions. State intervention may have involved projects, regulation, welfare, and collectivism. These, however, stand in contrast to new thematic approaches which have ideas of encouragement for individual or small group opportunity for development, which are diverse and sometimes perceived as lacking the economies of large scale.

New Thematic Approaches and Research Methods

Based on the experience of the mixed success with development projects and the waning influence of modernism, new themes have been found to describe changing trends. Research methods which explore the perspectives and purposes of participants, and are more ethnographic in orientation, have emerged to assist with description of the trends. Themes associated with these recent moves in Development Studies include sustainable development, and development from below including participation and empowerment. Also, there have been moves in the direction of: small is beautiful, appropriate technology, and basic needs, as part of development from below.

These are keywords and phrases in connection with this study and they arise from a renewed interest in people's needs, motivations and interests at grass-roots levels. The alternative development perspective coincident with post-modernism is oriented towards personal choices, searches for meaning, purpose, economic and social viability and a call to human-ness and actualization. Post-modernity includes a reactionary swing away from its strongly evident predecessor – modernism, discussed earlier. Forward moves involve dissatisfaction with the universal explanations and results of modernism, and the search for explanations and approaches that are more diverse personal, human, and environmentally friendly.

Toye (1993:241) gives descriptions of the intellectual shifts that have created what is being collectively described as post-modernism:

> "Various attempts have already been made to construct a new intellectual consensus … Many policy-makers seem to be happy only when they can work within some codification of agreed truth, regardless of its content. But any such attempt is necessarily strained and artificial, given the diversity and open-endedness of ongoing research and enquiry on developmental issues".

Toye seems to say that collective knowing and agreement, or intellectual consensus is unobtainable at present as new research turns up new things in an ever-changing environment.

With this in mind it is not surprising to find an emergence of scholarly research activity addressing qualitative approaches or "Postmodern Ethnography" (Glesne and Peshkin 1992). This involves rapport, subjectivity, ethics and an inductive basis for analysis. These ideas are in contrast to quantitative approaches involving analysis of frequently large amounts of static data, repeatability, and the larger scale method in which the scientific method was interpreted. Qualitative approaches, often involving participant observation or working closely with the subjects in some way, lend themselves well to the analysis of social situations (Lofland and Lofland 1995) and provide insight and warmth, that some of the calculating quantitative approaches, involving objectivity and deduction as the only proper method, cannot address.

The emergence of these methods provides a scholarly basis for this study where the focus is substantially on qualitative circumstances. Also, a different slant becomes available on the data itself, producing varied analyses and rationale. The work of Lofland and Lofland (1995), relates strongly to this research project because their research involves participant observation, along with interviews (as an approach) providing the data with high levels of validity, an interpretive quality.

Returning to the practice of development, it is important to note a significant shift recently in orientation. The notion of a 'development project' (McMichael 1996:15-73) is discussed as a means of understanding the movement and identifying many inter-relating factors within the overall pattern of development after 1945. Projects during the earlier decades (50s-70s) generally related to a particular area within one country, but now the interconnection of activities affecting each other is extensive. Projects are no longer able to be seen in the same kind of stand-alone manner. The networking activities and effects are extensive. McMichael says: "we can no longer understand the changes in our society without situating them within this global context" (1996:5). He presents the larger international model for assisting with understanding of the pressures at work for development and social change, and coins the term 'global project' to capture the sense of spread and cross-border influence of the activities of one region or country on another, with many links and impacting factors. Neo-liberalism, occurring on an international basis is part of the of the 'global project' and state deregulation in various countries is a factor within this.

State Deregulation

The idea of state deregulation is important to this study because previous substantial levels of state control and authority frequently associated with the earlier development model are now being divested allowing private provision of welfare services (including teacher-education, the focus of this study) amongst many other things. The role of the state has typically been to set the tone and provide leadership in the sense of the universal, normative, and communal aspects of the society. State divestiture of power is a key construct in this thesis as it is closely associated with the opportunity for grass roots movements, such as teacher-education development in New Zealand, to flourish.

In the case of state power, there has been a decline as evidenced in the following discussion of state retreat, and a reassertion of the underlying grass roots perspectives. "The Retreat of the State" (Swann 1988, Strange 1996) is a notable phenomenon occurring on a widespread basis in both developing and developed countries. This provides the

climate for initiative and creativity amongst citizens of a society. Swann (1988) presents a major study of the increasing worldwide phenomenon of the retreat of the state and resurgence of the market economy. He identifies underlying factors including "Deadweight Welfare Loss" along with matters of inefficiency, scale economies, and competition equilibrium. The work particularly deals with deregulation and privatisation in the UK and US, although much of the directional thrust has parallels to the New Zealand situation. "Privatisation in the UK has been substantially inspired by considerations of political ideology. ... By contrast the deregulation movement in the US ... was largely conceived of as a technical exercise in which economic benefits were looked for" (Swann 1988:316).

Strange (1996) also deals with this movement of declining authority of the state, the international nature of this trend, and idea that it is occurring regardless of the political ideology that has been dominant.

> "Today it seems that the heads of government may be the last to recognise that they ... have lost the authority over national societies and economies ... Politicians everywhere talk as if they have answers to economic and social problems, as if they are really in charge of their country's destiny. People no longer believe them" (Strange 1996:3).

Strange (1996) presents her own list of who is really in charge and includes some empirical evidence of authority beyond the state. Examples given by Strange are typically trans-national in profile including; telecoms, organised crime, insurance and risk managers, the Big Six accounting firms, cartels, and international/ multi-national corporations who Strange (1996) calls 'econocrats'. Having the last example in mind, the actual control, or referee voting probably lies with the stock exchange punters, for whom corporate performance results or speculations are of vital interest. Corporate institutions are much more likely and able to be entreprenuerial than governments, and this is another theme of this review.

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The 'unregistered economy' (Reynolds 1991:58) or black market, has probably always existed historically alongside governments but has come into focus as modern governments have tried to coordinate activities. Governments have been less than successful in curbing efforts to avoid taxation or regulation (for sound economic reasons in the view of the operators) or the governments have been generally weak or corrupt themselves. Many factors are involved in the evident trends. Grass roots development is coincident with the rise of neo-liberalism in economics, and the state has been passing many of its former functions to the community.

> "Economic planning may be described as a deliberate governmental attempt to coordinate economic decision making over the long run. The idea is to influence, direct, and in some cases to even control the level of growth of a nation's principal economic variables (income consumption, employment, investment, saving, exports, imports, etc) to achieve a predetermined set of development objectives" (Todaro 1994:566).

This assumes considerable ability to control. Todaro lists some concerns current in the area of global interdependence (1994:634-649) such as greenhouse gases, ozone depletion, pollutants, rain forest preservation which are or have been causing a new gathering round in at least rhetoric for cooperation.

Dealing with the philosophy of the state it is fair to say that, moving *into* the 20th century, societal ideas may have been dominated by the thoughts of Hegel. Toye (1993:17) says that "the idea of freedom, for Hegel, did not mean the freedom of each individual to maximise his or her own utility with the minimum interference of the state. 'Mere self-seeking' was seen as the problem. The freedom envisaged required an "ethical social life". This was created in the family and found in civil society and in the state.

> "As for the state, it had to be based on the rule of law … State officials … recruited by education and merit, … constituted a 'universal class' capable of acting impartially in the public interest. Hegel's view was thus at dramatic variance with modern critiques of the state which deny the very possibility of benevolent

government and demand its confinement to an absolute minimum of functions" (Toye 1993:17).

On the other hand, and moving forward in history, Lal (1983:108) cites Keynes in the matter of why the state needs to retreat. He says: "the ineptitude of public administrators strongly prejudiced the practical man in favour of laissez-faire – a sentiment which has by no means disappeared. Almost everything which the state did in the 18th century in excess of its minimum functions was, or seemed injurious or unsuccessful". Lal says these things in his context of the "Unlamented demise of 'development economics'". The *Wealth of Nations* (Keynes 1926) is then cited by Lal as being relevant and modern. Governments had gone well beyond what was considered a sensible agenda by Keynes. Lal considers what he thinks should be the extent of state activities and says:

> "The most important agenda of the State relate not to those activities which private
> individuals are already fulfilling, but to those functions which fall outside the
> sphere of the individual, to those decisions which are made by *no one* if the state
> does not make them. The important thing for governments is not to do things
> which individuals are doing already, and do them a little better or a little worse; but
> to do those things which at present are not done at all". Lal (1983:108,9).

Moving *out of* the 20th century, the West at least has seen a move from state led, top-down approaches based around capitalist modernism. Brohman (1996:21) notes that:

> "the modernisation approach envisioned development as a process of rapid induced
> changes that cumulatively would result in a linear progress toward and end point
> closely resembling the contemporary advanced capitalist world... the new approach
> to development will ... involve freeing up minds, and searching for innovative
> solutions, because the stale ideologically driven debates to which we have become
> accustomed have lost their relevance" (1996:197).

Citizen Empowerment

The second major construct for this thesis is the notion of citizen empowerment. This is examined briefly below first through literature related to the Third World. The literature seems to suggest that citizens, in some countries at least, have become empowered through participation in the development process. The notion of citizen empowerment through entrepreneurial 'push' and government 'pull' factors is then examined.

Connections to Third World circumstances are traced through situations where state controlled projects have been dispensed with in favour of smaller group, geographically localised, or indigenous participation and empowerment. This is important to the study and thesis because it provides evidence of an international trend for citizen empowerment through bottom-up approaches operating in association with the state. Recent research has seen several studies relating to state deregulation across a range of endeavours, indicating a number of moves in China (Nolan & Xioaqiang, 1999), and Africa (Ariyo & Jerome, 1999). Bureaucrats are still in business though, and roles are dealt with (Shirley, 1999), why they are still there (Yarrow, 1999), and there are reasons given why developing countries have not privatised deeper and faster (Ramaturi 1999). The private sector certainly seems to want to try but there are many factors involved, including power grouped infrastructures, and ability to move quickly enough, or desire or ability to move at all.

Ground-up development and cooperative partnerships between governments and non-government organisations large and small appears to be a worldwide phenomenon. Brown and Ashman (1996) identify African and Asian cases of difficulties addressed and the means by which this is achieved. They say that cooperation in policy/ programs implementation between state and nongovernmental actors can sometimes solve intractable development problems but such cooperation must span gaps in culture, power, resources and perspective. The Brazilian experience seems similar (Hall 1994) where there has been questioning of planning that uses reductionist models of social change. This model being chosen rather than considering a wider range of integral societal factors such as the rise of

new social movements combined with the intervention of externals agents. External agents include the radical church, and rural trade unions, and Hall suggests that an actor-oriented model responsive to local circumstances is far more appropriate (Hall 1994).

Citizen Empowerment through Participation in the Development Process
Rigg (1993) clarifies and defends a position about development that stresses people's participation in development saying this has become, or at least is becoming, an alternative to more conventional extractive methods of development. He calls for a look into the trend saying that it often goes without challenge that the answer to the world's ills and particularly the problems facing poor people in rural areas of the developing world, lies in the ideology and methodologies of grassroots development. He says this perspective has been successful in discouraging, or at least deflecting, critical analysis.

In considering grassroots organisations and nongovernment groups in rural development, Uphoff (1993) deals with attempts to classify the players and gives examples of accelerated rural development through grassroots organisations. Hewison (1993) says that whilst many strategies are still in development, the populist approaches emphasise groups often neglected by the state, and the non-government sector is so challenging to state strategies that it must be taken seriously. Essentially, there seems to have been two approaches to ground-up development. One is populist and egalitarian in nature with interest in basic needs and having a social focus. The other is entrepreneurial operating with freedom from state control, and an economic or social focus. Entrepreneurship is considered next.

Entrepreneurship
The following sections cover definitions and characteristics of entrepreneurs, entrepreneurs and society, and government intervention along with its effect on entrepreneurs. Entreprenuership is of critical relevance to citizen empowerment through ground-up development, and therefore to this study. It is where initiative and resourcefulness are evidenced in pursuit of apparent opportunity. An entrepreneur is "one who undertakes an

enterprise" (Macdonald 1972:436). Examination of the word 'enterprise' from the same source (p.435) gives "an undertaking: a bold or dangerous undertaking: readiness, initiative, and daring in undertaking: a business concern". The word's origins, coming to us in English, through French from Latin, provide an interesting base for understanding the activity. French *entreprendre* connects *entre* - between and *prendre* - to seize. Entrepreneurial activities, then, involve seizing the between (or gap). This involves the many facets variously identified in the literature with the classical model - such as opportunity (possibility, need or gap), vision, initiative, creativity, energy, planning, action, passion, perseverance, innovation, boldness, and risk-taking.

There is a large apparent rise in entrepreneurial activity which coincides with far-reaching economic reforms in the West (mostly moving away from state-dependent socialism), in the Communist Bloc (dispensing with centrally planned economies), and in the Third World, where top down development projects from the 1950s have had mixed success as discussed earlier. In summary, with major changing economic circumstances worldwide, opportunities seem plentiful, and there are strong pressures to take them up, including the reduction in welfare programmes, and deregulation of formerly state-controlled activities. State retreat has allowed a place for both populist and entreprenuerial ground up development at a time when grass roots movements and the seeking of opportunity for participation and empowerment have been on the rise.

In classifying the range of contributions, or schools of thought, to the list of theories about entrepreneurial activity, Cuevas (1994) puts the commencement of the study of classical theory with Richard Cantillon. Cantillon in 1734 had the "historic honour of 'coining' the term 'entrepreneur' into economic literature" (Cuevas 1994:79). Hisrich and Peters (1995:6) give a table which places the concept of Cantillon and others into historical perspective. A thematic statement could be that the entrepreneur is someone who takes up any opportunity that has a risk of failure (but enticing prospects for success). The Hisrich definition, also part of the given list is more comprehensive and elegant: "the process of creating something different with value by devoting the necessary time and effort,

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assuming the accompanying financial, psychological, and social risks and receiving the resulting rewards of monetary and personal satisfaction" (Hisrich and Peters 1995:6).

Table 2.1 below summarises Hisrich and Peters (1995:9) who list perspectives from others involved or watching. A sixth perspective, that of the politician, was added. All of this assumes success with the venture. The following table helps to identify different perspectives involved with innovative activity and therefore different motivational self-interests that will be effective in bringing change.

Figure 2.1: Perspectives on entrepreneurial activities

From the Perspective of :	Entrepreneurial features and results:
Economist	brings resources, labour, materials, other assets, into combination making greater value than before
Psychologist	driven by forces - need to obtain or attain, experiment, accomplish, or escape authority of others
one Businessman	a threat, aggressive competitor
Another Businessman	an ally, source of supply, customer, or someone good to invest in
Capitalist Philosopher	creates wealth for others also, finds better ways to utilize resources, reduce waste, produces jobs that others like to get
Politician	source of power, persuasion, support, taxation, financial wealth

Entrepreneurship takes mission, vision, and passion (Smilor and Sexton 1996:11), and something more. Personality factors of the people involved make an interesting study. Kuratko and Hodgetts (1995) discuss these along with the matter of motivation. The entrepreneurial ego is said to have "the strong desire to control both their venture and their destiny ... the entrepreneur rises up as a defiant person who creatively acts ... " Kuratko and Hodgetts (1995: 54,55). These authors also provide a definition from the variously quoted Ronstadt (1984:6):

> "Entrepreneurship is the dynamic process of creating incremental wealth. This wealth is created by individuals who assume the major risks in terms of equity, time, and/or career commitment of providing value for some product or service.

The product or service itself may not be new or unique but value must somehow be infused by the entrepreneur by securing and allocating the necessary skills and resources".

Entrepreneurial Characteristics

Contribution to the further analysis of the characteristics of entrepreneurs comes from distinguishing personality types, and is significant in this study because it deals with the motivating characteristics of innovative people, potentially some of those who participated in this study. Miner (1996:4) gives four personality types: the personal achiever, the supersalesman, the real manager, and the expert idea generator. The much referenced achievement motive (McClelland 1961) is cited by this author also, who along with many others see the internal psychological and personal factors as determinative.

No review of business and management literature would be complete without reference to Peter Druker. Dealing with innovation and entreprenuership, Druker (1985) cites the French economist J.B. Say who is quoted around 1800 as saying "the entrepreneur is one who shifts economic resources out of an area of lower and into an area of higher productivity and greater yield" (1985:19). Druker proposes that what Say meant by the term entrepreneur was "a manifesto … a declaration of dissent: the entrepreneur disrupts and disorganises". Citing Joseph Schumpeter, his task is "creative destruction" (1985:23). Druker includes useful discussion about the position Marx held, which was to exclude the entrepreneur from his system and economics which focused on distribution. Notwithstanding the many approaches to the study of entrepreneurship, which focus the personality of those involved, Druker says simply that entrepreneurs are change agents who "see change as the norm and as healthy. Usually they do not bring change about themselves. But … the entrepreneur always searches for change, responds to it, and exploits it as an opportunity" (Druker 1985:25).

Merchants of Vision (Liebig 1994), is a catalogue of entrepreneurial people with their ideas and success stories. Jaworski (cited by Liebig 1994:11) says,

"one thing apparent today is that there is a major power shift going on. Power in governments that were under central control is being devolved down to the people ... also... in corporations ... same phenomenon and I don't think it can ever reverse itself".

A number of evident themes are noted across the contributors - six key concepts which are threaded through the material: 1) enhancing social equity, 2) protecting our natural environment, 3) enabling human creativity, 4) serving higher purposes, 5) behaving ethically, and 6) transforming personally.

Society and Entreprenuers

Entrepreneurs, society and government have a vital and interactive relationship. They need each other, and impact upon each other – entrepreneurship brings spark, energy and vigour, society provides an environment and setting for the activities, and along with government, ensures a degree of moderation and regulation. The roles of entrepreneurs and society are discussed next. Entrepreneurs stimulate society and the economy with innovation and creativity, and the society regulates their activities to some extent in both informal and formal ways: informally, through general interaction and involvement with, or avoidance of, the people and project: and formally, through governmental regulations and perhaps the stronger or more evident social conventions.

These constructs are important to this study because they give explanation to the mechanisms involved with the 'pushes' and 'pulls' for change (Cameron 1998). Cameron (1998) mentions: "entrepreneurs are a product of the society they are members of, and their attitudes to showing enterprise and taking risk" (1998:204). Entrepreneurs come from within society and are produced by it. In return, they are also contributors back into the society. "... entrepreneurs have a role in increasing the economic well-being to play in the development of local and national economies." (1998:205). Reynolds (1991) identifies entrepreneurial activities as complex, multi-faceted phenomena, with perspectives available from a range of social sciences.

"Sociology complements anthropology, economics, geography, history and political science in providing an understanding of how societal context affects the prevalence and role of the entrepreneurial sector ...Sociology complements labour economics, social psychology, and personality theory in understanding the decisions of individuals to pursue entrepreneurial behaviour". (Reynolds 1991:67).

Society plays a key role in impacting entrepreneurship, as does the entrepreneur in stimulating society with new ideas and energy. "The socio-economic system is the context in which entrepreneurs will found new firms" (Reynolds 1991). Other activities with entreprenuerial spirit are not commercially focused but may be intended for social purposes as a public good without any intention of financial gain. Cuevas (1994:81) mentions the promoter-energizer (booster) aspect as pivotal in saying;

"all ... schools of thought embrace the 'booster' aspect and convey a measure of responsibility for the creation, sustenance or development ... the *essence* of these theories ... is the element of uncertainty which Cantillon alludes to in the oldest known definition of the entrepreneur".

Society's role and impact is not just as recipient of the benefits of success, but also needs to deal with the situation in the event of failure as already discussed. This overall impact connection occurs in two ways, either by direct action amongst individuals or via the media, or in a liberal democracy, through a government by way of uniform administration. The media is effectual in both of these situations partly because of its power in distributing information, and partly because of its power in influencing, colouring, or selectively reporting and events or circumstances.

Governmental Intervention and its Effect on Entrepreneurs
The level and type of governmental involvement in society is intimately related to this study, involving state deregulation, citizen empowerment and the more cooperative and consultative approaches of partnership. This covers areas of regulatory activity, including but not limited to taxation, and the amount of direct involvement in the commercial sector

- with the government as a provider of goods and services, where it is in competition with or forbids private sector enterprise. Discussing 'take-off' periods of economic growth from the mid 1700s to the 1920s, Reynolds (1991:58) notes:

> "The most significant causal influence ... was government action ... having a major effect on ... conditions that affected the presence of entrepreneurship. Entrepreneurial activity was considered to be a major factor in socio-economic change and growth ... entrepreneurial growth followed encouragement by the government".

The phenomenal rise in new business startups in the late 20th century has in part been attributable to deregulation by governments (producing opportunity, and workers without jobs), partly encouragement by government (incentives of various kinds), and achievable because of the fundamental economic and social nature of humanity - the desire to move forward and see an improved future, willingness by many to get involved - to 'seize the gap' ('enterprise') with perseverance, innovation, and energy. All of these constitute motivational 'pull' factors associated with development.

Timmons (1994: 3-26) describes the entrepreneurial process in its many facets, and proposes that it is a most important rising trend - a "Silent Revolution" which will effect the 21st century as much, or more than the influence of that the 19th Industrial Revolution had on the 2Oth. He identifies an important connection of entrepreneurs to society:

> "Entrepreneurs are critical contributors to our economy, and their contributions include: leadership, management, economic and social renewal; innovation; research and development effectiveness; job creation; competitiveness and productivity; the formation of new industries; and regional economic development." (Timmons 1994:4)

Hisrich and Peters (1992) assure us: "Society's support of entrepreneurship will continue. This support is critical in providing both motivation and public support. Never before have entrepreneurs been so revered by the general populace. Entrepreneurial endeavours in the

United States are considered honourable and even in many cases a prestigious pursuit" (1992:19). This seems to highlight the possibility of reality for the assertion and question of Druker (1985:247) that "the welfare state is past … Will its successor be the Entrepreneurial Society?"

Brohman (1996) presents a treatise about popular development and rethinks both the theory and practice of development. Dealing with the complex and multifaceted nature of Third World societies (and surely the West is not different to this in the sense of also being complex and multifaceted in nature), he identifies themes first as rejection of grand theory and Eurocentric biases (Brohman 1996:325-8). The West itself has been searching more widely for a philosophic and worldview basis beyond its previous traditions. Bridging the theory and practice gap is connected with this, and has had strong motivations from below where popular movements have become very interested in new realism versus old dichotomy, involving balanced and sustainable development.

Indigenization of development (Brohman 1996:337) is on the rise. This is in contrast to the top-down universal Eurocentric approach. Given the decline of grand theory, empowerment and people-oriented development (Brohman 1996:345) have re-emerged and are finding their place in the developing future, and contributing much to the shapes and structures of society worldwide.

The debate moves into the realm of what constitutes good governance. This is addressed by Van Rooy (1997) concerning the frontiers of influence, and Edwards and Hulme (1996) who consider "bilateral and multilateral donor agencies (who are) keen to finance nongovernment organisations (NGO) and grassroots organisations (GRO) on the grounds of their economic efficiency and contribution to "good governance". Clark (1995) notes that a key determinant in the development contribution of non-government organisations is their relationship with the state. He says they (NGOs and GROs) "may run parallel activities, or play oppositional roles, or may represent weaker members of society, organising them to become more influential in decision making and resource allocation:

This "civil society" function entails moving from a supply side approach, concentrating on project delivery, to a demand side approach, helping communities articulate their concerns and participate in development processes.

Commenting about the role of civil government in entrepreneurship is appropriate because of the key position government has in maintaining normativeness across a society. The matter became obscured in the 20th Century West with respect to the classical model, since Keynes persuaded Roosevelt during the great depression of the 1930s that government should oversee the provision of wealth for citizens by borrowing and providing economic programmes (Breeze 1990). This dramatically expanded the welfare state which has existed since in various forms in OECD countries, and is being dismantled somewhat at present - coincident with the rise in entrepreneurial activities.

Hisrich and Peters (1995:16) note "that government is one method of commercialising the results of interaction between social need and technology ... called technology transfer...". The authors note that there has been little success with this because even though "government has the financial resources ... it lacks business skills, ... bureaucracy and red tape often inhibit the necessary strategic business from being formed in a timely manner". When Meyer (1995) considers the matter "through the lens of entreprenuership" the findings are that, "the theoretical framework proposed assumes that self-interested behaviour coexists with loyalty, commitment and altruism as well as opportunism". Dornbusch (1995) assures us that "Free markets work best – but they need a little tweaking". He goes on to explain that Statism has had its time on the stage and only free economies assure growth along with opportunity. These items are key to this study in pointing towards a middle ground of strategic partnership of government and the community.

Summary

In examining motivations for change and developing a framework for understanding the pressures evident internationally, it is clear that there is a movement towards community

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empowerment and strategic partnership occurring simultaneously with state deregulation. The state is divesting power, and this is readily being taken up by individuals and community groups who are seeking to implement change. At the same time, the state is assisting with the process of individuals and community groups developing their initiatives, by encouraging partnership activities. These partnerships are being developed between the state and citizens.

The next chapter examines more closely how this international trend, noted in Development Studies, has also occurred in the New Zealand. The chapter further investigates specific implications and outworking of this in the field of education in a manner that seeks to provide a framework for understanding the changes, and strategic partnerships of state and community.

Chapter 3:
New Zealand and the Educational Context

Introduction

This thesis addresses factors motivating change in a New Zealand teacher-education project. The New Zealand context then, is important and is examined in this chapter in terms of deregulating education, reviews, reforms, and teacher education. Grass roots development, including two key distinctive features influencing the teacher-education development project in the study is covered. These features are intentions towards integration of life-views within education, and the theory to practice model, of which the rise in mentoring as a contributor in professional formation is explored. Entrepreneurship is readdressed within the New Zealand educational context. Finally the notion of strategic partnership is explored. Evident trends towards state deregulation, citizen empowerment through ground-up development and moves towards strengthening strategic partnership of government and community in New Zealand are noted.

Societal and Economic Changes in New Zealand

This study focuses on the area of deregulation in New Zealand in the last 10-15 years. Economic liberalization encompassing deregulation (Bollard and Buckle 1987) was a response to economic unsustainability of the existing situation associated with changing international markets, the lack of wealth generating activities, and the high level of welfare costs. All of this, when projected into the future, indicated that the nation needed some new approaches. What occurred was far-reaching, and dealt with almost every aspect of life, society and culture.

New rules were implemented. Unsustainability of the former approaches, an important factor motivating change, was declared at a conference for public administrators by the Rt Hon Geoffrey Palmer, who outlined the new approach, after painting a "gloomy picture of

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past performance citing massive cost overruns, operating losses, and waste of taxpayers money" (Clarke and Sinclair 1986). Summarising the situation, he said:

"The taxpayer has over the last 20 years poured the equivalent of 10% of NZ's income in 1986 into five major state trading organisations. These are the Post Office, the Ministry of Energy, the Forest service, the airways system, and the trading activities of Lands and Survey. The net post-tax return to the Government, and therefore to the taxpayer, on that investment in the current year is exactly zero. Such a state of affairs cannot continue" (1986:vii).

Bollard and Buckle (1987) indicate the spread of regulatory change as being in social reform, fiscal policy, monetary policy and a deregulated financial sector including foreign exchange, labour market, and the energy sector. State-owned business involvement was a major aspect of the pre-reform environment with the government being involved in most industries as a provider, including owning eight banks, as well as a being regulator. Other identified areas of change include: industrial deregulation, the transport sector, international trade, and competition law.

Outlining a geography for this restructuring, Britton, Le Heron and Pawson. (1992) deal with changes and the realities of new social and economic environment for people and places as the public and private sectors contended with the changes. These editors gathered the works of many authors and together covered the wide-ranging list of shifts affecting New Zealand, including changes in the international economy, the internationalisation of the New Zealand economy, the workers, and the state sector.

"At a very general level restructuring signals qualitative shifts in relationships involving industries, organisations, territories and nations" (p3) ...

"One of the great difficulties facing reformers throughout human history is that societies do not readily expose their workings. Part of the modern problem is to settle with description rather than delving into why and how less than desirable outcomes and situations emerge. This makes it difficult to connect wider

processes, human action and situations experienced by individuals and households"
(Britton et al 1992:12).

The changes in societal views and levels of confidence top-down projects are vital to the research question, because as assurance of success fell away, an opportunity arose for exploration of new approaches. Decreasing involvement of the state in many facets of everyday life included transportation, banking, business, and a range of social activities. Part of this was presented as being responsive to the international situation and the need to remain (or regain) competitively strong positions on a range of indicators. Whether these approaches were funded by the state, or a banking agency, they were typically top down. These approaches presupposed that some expert(s) from afar knew what was needed and what was best. People wanted the best ideas, and the best techniques.

"To the economist, social policy may be viewed as a situation where the objectives of society include equity, social justice, environmental protection, and racial harmony as well as economic efficiency and growth" (Bollard and Buckle 1987:301).

It is interesting to note presuppositions from the Reserve Bank Governor when addressing the subject of how fast an economy can grow. Brash (1997) looks to the same reason for development as Truman espoused more than 50 years ago (and outlined in Chapter 2), now mixed with the idea that growth and development provides people with choices. He stated,

"economic growth is the ultimate objective of much public spending, and that in turn because it is economic growth which gives us choices ... the freedom to choose between an array of options" (1997:1).

To summarise, deregulation in New Zealand has been widespread and has influenced most aspects of the society and economy. This has paralleled international trends involving reduced governmental involvement in direct production of goods and services. Top-down approaches and centralized control have been dispensed with in favour of community involvement in decision making by citizens in local situations. This trend has extended

into education with local participation being encouraged and opportunity provided for increased involvement in decision-making and implementation.

Educational Reforms and Citizen Empowerment

In education, there have been many changes set in motion by the Education Act 1989 and amendments in 1990. These have taken the direction of increasing community participation. The relevance of this is that it reflects increased citizen empowerment and deregulation specifically in education, with the view of providing citizens with wider choice, and opportunity for involvement. These changes affected most aspects of the formal education sector. Examples include:

- governance for schools including more localised control, "The Picot review of education administration led to wide-ranging reforms which changed the balance between central and local decision making in education. Boards of trustees were given wide powers ... in their schools (Ministry of Education 1993:28),

- curriculum that identifies essential learning areas, skills, technology, and achievement "[The curriculum] allows schools to develop programmes that are appropriate to the needs of the their students (O'Rourke, Ministry of Education 1993:1),

- qualifications that are more modular, transferable and with identifiable skills (NZQA 1993),

- opportunities for new players with new approaches, needs and methods (NZQA 1992). "New partnerships ... are emerging. More creative methods of learning are also in evidence" (Stewart 1995:3).

- types of courses (more action-oriented, and addressing new industries), "Perhaps the most significant changes to date ... are the new links that have emerged between providers and between the worlds of work, secondary school and tertiary study" (NZQA 1997:1)

With all of this as background, literacy and numeracy is again emphasised with the Government is saying that "spending money on teaching children basics will save the

country millions" (Young 1998). The context of the comment is a new curriculum emphasis on literacy and numeracy, noting that "back to basics an insurance against failure". Details of the plan were given with a response from one educational commentator saying that boosting underachievers would take more than sharper teaching methods at school, pointing to a need for Government to "look at wider issues such as housing and if the children were being properly fed". This highlights the matter that successful education cannot be achieved as a merely technocratic project, but has many affective community based aspects. The community involvement factor is another key focus of this study.

An aim of 'Tomorrows Schools' was to make all schools good schools. *The New Zealand Herald* (1998) did their own review of "The little yellow schoolbook" (the policy statement behind the changes in legislation for widespread reform) to examine "how children have fared after 10 years of Tomorrow's Schools". The author asked whether the choices have been there, and whether the quality has improved. Allowing some time between policy proposal, legislation and subsequent early amendments, there are only 7-8 years of difference that can be reviewed. However, there seem to have been both benefits and costs.

Change has been occurring within the context of further calls of concern about declining academic standards in the nation. For example, the New Zealand Qualification Authority (NZQA) representative at the 1996 NZ Association of Private Education Providers (NZAEP) conference mentioned that almost one in five school leavers (19.1%) have not achieved as much as 1% in a single School Certificate subject. These figures related to 35% of Maori and 12.8% of non-Maori school leavers. Gaps have grown in the socio-cultural aspects. Maori, who comprise around 20% of secondary school population, seemed to produce alarming statistics of expulsion and suspensions, almost 42%, and poor success rates - 64% for School Certificate compared to 92% for non-Maori (*New Zealand Herald* 1998). The question is raised about whether it is the system or the students who are failing. One review of schooling nationally gives a wide range of impressions by studying a snapshot of schools. Burge (1998) tells us that "Diversity is becoming a

watchword", and deals with a range of factors including schools size, type, who goes there, who are the teachers, academic success and leaving circumstances. She says that while fewer students are likely to leave school with no qualifications than 10 years ago, the situation for Maori has worsened.

Now termed "Today's Schools" Boland (1997) notes that "after early criticism, schools are now giving the accountability process good grades". Boland's findings deal with the ERO criticism of schools failing to meet regulations and educational standards, along with funding pressures being experienced. The widening gaps in educational standards between poor and high achieving schools, along with the increasing number of children who are poor readers are topics also covered in Boland's report. This is an interesting set of problems, some of which have difficulty finding a "before" scenario against which to measure some of the "afters". A question is raised about whether the systemic changes can take all the credit or blame in the face of many other factors active in society. The comparison theme is taken up by Baskett (1998) who asks whether the students are better off academically and concludes "that no one really knows but the achievement gap between schools has grown". On this basis the pupils are said to be "beyond compare"!

One telling comment is made by a home-schooling group dealing with the Education Review Office (ERO), a body established as part of the 1990 reforms. Part of the ERO's job includes review of home-schoolers and the group formally asked "how the process of reviewing will work", noting "that the teaching adults could not be assessed on their teaching performance in the same way that teachers in state schools were assessed" (C. Smith 1998). Part of the response was that ERO "assessed children's learning outcomes not teaching performance" (1998:2). The next step was for the group to raise the question of how well-taught home school children might be in comparison with those in state schools. The ERO advised "that there was no statutory requirement for any child to be well taught"! (C Smith 1998:2).

With the reforms now having been in progress some years, many commentators have discussed a range of aspects and many viewpoints are represented. The Coalition Government's 1997 budget held the slogan "making the difference". In the section entitled Boosting Education was a "pledge to build greater confidence in our education system and ensure that all young people make the most of the opportunities ..." (The Budget 1997:1). This was followed by descriptions of target areas and amounts of money involved. Whilst there were a number of specific issues addressed, there was some optimism amongst commentators that some good things are happening. "Today's schools are much like yesterday's except that most of them are better" (Poutney 1998). A self-confessed passionate enthusiast for many of the reforms implemented as a result of the Tomorrows Schools programme of change, Poutney stated "There's no reason poor schools shouldn't be up with the wealthiest" (pA13 New Zealand Herald. 7/9/98). However, she also points out that they are not – another indicator of the widening economic gaps mentioned elsewhere - and gives suggestions for how this should be addressed.

With somewhat of a fall away in previously held values thought to contribute to a quality of life, one leader in the School Trustees organisation commented: " ... technology aside, we are about to leave a worse world for our grandchildren, than the one we inherited from our grandparents" (Styles 1994). He then calls for some redeeming action, notably that the government should get involved in helping make repairs by encouraging the strengthening that he says is needed in the family, to make up a strong nation. This perspective is important to this study because it indicates the need to empower small groups in the community.

Teacher Education

In the area of teacher training, the proposals outlined by the Government green paper are received by people in teacher training who say they will "improve the quality of education". However the secondary teacher's union have condemned them and say "they will threaten a generation of young New Zealanders if implemented". Boland (1997) in writing this up says that "teaching reforms earn a pass mark" and quotes the Education

Minister's comments that training quality can only improve with the changes proposed where amongst other things individual are encouraged to identify and pursue their own ongoing professional development needs.

More recently, a further step has been taken with the release of Green Papers about the Qualifications Framework, and Tertiary Funding. These are examples of the state inviting more widespread consultation. The particular focus for this study is in higher education - particularly teacher education. A number of new teacher training institutions have arisen with new perspectives. These perspectives, being implemented into education, arise from views of the world that call for different approaches than have been typical. The emergence of these alternative approaches has been made possible by changes in regulations governing the sector, and subsequently funding becoming available in support of citizen choice.

Considering the effect of reform in teacher education, not everyone is pleased with progress so far. Snook (1999:11) claims that "Universities are now a tool for the marketplace", saying that the competitive model has caused a good deal of harm. He cites an American survey by the prestigious Homes Group, who have conducted a review in his field and that of this study – teacher education, with the finding that as a result of competition some programmes are excellent and others are 'an embarrassment to all Americans who care about the reputation of their education system and their country' Snook (1999:11). At the levels of specifics connected with this research project, Snook (1999:11) says that as a "result of competition, courses for teacher education have become shorter and cheaper, easier and less demanding academically, and domesticating rather than liberating." He goes on to add that "one of the first 'fruits' of the merger between Massey and Palmerston North College of Education has been – despite all the rhetoric about how it would promote research based programmes – the reduction of the degree from four years to three".

This is an extraordinary comment blaming factors beyond the University's control as if the institution is powerless to declare what will be the structure and content of its courses. The competition he speaks of - causing "the reduction of the degree from four years to three" was amongst state providers, that is, another public tertiary institution (the Auckland College of Education) offering shorter degree for its own reasons. Seeming to align with liberality Snook then concludes with "We must reaffirm the value of liberal education – education which sets people free – and of producing citizens who are critical and creative" (Snook 1999:11). The theme of creativity in education is taken up later in the following section.

Entrepreneurship and Education

In the discussion of entrepreneurship and education there are two aspects. Both relate to the creativity and innovation in progress. The first is the environment of entrepreneurship as a factor affecting educational activity, the other is teaching entrepreneurship as a subject within education. Having in mind the wider definition of entrepreneurship which goes beyond economic gain to include social opportunity, this is relevant to the thesis because of the choices being made within the community with deregulation and the endeavour being launched.

"Learning from the master of turning ideas into reality" (*Herald* 1998) describes the work life of a philanthropic innovator who is donating $US 100m to each of two Californian Universities for the purposes of establishing technological institutes aimed at commercialising technological development. The description of Alfred Mann, the donor, is given as "an aerospace technician turned biomedical engineer ... a pioneer of California's entrepreneurial revival". This example indicates that there are opportunities being noticed and pursued, although the uptake in New Zealand has been slower than the overseas experience.

The connection of education to exports and prosperity opportunities is not going unnoticed in New Zealand. "In the instant world of communication, New Zealand has the chance to

become a world leader in the export of multimedia educational tools" (Dryden 1998). Identifying a number of developing trends in schools, the claim is that "NZ could become the Silicon Valley of education" (Dryden 1998). Under the headline "Education and exports keys to our prosperity", Lyons (1998) says "New Zealand is in urgent need of pragmatic, visionary leadership if we are to maintain and increase the standard of living for all citizens" (Lyons 1998:A17 *New Zealand Herald.*) In considering how work patterns will change in the new millennium and emphasising the need for technological literacy, Paul Smith (1998) discusses the use of technology in the classroom and references a Christchurch parent and entrepreneur Denis Chapman who donated $500,000 to pay for computers at a school.

Typically higher education has long been regarded as the developing ground for ideas and perspectives that will become widespread in society. Two key reasons contribute to this. Graduates of higher learning institutions are influential because they fill a large proportion of leadership positions in the community. Also, they become the educational staff at schools. This is influential both for the children who are enrolled, and now also for wider society that has become more connected with schools since the devolution of power from central government to local school boards.

A research project (D. Smith 1998) analysed the responses from a group of student teachers on the subject of innovation, creativity, and entrepreneurship. Student teachers are an influential group - potentially at least. In the event that they take up professional duties aligned to their pre-service training, they will contribute powerfully to the makeup of community attitudes on a whole range of topics. Most supported the idea that the above factors are important for society and should be encouraged. Questions canvassed views about the emphasis of these aspects in society and in schools and whether more focus should be given to development and how this could be approached.

A major conclusion of the study was that entrepreneurs have been a poorly regarded group in society in the past, but this is changing. It was seen as important that entrepreneurial

activities have a sound moral base, and though failure is a risk, it is also a fact of life. Innovative ideas should be investigated and pursued, innovation should not only occur for economic gain, but also social benefit. The study found that innovation, creativity, initiative and entrepreneurship are typically not taught or encouraged in schools, but they should be.

Recommendations were: that there should be further research to whether the evident situation with rise of grass-roots activity is as widespread as it seems. Also, there should be investigation into the attitudes and impediments to initiative and entrepreneurial development, and encouragement of relevant attitudes and skills should occur. This includes school programmes, teacher education programmes, and community schemes for collective community attitude development that should be implemented. Other recommendations were that there should be exploration of relevant attitudes, knowledge and skills within various subject areas: arts and music, science and technology to achieve creative results and output; business, marketing, economics, and legal to promote the offerings of previously mentioned activities a structured and sustainable way; and management to facilitate transfer of product or service from the studio, backstage, or laboratory to public and consumer attention.

The second area of interest for entrepreneurship in education is teaching this as a subject. One study (Cardow 1997) focuses entrepreneurship or enterprise education in New Zealand secondary schools, defining the topic and considering the benefits of entrepreneur education. The conclusion after studying a sample of teacher trainees at four Colleges of Education is that there are currently "inadequate perceptions of the educator's role". A staff member from one College of Education was quoted as saying that "we are not innovative here" (Cardow 1997:3). Evidently, at least this researcher believes there should be more happening. There is evidence suggesting that others share this concern, for example, Enterprise Trust New Zealand (1998) supported by the Fulbright Programme and Lion Nathan, is offering an MA scholarship in the USA for study for "Educators in

Economics and Entrepreneurship". Interestingly, the scholarship is for a "practicing primary school educator".

In summary for this section, government deregulation has allowed opportunity for citizen empowerment, and this has found a willing response from the community in education, with active involvement and innovation being evidenced. Interested groups have taken initiatives and pursued approaches that interest them, and they believe to be beneficial. In the area of education and professional formation this has taken new directions with perspectives and methods, and in the case of teacher education and participants in this study produced a result that includes increasing focus on personal relationships and mentoring. This is seen as part of the community and relational focus becoming more evident. This is discussed in the next section.

People Relationships and Mentoring

With the move away from centralized collective State-led model of society towards a more community relational model, mentoring is becoming more in evidence. Since one of the distinctive features of developments espoused amongst participants in this study is the theory-into-practice model, it is worthwhile looking at some examples of this happening within higher education and professional formation along with teacher education specifically. Beginning teachers, those who have completed a pre-service course are receiving attention for supervision in a renewed way. In an article named "The Good Mentor", Rowley (1999) identifies the need to be active in preparing good mentors as the popularity of mentoring programs grows in the USA. He identifies key characteristics of the transaction. The list has interesting features concerning the capabilities of the mentor and the nature of what is communicated (commitment, acceptance, effectiveness, skill, hope and optimism).

Continuing the theme and context, Brennan, Thames and Roberts (1999) describe a "successful initiative … [with a] … collegial team approach to help new teachers develop a strong, lifelong career foundation". The article is headed: "Mentoring with a Mission"

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describes the structured program involved and comments: "In the end, this new spirit among new teachers will move into classrooms across Kentucky and help shape the minds of generations to come". There is recognition here that a spiritual, or attitudinal transference involved, which will "shape the mind". A local teachers' college, MASTERS Institute, NZ, is a tertiary education and professional development provider where a mentoring/ discipleship model is used. There is much that is being explored here in terms of a foundational change to the traditional academic approaches to teaching and learning in tertiary educational environments. Tutors at the Institute, and the ideal out-placement supervisors sought, are those who sense a call to journey together with students identifying principles and practice, making the links in a collegial manner.

The mentoring idea was perhaps first formally applied in recent times in the professions in the business field where a more senior partner takes responsibility for fostering the development of a junior partner. The New Zealand Institute of Management programme named "Mentoring" connects mentors and protégés, and describes the process and expectations that participants can have of each other. The definition of a mentor is:

> "someone who has the experience to listen and offer opinions and advice to others so as to enable them to overcome the problems they may face in their work and career. A mentor takes a personal interest in their protégé's professional development and assists in building confidence so they are more easily able to achieve their goals" (NZIM 1998).

The benefits of the program for both mentors and protégés are outlined along with an explanation of how it works: "Successful mentoring relationships often involve very open and honest communication and interaction between the participants. Mentors may be advisers, coaches, counselors, sponsors, referral agents, role models, or supporters for their protégés".

Testimonial comments from the mentor perspective include; "I am impressed with the beneficial outcome for both parties", the reward derives from the challenge of seeing old problems through new eyes, and the coaching process gives me new insights…". From the

protégé perspective: "It's great ... for problem solving and coaching and even just having someone to act as a sounding board", "it is a shortcut to acquiring... understanding which I would otherwise need to learn by much more painful means over a much larger period." One participant even includes a transcendental aspect: "My experience with the NZIM's Mentor: Protégé program fires my professional and personal development with pure rocket fuel. Quite simply, my satisfaction is out of this world" (NZIM 1998:7).

A professional development program on offer with the Royal Schools of Music is gaining momentum. Powers (1999:8) reports that this mentoring program for music teachers is getting responses like "this changed my whole attitude towards teaching, and left my mind racing with possibilities". One participant is quoted as saying: "I had a very good mentor who was challenging without being patronising. In fact all the mentors came across as fellow-learners (p8) ... the whole lesson experience is far more interactive" (p8). Self assessment was identified as a powerful tool for improvement: "The course ... suggested, guided, provoked and inspired me to find the best ways ..." concluding with "I feel more eager to teach than I ever have in the past". Another participant noted: "... my teaching practice has grown fourfold since I graduated", and concluded "It might sound dramatic, but if I said the (course) changed my life I would really not be overstating the case" (Powers 1999:8).

Another of the groups in the target study of this thesis is Maori. Oral cultures, Maori included, are by necessity much more interpersonal (a feature of mentoring), else nothing much is transmitted at all. The 20th century has continued to strengthen the position of the written word as being more reliable than oral accounts. However, some of this may be changing as indigenous cultures attempt to re-establish their perspectives, and appear to be enjoying so success in doing so. Midgely (1999), dealing with why it is important "To Remember and Keep", cites Bellah (1985:153) on the subject of communities re-telling their stories suggest "the memories that tie us to the past also turn us towards the future as communities of hope".

This is an important theme of the study where participants have indicated that life view is important in education to enable a sense of place in history, give perspective and context for education, and future hope. Education typically involves a component of transference of attitudes knowledge and skills from a previous generation to successors. This aspect is key to the study and evidenced in things that are happening as citizen empowerment is enabled by State deregulation.

Intrinsic Motivations

As community empowerment has been enabled and encouraged coincident with State deregulation, citizens have taken the opportunity to pursue aspects of life they deem important. The ethnographic research themes and questions have been associated with identification and quantification of benefits to the community in New Zealand derived from more involvement, sense of ownership, mission and purpose. Some intriguing small group influence comes in the form of interaction amongst families, particularly parenting, and the values communicated at this level to children in their formative years, based on the stories that were read or told to them (McClelland 1961). Parental involvement and the particular involvement with children by the mother and father, closeness or distance, and the content themes of the material have been collated into patterns and trends that coincide with economic growth or not. This is an interesting grass-roots view dealing as it does with effect of worldview presuppositions, and internal motivation for progress. It is a key in education since the deregulation has encouraged a three way association of Government, school, and family as stakeholders in raising children.

A grass-roots perspective comes from Lovat and Smith (1995), dealing with life perspective and their effect on schooling systems. Now in its third edition, Lovat and Smith: *Curriculum - Action on Reflection Revisited* tracks the trends noted in earlier editions with comment that the directions are now firmly in place and evident. They say that applying the principles of 'customisation' and 'prosumer', schools will be different from what they have been. Concentrations will be on individualised "learning, rather than teaching".

This is a view based around the needs of the customer - in this case the student. There will be emphasis on "lateral, creative and intuitive ways of thinking, problem solving and acting", and learners becoming "collaborative partners in the learning process" (1995:240). "Rather than interests of technical control, schools of the future would be focussed on the interests of interpretive understanding through collaborative reflection on experience-based learning". The search for individual meaning and purpose is motivational: (1995:241). "What controllers of schools and curriculum will need to keep in mind is that, amidst the advances in technology, there are people who, regardless of all the changes going on around them, are little different at heart from their ancestors" (1995:241). These identify that technology though much touted in not in and of itself going to bring about salvation and the good life espoused by modernist movement. They go on to explain:

> "Regardless of the broader context, they still seek above all to love and be loved and to have meaningful existences. So, in contrast to the serious prediction of Durkheim (1976) that, with the maturity of science and social science, such things as religion and spiritual searches in general would be rendered superfluous, we find that the age of information technology is coupled with an age of intense spiritual searching (Beare & Slaughter 1992.)" (Lovat and Smith 1995:241)

People look for security and significance, love and purpose. They look for opportunity and success. Both within themselves, and the wider societal and community group there are factors which constrain this and factors that liberate. Our generation has seen a major emphasis on technological advance named progress. The belief system associated with this was that the good life would be achieved amidst material success, but this has been less than efficacious. Some of this has been disappointment with implementation, and elsewhere materialism has been achieved, sometimes at the expense of other factors, only to be found in itself as being less than ultimate.

Strategic Partnership

One of the key aspects of reform of education in New Zealand is the relationship between schools and the State. Riddell (1998) outlines that the school trustee's role was to ensure that the management and staff are doing what they say they are doing, and to ensure that the school is accountable and responsible. A negative factor, he says is that the Ministry of Education unfortunately wields too much power, and that the "partnership that was meant to come … between the state, the school and the community has therefore never really happened" (Riddell 1998).

The partnership aspect has come into focus again still more recently, coming under particular scrutiny in a Ministry of Education publication. Entitled "Legislation for Learning" (Ministry of Education 1999), this is described as a "discussion paper on making the Education Act work for students". The title page has four keywords spread about on it. These are: "diversity, excellence, innovation, partnership". The then Minister of Education, Dr Nick Smith is quoted as saying "Tomorrow's Schools has been a stunning success. Schools have blossomed with greater involvement from parents" (1999:4). After giving reason for this, and indication of what the improvement are he tells us "The Education Act is outdated and inflexible … the new framework must keep government out of the day to day running of schools and reduce bureaucracy. It must give schools freedom to innovate". This is a consultation and discussion publication inviting discussion on nine topics presented as propositions:

- One size does not fit all
- Setting up schools to meet different students needs is difficult
- The rules of governance are not flexible enough
- Schools are not encouraged to work together
- Accountability requirements are not clear enough
- The charter is not used as it was intended
- Government cannot always intervene in struggling schools
- Rights and obligation are not clear enough

- The Act and regulations are not user friendly   (1999:3)

These are then briefly followed up in terms of some needs seen, and approaches that might be satisfactory. These are:
- Allowing for different approaches
- Making the responsibilities and obligations clearer
- Making the government's role clearer
- Making decision on the basis of outcomes
- Making the charter work   (1999:3)

This is a major structural item in the framework for educational change; a further step in the consultation process. Diversity is heralded, contrary to the former idea of the efficacy of normative systems. Innovation is spoken about positively as being something that will take us in a beneficial direction in future. The possibility of schooling systems having local community involvement on a more significant basis seems likely, or at least is being talked about. Strengthening of partnership links between government and community is obviously viewed by policy makers as being something to explore.

Summary

This chapter has built on the constructs established in the wider Development Studies literature in Chapter 2. Having noted the global effect of these trends in development, this chapter has traced the trends towards deregulation, citizen empowerment, and strategic partnership in the educational environment in New Zealand. Societal and economic changes have been far-reaching in New Zealand, with reform and restructuring having a major effect.

These changes have paralleled the international experience of a grass roots development focus and state deregulation. Sufficient time has now passed for there to be reviews of the reforms, some of which are fully or partly affirmative, and some otherwise. Entrepreneurship has been investigated locally, and instances of this gaining attention in

education introduced as evidencing a rising influence affecting society. Community relationships and intrinsic motivations for personal satisfaction have been noted as increasing in importance. The influence of power divestiture from the state, and uptake by the community has led to a rise in strategic partnership with recent moves highlighting this as a factor in education. In the New Zealand educational scene, deregulation has led to the emergence of a particular model (Nick Smith, previous page) in which the state retreat is far from complete, but has evolved into a developing partnership between the state, communities, and non-government institutions.

This chapter has concluded discussion of the relevant constructs used in the study, and provided a basis for describing the methodology employed, along with justification for the choice of approach and activities undertaken. These are described in the next chapter.

Chapter 4:

Methodology

Introduction

This chapter deals with the choice of method for the study including key aspects of the approach employed, and why this is suitable for the situation and the type of data encountered. It also covers approaches to handling and interpreting the data, and arriving at findings. The findings themselves are presented in the following chapter. The method primarily involves participant observation and interviews. The parameters of the activities are outlined in this chapter, along with an explanation of their suitability for a study project of this kind. Key points of the study are noted by way of explaining the relation of the primary focus of the thesis – the context of change including state deregulation, community empowerment leading towards strategic partnership - to the selection of data for use. These are then placed within an overall framework of educational change.

The context of the study is discussed first. This is followed by an explanation of the choice of method. The questions were designed to elicit data thought to be present, without leading the witnesses unduly, neither restricting the input they might have. Of the many issues respondents may have addressed, the question topics were focussed towards motivations and purposes including whether participants thought that progress was being made and goals achieved. This aligns with the key question of the thesis which is the investigation of factors that have motivated change in a New Zealand teacher-education project.

In the final section of this chapter, research ethics are discussed in relation to this study. Each study has particular aspects requiring special care where dealing with people, data gathering and selection, interpretation, and presenting of findings in a manner that maintains high standards of integrity and empathy. Ethical principles were taken into

account to ensure best results, minimal harm for participants, and potentially more valid findings. Data gathering has been largely a mixture of participant observation, and a formal interview process. People studies of this kind may be ethnographic and qualitative in nature (Glesne and Peshkin 1992, Lofland and Lofland 1995). A review of the environment in which the study took place follows next.

Context

Firstly, substantial legislative changes have affected most aspects of New Zealand life in the last two decades. These have been prompted by many factors, and influenced the way the nation and its citizens think and behave relative to many facets of lifestyle and endeavour. Regulatory change has been widespread, opposed by many for various reasons, and welcomed by others because of the opportunities provided.

The key participants in this study are three institutions. They each have had a focus on new approaches in teacher education, from their respective perspectives. These perspectives differ from mainstream provision. The researcher has been involved in leadership with one, and operated variously as a consultant to the programme, an employee in the mechanics of operation, corporate governance, and as a tutor in the courses. The other two institutions are well known to the researcher because of both close and distant observation of their activities over this time. The time-span is from 1991 when the researcher's college, now named MASTERS Institute lodged its application for registration as a Private Training Establishment (PTE), along with applications for approval and accreditation for courses, with the New Zealand Qualification Authority (NZQA). The others began around this time also. They are Bethlehem Institute of Education (originally Bethlehem Teachers College) at Tauranga, and Te Rangakura, Rangahaua at Wanganui Regional Community Polytechnic.

In the early 1990s, the NZQA was a newly formed body both attempting to define parameters for their operation within the legislation provided, and trying to cope with the workload that came upon them through the transition from the old structures and processes

to the new Qualification Framework. Often the requirements for course approval, accreditation, or institution registration would change as new policy was produced or guidelines settled. Documentation would be published only to be superseded a year or two later. They were dealing with both the senior secondary school environment and tertiary sector including industry training. PTEs were new and across the decade more than 800 commenced. NZQA (1996:15) notes figures of "795 registered PTEs, of which 283 were Maori registered training establishments" in July 1996. Many of these are funded from employment and second chance education allocations - these aspects themselves being restructured yet again at the time of this study.

A variety of teacher education courses has been launched during this time. Some are short courses in response to the Ministry of Education's call for supply of more teacher numbers to be produced more quickly. This was due to the Ministry's overseas recruiting having been insufficient to fill the vacancies. Other courses are the result of institutions adopting other 'product lines' as compared to the approaches having any substantial grass roots distinctives. Three institutions were chosen as the focus for this study because of their distinctive approaches. These include relevance to the 'development from below' aspect of Development Studies and the notions of integrated worldview (philosophy drives policy which drives practice, in closely connected ways), and a theory-into-practice model. The latter idea is worldview related in the theory of knowledge including the tight link between theory and practice, knowing and doing. I noticed the special character of the activities of these institutions as a participant over in many interactions with individuals and groups prior to the formal study.

Of the other two institutions, besides my own, one is operated within the public sector and one is private. In the public sector the institution was not faced with all the institutional matters because of prior existence, but had significant challenges and hurdles with the new coursework approaches along with the rest. Funding was less of an issue at the institutional and student level also. The researcher's home institution and the other non-

public provider were established as divisions of existing entities, so in a sense it was less than a full development - more of the order of a new operating division.

Nevertheless, understanding and complying with the new rules and working in association with a regulatory body who was also new to the rules, and still creating some of them, was a challenge. Additionally, the regulatory body was not to be the final arbiter on the matter. The idea of peer groups for approvals and accreditation meant that a range of other relevant people representing interested bodies in the community also participated in the struggle to understand and enter the new operating environment. This is also indicative of the move towards consultative politics and away from top-down decision making and attempted implementation of decrees from on high, such as has previously been common with governments, government departments and reshuffles of portfolios and activities.

The Choice of Method

Within this overall scenario, many individuals and groups could see opportunity for a different kind of future. The most appropriate research method for working with the situation was participant observation. One of the challenges that can be associated with this kind of research is the aspect of "getting in" and "getting along" (Lofland and Lofland 1995:31-65) but these authors also say that if this is done well, the quality of data available is rich and rewarding. Getting in and getting alongside was not a difficulty for the researcher in this case because of prior involvement over a number of years. However, about a third of the respondents were not previously known to the researcher. This served to strengthen the validity of data and support the idea that the opinions evident were more widely held, rather than only being amongst the founders or early participants.

The research approach has been largely ethnographic - observations, discussions with informants, unstructured observations and interviews, and structured interviews. Essentially the research is of a qualitative nature. Whilst not quantitative in focus or strictly empirical, there is cross-referencing within institutions by alignment of theme questions across various the roles of respondents. The quality of the data is further

strengthened by triangulation of input, where responses from participants in the same role but a different institution are considered together. This study has been approached from a sociological viewpoint and the research methods adopted reflect this. The participant observation method has the advantage in sociological studies where underlying factors may not easily be revealed or available for observation. Participant methods assist in their disclosure.

Whilst there is some searching of documents, most of the relevant methods literature is not of an historical or documented nature. The items are typically commentaries on the developing social scenes, about analysis of social settings (Lofland and Lofland 1995) qualitative research (Glesne and Peshkin 1992) or methods texts about business writing (Emerson 1995) and thesis writing (Walsh 1996).

A limitation of the participant observation ethnographic study method might be the unusual nature of the focus group. This group is not compared with a 'control' group in the manner that empirical studies might approach such a project. The focus group seems to consist of energetic and visionary people who see a different future and are attempting innovative approaches towards positioning for it. As such therefore, they may not be a typical cross-section of the community. However with state deregulation occurring coincident with community empowerment at least as this thesis posits, perhaps opportunities may be taken up on a more widespread basis in many societal activities. The alignment of the group's activities is to the international circumstances of grass roots empowerment rather than a study across education for what is moving or static.

Participant Observation, and Interviews

Participant observation methods have the researcher involved *in* the scenario, as someone holding a valid role or position amongst the group. This occurred in this study, and is distinct from many approaches where the researcher is outside of the situation. The researcher, therefore, has inside knowledge of what is going on, although this is subject to the possibility of careless observation or misinterpretation as in other situations. An

advantage is that the researcher has rapport with the subjects, and may discover data otherwise unavailable. Ethical questions could be raised by this circumstance, including validity, reliability and confidentiality. Confidentiality is the reason for a coding system used with quotes in the next chapter of this thesis where findings are presented. These matters are addressed in the research ethics section later in this chapter.

Interviews in ethnographic research may be unstructured - with the conversation going in any direction, or formal – where some kind of agenda is jointly known. Formal interviews could follow a strict pattern of questioning, which is wide-ranging or narrowly focussed. Whether questions are open-ended or seeking specific answers adds to the range of possibilities. In structured interviews, the level of knowledge respondents have about the overall study, the context of the questions, and the process for data interpretation, and use of the findings influences answers given. With these factors in mind, the formal interview phase of this study was developed largely from the findings of participant observation. The choice for interview style was to declare themes, thus narrowing the scope of focus, and having a range of probe questions. These questions typically drew comprehensive answers, which often linked with other parts of the study.

From the researcher's perspective, over the time of this study, many observational opportunities have arisen in conferences, hui, working parties, and personal meetings of various kinds with a wide range of the personnel involved. These have included detailed explanations from people involved including their aspirations, hopes, efforts, processes, challenges, impediments, and results. Also, there have been comments, both brief and thorough from those outside - reviewers, peers, participants internal to the sector and external, who have variously commended and disparaged the endeavours.

Knowing the people from each of the institutions, some quite well known by now, and certainly having a clear view of what each was attempting and their present level of success, an interview series was conducted in 1998. These interviews were aimed at ensuring coverage of a range of associated viewpoints and probing areas significant to this

study. Informants represented a range of participation with the new teacher education approaches – facilitators, presenters, students, and employers of graduates. The sampling frame, from each of the three institutions, involved the representatives discussed below. These were people in the founding roles of overall leadership, course direction or teaching, and students.

Specifically, the representation included a founding director/ governor/ trustee/ stakeholder*, a founding course director/ tutor*, and a student from the first or second intake. A further group involved the output situation and included a graduate from a first or second intake*, and the employer of a graduate. Finally, the coverage dealt with the present and involved a current director/ governor/ trustee/ stakeholder*, a current course director/ tutor*, and a current student. Asterisks indicate that some of the different roles could have been covered by a single person - the same individual as a leader and tutor covering both roles, or a student then graduate.

Total interviews per institution could have been as many as 8 people (times 3 institutions =24) or as few as 5 people (times 3 institutions =15). With these parameters of possibility, the total of interviews conducted turned out to be 20. Figure 4.1, which follows, cross-references participants from each institution. In one institution, a Maori teacher education provider, two people who had been involved in occasional discussions over time and at various events, and had contributed to the study by conversation with the researcher as participant observer, declined to be involved in the interview question round. The explanation given was that research of this kind into a Maori situation needs to be conducted by a Maori person. The rationale for this was that others would not necessarily understand or correctly identify and report what was happening, either with regard to purposes or results, because of differing presuppositions or perspectives. However, others from the institution were willing to be involved.

Figure 4.1 - Cross-referencing of participants from each institution.

Place	Time
Institution A, B, or C	Founding or Current

Providers	Role
Overall leadership	director/ governor/ trustee/ stakeholder
Course delivery	Course directors and teachers

Recipients	
Learners / students	student from the first or second intake
Course graduates	graduate from a first or second intake
The workplace / employers	the employer of a graduate

In the prior arrangements of establishing permission for the formal study with the institutions, concern was initially expressed about the possibility of data quality being less than reliable and valid in the sense of being widely representative or thorough enough. The point was essentially one of triangulation. The matter was resolved adequately to the satisfaction of the researcher by treating the entire interview process across all three institutions as a single project. This meant that opinions of the various *kinds* of participants could be substantiated or contradicted by others within their institution, because of different perspectives, or by participants in similar roles in the other institutions. Also the founding and current participants were sometimes the same people, sometimes different. This gave the possibility for a wider range of views, and 'then' and 'now' view.

As part of the set up arrangement for the formal study, informants who agreed to be involved were supplied, through their institution, with a sample set of questions for their category of respondent along with a description of the project including the framework of the overall study and the themes being sought. Some who had actually participated in the overall study by way of involvement or comment at various times declined to participate formally when the opportunity was given. A formal permission agreement[4] was completed with each participant prior to commencement.

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[4] A sample of the form used is included in an Appendix A.

The researcher had debated with others and himself about the confidentiality and individual participant anonymity clauses, and was satisfied that the levels of control over this are satisfactory. Quotations chosen and used amongst the reported results are possibly subject to deduction with regard to the source (who said them), but there is no certainty regarding identification since often many respondents said similar things. Interviews were tape-recorded and responses also taken down in brief note form on the questionnaire at the interview. Some data, supportive of the overall thesis of the study project, have been omitted from the findings on the basis of the informant being too easily identified. This has occurred in areas that are politically sensitive such as academic freedom contending with public sector accountability for funding, taxpayer appropriation funding being available to grass roots projects initiated by the community rather than only public bodies, and citizen empowerment choices contending with centralized governmental ideas about what is best for the people.

The use of the term 'mainstream' serves a number of purposes in the method and reporting. It may be a substitute for a public institution name or geographic area that might reveal the informants identity or particular facility. It attempts to avoid the public/private institution split also because two of the facilities in the study are independently operated and one is in a public institution. The distinction in terms of programmes and approach is that existing/ traditional is described as mainstream, and recent/ innovative is the study focus group.

Points of Study
As part of the consent agreement already mentioned, participants were advised of the purposes, context, and themes of the research, in addition to being able to preview the main questions. These are included in appendix B. A number of probes to further clarify detail were used as each topic developed. The questions were quite wide, as can be seen, but invariably details and specifics formed part of the responses for almost all questions in all cases. Institutional leaders, as part of being invited to agree to participation were given an overview of the entire project, to provide and understanding of context. A sample is

included in appendix C. This information was also provided to interview participants as part of the briefing process. Many came to the interview with prepared responses to the questions having in mind the context of the study.

The research themes included benefits to the community derived from more involvement, greater sense of ownership, and enhanced mission and purpose. The economic aspect, including productivity, funding support sources, and value for money and effort, was also discussed. Responses were expected across the board about the level of assurance with purposes from all involved. Many of these responses came voluntarily - there was no specific question about this, and some extra information was forthcoming outside of the formal interview situation just working with the people. Most people were more forthcoming in informal situations, for example, over a meal, cup of tea, or while sitting about waiting for an event to start. This is part of the reason that qualitative research and participant observation yields such rich data (Lofland and Lofland 1995). Informants will be more communicative in word and action to 'those they are with' rather than 'researchers'.

The questions regarding new ideas, processes being adopted, and environments they were in, seemed well-understood by all involved. The interview questions designed to prompt discussion are included in appendix B as mentioned earlier. Figure 4.2 overviews what was asked of who. This identifies further cross-referencing of data within institutions along with the triangulation that has occurred across institutions discussed earlier.

Figure 4.2: Basic question areas linked to actual questions asked.

	The questions					
Respondent	*Why* Why did you do it?	*What (1)* What did you *want* to do?	*Regulations* What regulations changed to let you try?	*What (2)* What did you *actually* do?	*Who* Who are your constituents, marketplace	*Difference* What difference is it making?
Founding director/ governor/ trustee/ stakeholder	What was the evident need you saw? What was the motivation/	What was the vision, mission, or bigger plan you had in mind?	Why couldn't you or others do this before?	What were the aims, actions, activities, facilities? Who were the stakeholders?	Who cares or wants the product? Are stakeholders or friends at a distance?	Aims, objectives, accomplish-ments, performance indicators
Course director/ tutor	Why this? What alternatives? Advantages over alternatives	What were the ways which this suits interests? What aspects were hoped for not implemented?	What view do you have of the controlling rules and structures	What were the similarities and differences to your original aims and intentions?	Who do you liaise with and relate to internally and externally?	What objectives and performance indicators are there?
Students from the first or second intake	Why come here? What alternatives were considered, declined?	What regulations make it easier or harder for you to be here?	What were the activities, workload, financial & social support mechanisms	What difference … to you? … will this make to others - your students, community?		
Graduate from a first or second intake	cover the *student* questions, and are you pleased you did this? (emotions, benefits evident)			Is this what you thought it was going to be? Did it achieve objectives stated, or that you had in mind?	Do you think you were more or less employable? is there a demand for what you have to offer?	What is the difference to your student's learning and growth, colleagues, community - indicators for this?
Employer of a graduate	What vacancy was filled by the employee? Did the background/ training feature in your choice?	What are your goals or mission when it come to employees? Who do you *want* to hire? Skills, professional presentation, personality?		What is your level of success in finding what you're looking for in employees?	Do your constituents or marketplace need anything special that this employee has to offer?	What difference is this employee making? (objectives, indicators)
Current director/ governor/ trustee/ stakeholder	What choices, what aspirations are met?	Are there alternatives approaches which might be equally interesting to you?	What regulations help, or are problematic? Difficulty of the pathway, right to exist?	In what ways are you actually succeeding - as compared to desire and intentions?	Have your constituents or marketplace changed since starting?	What difference is being made? (aims and performance indicators)
Current course director/ tutor	Why are you here, working with this alternative approach?	To what extent can you fulfill noble aspirations for this kind of activity?	What are the regulatory helps and hindrances to achieving purposes?	What is net result of aims/ objectives and constraints?	Who are your constituents or marketplace?	What difference is it making?
Current student	Why did you choose this course?	What alternatives, choices, were open?		What activities, purposes, achievements-indicators?	Where will you take these competencies and what purpose will they serve?	What are the aims, objectives, and performance indicators?

Figure 4.2 indicates how the specific questions relate back to the research questions of the project. The probe question areas (of why, what (1 & 2), regulations, who, and difference) relate back into the central thesis specifically. They enquire into the motivation for change, what change has been envisaged or occurred, and who is involved. The questions were aimed at eliciting comment in these focus areas whilst attempting to avoid putting words in people mouths by having answers proposed or implicit within the question themselves.

Research Ethics

All of the undertakings associated with this project and thesis, including project planning and development, observations and fieldwork, analysis and reporting, and presentation of conclusions, have been taken into account, and abide by the principles of good research practice. In summary these are seen as: "gaining appropriate permission, safeguarding anonymity, and acting in a professional manner" (Cameron 1998:18). Tolich (1997:35) gives an expanded list that includes, "informed consent, confidentiality, minimising of harm, truthfulness, [and] social sensitivity". By way of rationale, these ethical requirements have their basis in the developing understanding of the rights and responsibilities of human beings.

Ethics are not law or rules but a code. Researchers need to minimise exposure to criticism and litigation by abiding by the principles of the code. Also, the quality and thoroughness of the project is enhanced by rigorous procedure and the findings can be expected to have higher standing and acceptance. With reference to the procedural practice on this project, all research activities have been conducted in accordance with recognised ethical standards and are open to peer and public scrutiny. Whilst ethical principles are general, they have been interpreted in application to particular contexts.

Specifically, care has been taken on major criteria issues such as informed consent of participants. A sample of the written form briefly overviewing the project and confirming consent by participant signature is included in appendix A. The confidentiality of the data

and the individuals providing it was confirmed as part of the researcher's undertaking on the consent form, along with an outline of how this will be achieved (minimal involvement of reviewing people). Minimising harm (though not physical in a physical sense) to the subjects, researchers, or any others involved, was potentially a substantial matter because of the 'semi-insider' aspect of participant observation. The risks identified were mainly related to disclosure and these are addressed by keeping the reporting of findings at a general and anonymous level. Some individuals reading the thesis may be able to identify material they think they have contributed, although these data items may have been contributed by others also, or instead.

Truthfulness and honesty, along with the avoidance of deception are key matters for research reports. One approach for achieving this in the data-gathering exercise, interpretation, analysis and reporting has been the involvement of others who are familiar with the circumstances being reviewed, but to whom the particular data is anonymous. Where interviews were involved, participants had prior notice of the themes of the project and questioning areas before proceeding. Most took the opportunity to prepare their thoughts and some came with notes for intended responses. Participants' time was respected by punctuality for appointments, the duration of event or survey being consistent with prior advice. Also, there was diligence with ensuring that activities were worthwhile and sharply focused towards the project goals.

Research ethics call for social sensitivity - to age, gender, culture, religion, social class of the subjects, or where persons involved belong to vulnerable groups (eg mentally ill, young children, socially disadvantaged). Ethics are relevant to all facets of the project, not only at contact points eg. data gathering and reporting back (if this happens); disclosure of findings back to participants - whether or not this is planned, and how it will be undertaken. This sensitivity was undertaken in the manner and approach of the question and relaxed and non-inquisitive style consistent with participant observation ethnography.

Summary

This chapter has served to provide a basis for understanding the context and process of the study. The choice of method, along with the associated strengths and limitations has been addressed in preparation for outlining the findings in the next chapter. To sum up, participant observation and interviews were selected as the most suitable methodology, and the particular focus points of the study have been detailed. These study points have connected back into the central thesis question about factors motivating change in a teacher-education development project. The nature of the questioning areas, along with specific questions put to respondents representing varying roles and viewpoints, have been discussed in preparation for considering the findings presented in chapter five.

Conclusions derived from the findings along with overall conclusion of the thesis are presented in chapter six. The importance of ethical approaches evident in the design of the study, association with people involved, gathering and processing data have been addressed by way of describing how these have met acceptable criteria. These working principles along with the procedures and methodology have been described, giving a basis for considering the context as well as the findings presented in the next chapter.

Chapter 5:
Results – Findings and Analysis

Introduction

The overall context of the movement towards strategic partnership of the state and community, both in New Zealand and internationally, has been outlined in chapters two and three. These changes involving divestiture of state power, coincident with empowerment of development from below, provide the scenario for considering initiatives and activities within education generally and teacher education in particular. Methods employed in gathering the data have been described in chapter four. This chapter presents the results of the study. Conclusions drawn from the findings and analysis detailed in this chapter are presented in chapter six.

The structure of the data analysis is described in this chapter along with how responses from the various questions are collated. The analysis of the question themes (Why? What? Regulations, Who? and Difference) and how each links back to the central thesis question about factors motivating change have been covered in the preceding chapter. Variations in the wording of the actual questions put to respondents representing various roles in the overall project were discussed in chapter four also. The presentation of the findings makes extensive use of the direct responses of participants, both by paraphrase and direct quote. This is consistent with ethnographic research methods where a key reporting style is to let the respondent's voices be heard. The chapter concludes by revisiting themes of the study and how these relate to the new perspective themes being noted in Development Studies.

Structure of Data Analysis

As discussed amongst the methodology described in chapter four, informants' responses are considered as one overall group participating in a single development project for the purposes of this exercise. There were two reasons for this. One was the commitment to protect anonymity of individual participants, and the other related to the nature of data

similarity anticipated across the institution group. This turned out to be the case in the actual event. A further similarity across founders and current participants in these projects led to the merging of responses from these two groups that were at first separated in the data collection activities. This has a further effect of disguising the origin of responses and increasing anonymity. Based on this, the analysis and findings are presented by overall group on each question, then with the particular focus and emphasis at the level of participant type, be they providers (leaders and teachers) or recipients (students/graduates, or employers).

Another basis for the merging is that many respondents had been in many roles at various times including the present. Founding leaders were also course directors and teachers, teachers who were graduate employers, students and graduates who were members of school governing boards, or principals for example. This meant that an analysis which endeavoured to distinguish these might be contrived. In any event life is integrated, people often wear a number of hats, and the majority of respondents were also parents or grandparents of children at schools – a potential respondent group not specifically identified, but significantly represented. The data analysis makes no distinction between founders and current personnel, and although institutions are listed in the analysis, there is no distinction identified in the presentation. The analyses are collated in the following pattern, across institutions:

Figure 5.1: Collation of Responses

PROVIDERS	RECIPIENTS
Governors	Students and graduates
Teachers	Employers

Various kinds of observation have been associated with the participant observation over the years as explained in the methodology chapter, and these were identified as appropriate enquiry points given the distinctive nature of the activities. Starting questions and probes used in the organised interviews drew out responses relevant to the following list. The questions sat well into the following research points (why, what (1 & 2), regulations, who,

and difference) described and discussed in the previous chapter. In this presentation also, the two 'what' questions (what 1) *was wanted* and what 2) *actually happened)* are also merged for the same reasons of similarity.

Figure 5.2: The questions gathered

The questions (gathered)				
1. why ? (did you do it)	2. what ? (did you: *want* to, *actually* do)	3. regulations ? (changes that let you try)	4. who ? (constituents, marketplace)	5. difference? (being made)

As each interview went ahead, it was plain that participants were quite clear about their views. Furthermore, all were well aware of, and capable of articulating their reasons for involvement with innovative alternative approaches. I had suspected this to be the case but was still interested to see it occur, including the level of energy, vigour and emotion, both strongly active and quite reflective, that was evident.

What follows deals with each of the questions in terms of a brief summary comment and, in line with ethnographic research reporting, lets the informants speak and the environment be noticed – "if the research site was noisy, let us hear the noise. If the site was busy, let the bustle be seen and heard" (Tolich 1997:61). "The voices to be heard are those of the people being studied" (Lofland and Lofland 1995:176) not the researcher, described as the "voice from nowhere". This analysis is often interspersed with quotes of participant's comments. Typically each section has both providers and recipients quoted as examples of responses and supporting the validity of the findings.

Findings and Analysis
Why?[5]

Without exception, respondents were clear and forthright in response to this question. They were assured about and confidence about their purposes. The 'why' questions drew a

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[5] *Why?* - the question of motivation asked of respondents in various roles. Reference Figure 4.2 for a summary of the question variants.

range of expressions with focus points typically including concern about the status quo, along with vision and drive for a different future. Key points illuminated by the responses were:

- disaffection with the status quo
- vision, purpose, passion
- outlook for betterment
- integrated life perspectives
- energetic initiative
- high level of assurance and certainty

The representative of one provider was "disillusioned with what the government sponsored teacher education institutions are actually providing" (1:1P)[6]. Looking for answers to what is significant in education "we previously thought it was just a matter of refining the system ... focussing on skills ... what concerns me is that focussing on skills is only part of the whole educational enterprise" (1:1P). Another sensed a ground swell of interest in the community and began to ask the foundational questions ... What? How? and said that there were no known models at that time (1:2P).

There was general certainty that vision and beliefs were key, and that the situation needed to have vitality. One comment was " things that motivate me ... vision is an operative word. ... The whole of life comes out of beliefs ... education is a process that takes us towards that ... the process is not sterile, it's dynamic ... education doesn't exist apart from action" (1:3P). Another noticed a big gulf between desire and reality, and was motivated by a need to encourage some way of training teachers before they reached the classroom, rather than having them have to go through a retraining once they're in it (1:4P). This informant also thought other approaches superficial:

> "More of a philosophical difference, because your practice I think grows out of
> your philosophy and your thinking. And if you just lifted the practice without

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[6] The coding system for identifying quotes (1:P1, 2:R2, etc) is described in appendix D.

changing the thinking, then its just like putting a band-aid over a broken bone – you have to fix the bone deep down in the flesh to bring the healing…" (1:4P)

Providers were looking for ways to produce a better teacher for the classroom and improve achievement rates for children (1:5P), and there was desire to help the nation (1:6P). One expressed a concern about the "overall picture in terms of the moral development of the child not being considered along with cranium expansion" (1:7P). Another said: "as a principal I had employed staff from [mainstream providers] who came with great recommendations and inevitably had to turn around then and teach them how to teach … I was so despondent for the people who were doing [those] courses" (1:8P). There was evident concern "in general about the value system in our modern society … and I believe that as a person, who you are, is just as important as what you're trying to teach in content terms" (1:9P).

With these concerns on a widespread basis amongst the providers about the lack of a holistic approach, it was a matter of "picking up initiative … and at that time there was no one catering for that need. … that's not just 'today we're going to talk about …' and just slosh it into the rest of the programme, but integrating it into the programme" (1:10P). Passion and the integrated holistic approach were plainly evident and variously expressed: "It's become kind of like a passion for me … I've come to see education as something that's involving the whole person and the whole of life, not just little parts" (1:11P).

The recipients were equally clear about their perspectives and reasons. One was sure that "the institution … played a big part in my decision … I did consider other alternatives but to me they didn't seem as obvious a choice" (1:12R). Others chose primarily because of the desire to be involved in teacher training that came from a set worldview (1:14R). Some had looked at or been to the university as well and typically saw this as a far more sensible choice financially (1:16R), but did not choose it. Others were simply straightforward in the benefits as they saw them, wanted to be teachers and do their study in an environment that they were comfortable, liking the way it was structured (1:17R).

People hear from others and one told of a relative at a mainstream college where the content just seemed to be irrelevant (1:13R), who said that:

"in her class they were there just for mucking around and totally unmotivated in what they did … so that put me off that alternative. … I was keen on going teaching … more of a negative reaction to what the [mainstream] was offering and thought private enterprise probably does things better anyway" (1:13R).

Employers were also clear about their motivations wanting to know if they can teach, whether there is a calling on their lives, and will they be able to deliver the curriculum, also noting significant differences in the understanding of teaching (1:18R). The output from a particular institution "actually fulfills the requirements that I have in the training of staff … perspective on life and education … this particular [college meets] the criteria I have with respect to training" (1:19R). "We were looking at somebody who, first of all, enjoys working with children … already has a number of skills and probably actually supporting the philosophy of this [institution]' (1:20R).

It was anticipated, but still remarkable that nobody was less than quite sure about why they were involved, and except for pauses to clarify a question or probe, were without hesitation in finding expression and description of their reasons in response to the 'why' question. There was a high level of assurance and certainty about the worthwhile nature of the endeavour.

What?

This section deals with both the areas of what people wanted to do, and what actually happened. The reasons for gathering the two 'whats' together (what *was wanted* and what *actually happened)* is for brevity but also because of the high similarity. Despite many obstacles, there was a significant correlation between intentions and outcomes. There was determination and focus involved in achieving this result. Many noted that their project is still a work in progress with more to be done. Key points are:

- being innovative

- including belief systems foundational
- journeying together, coming alongside
- putting something back, contributing to the community
- producing high quality practitioners
- linking theory and practice
- being a positive influence on the nation

Providers led with the idea of wanting freedom to genuinely explore novel approaches but realising that creativity is tempered by funding and financial freedom. However the range of approaches reflected different sets of values and beliefs, and the results were claimed to be already far superior than what exists in the [mainstream] (2:1P). Common amongst respondents was the need for belief systems to cohesively hold curriculum together and that excellence would be a consequence of good foundations (2:2P). For one respondent the other half [of the dream] would be to see a resurgence in research, scholarship, thinking and writing, being distressed in our technological age that the emphasis is on 'doing' skills (2:16R).

The interpersonal facet was a motivator. This involved "working with people and helping put together what they want to achieve" (2:3P). This was articulated as being situations where the teacher and student are co-learners or journeyers together, and this was seen as very healthy (2:18R). These were also expressed definitely as being not just morals and ethics, but methods used, values behind what is taught, the reasons why what it is taught is taught, and the emphasis on curriculum (2:4P). The lists of what was needed were clear. Typical examples were the need for a high quality person, who is able to plan, teach and monitor across all curriculum areas. There was the self-esteem and personal identity goal (2:17R). The professional association was seen as important. This included relationship with colleagues, and with peers that are training as well, but also the really important relationship of teacher mentoring. By comparison with a [mainstream] institution where one view is said to be presented and taken for granted, the need was perceived to equip

with some of the skills or insight to look at it from another perspective (2:25R). The journeying together aspect was also seen as providing plenty of support, not just academic support but in every area (2:30R).

The community spirit was strong, and there were several examples of major salary sacrifice, either partial or total for a time: "Here was an opportunity to put something back [a pay drop at first well in excess of 50%] ... naïve but passionate" but "the course we now run will produce a very good practitioner for mainstream schools" (2:5P). Another commented that the irony is that the total cost of training a student is cheaper even though processes are very rigorous across the three dimensions of character, knowledge and skills (2:13P). Nobody wanted to claim that they enjoyed scarcity saying it is not because there were trying to prove they were more economical, and they could easily do more if they had more (2:15P). Many had a sense of mission towards community betterment and were heading in that direction. One student commented:

> "one of my heart's desires is to ... teach in that area ... children at risk and poverty was a thing for me. People get sold the idea that if you don't have money, then you're poor ... even just telling kids that they are technically 'down and out' ... a lot of success is based on what they think of themselves" (2:27R)

'Principles' seemed to be amongst the key words. There was comment in the area of items being dropped out of the [mainstream] system of teacher education programmes, which gave them the history and philosophy of major educational ideas. Also, "the character dimension, the understanding dimension, and the skills dimension" (2:20P). Some key points of what was wanted and is happening were described as follows:

> "there are keys in education ... one is a sense of wonder. I want to get back to the idea of 'wow' in learning, and a desire to learn and what learning is for, versus scientific fact. I want people to understand they are culture formers not just culture followers. Whether you get an education to ... get a job or live a life ... we have to really be training people in important life skill because that is what great teachers are remembered for" (2:7P)

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Integration of theory and practice was widely regarded as vital and acclaimed by participants. "I like the type of contact where the students are in for a little while, they intensify the ... theoretical part, and out practicing what they're been taught" (2:30R). This can also put the theory under challenge where it meets practical situations and has a test to endure. The issue of what really constitutes being a teacher, one informant was clear on the knowledge versus skills connection, saying:

> "my own background, particularly within academic study is ... too great an emphasis is placed upon academic studies per se, when in fact what we're looking for is someone who can communicate those values, ideals and knowledge to another person. ... [in this programme] there is a much greater emphasis upon the hands-on approach to learning, and to teaching, communicating ... one of the things that amazed me, even being trained at a very good teacher training college [overseas, prestigious], was simply that they did not train you to teach. They did not train you to avoid 'x' and 'y' pitfalls. You were just thrown in ... and you learned on your feet what not to do. And to me that is a very bad way of training. I think it is excellent that someone will come alongside you to teach you, to direct you, to encourage you ..." (2:29R).

The theory-practice link was a focus. The notion that what you think is what you do, and what you do is what you think featured prominently, in both rhetoric and methodology. One participant said that teacher education needed to balance the practical and the theoretical and that if you marry theoretical with the practical at around the same time, the training will be better than it is presently (2:14P). Another said that they had the impression that "the [mainstream] college seemed to do more practical stuff than we did, but when talking with teachers who had come through there, I realised they had about a term's worth of teaching and then came to a brick wall". The conclusion of the informant was to guess that the impression of more practical emphasis is not particularly true either (2:31R).

Associated with this theme was the idea of seeing the power of education in the nation and being prepared to stand aside from the status quo and try something else (2:8P). There was strong focus to produce a generation of leaders able to take their place in society, and be able to hold their own, and this is holistic – parts can not be separated from each other (2:10P). The direction these leaders might take, and the nurture involved with their development, moved into the issue of life-views and purpose. "actually the religious view is the real life" (2:11P). Seeing the responsibility of the activity and influence "we've refined what we do because we realise the amazing impact our [students] can have, just even as trainees, let alone teachers in the schools" (2:19P)

Regulations

This section deals with perspective about legislative changes and the opportunity that providers, other than the mainstream, could exist at all. The financial aspect is also in sight. Some re-regulation is evident, and moves towards consistency of policy across institutions regardless public or non-government ownership might be coming closer in funding, though is still some distance away in other areas. These factors include the level of monitoring for product delivery, assuming that education may be considered a commodity – at least it is something that has to be provided and paid for. Points that emerged from this line of questioning were:

- windows of opportunity
- uneven playing field
- academic freedom
- repetitive requirements in different formats
- costs and funding

A number of respondents pointed back to legislative changes of October 1989, and 1990 that saw Tomorrow's Schools implemented, and commented about the comprehensive nature of the new regulations, and subsequent procedures. "The regulations aren't simple … [in recent times] they've increased quite a lot. More rules, more requirements, more assessment, more evaluations … we always need to jump higher because we're at the

leading edge..." (3:1P). Though not all specifically voiced it, they were pleased about the opportunity to set up, but said that some of the policies implemented more recently have turned it into a paper game, some of it worthwhile, some frustrating and without much apparent purpose. In many instances there is extensive repetition, because different government departments require the same thing, but have a different format. One was certain that "right at the top, they need to get it together" (3:8P).

The timing has been important, and when the newly formed NZQA came onto the scene, there was something about being there at the right time, in the right context (3:2P). The government was becoming more and more open. There was pressure coming from many small groups. But with anything new there is a resistance to start, and one participant proposed that what they were looking at transcends regulations and governments (3:3P).

> "I think one of the opportunities is the country is broke ... but we're actually innovative enough to go back and try something at the grassroots level ... we've decentralised a lot further ... down to interested persons, grassroots and user controlled ownership ... and we still have to devolve a bit more. I think we have a responsibility to exist" (3:4P)

In the realm of education there was widespread change in the social sense.

> "While we were aware that the whole climate of education was changing in New Zealand we didn't fully realise its impact till later on. Seamless education, tomorrows schools, NZQA, all things came under review and changed. It was these changes that allowed people like us to enter ... It was truly pioneering stuff ... Every issue was contested ... the NZQA was developing the ground rules on the way ... we developed the programme and helped formalise procedures on the way" (3:5P)

The 'level-playing field' has been a descriptor applied to the idea of equivalent regulations and funding levels, and the subject of contention. However the idea has wider application to include staff quality, accountability, and programme monitoring.

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"I'm not absolutely convinced that the same criteria is being used in [mainstream] institutions, we may be talking about a level playing field financially ... there needs to be level playing field in every other way as well ... academic quality of the staff ... I'm confident that there's actually a higher level of qualification, skill and experience ... critiquing by the Ministry of Education in terms of how they have used the funds. I have no difficulty in asking for greater accountability for government sponsored money, but I would claim that [mainstream] institutions presently should be looked at very closely. I feel that the regulations don't allow us to reflect what is truly novel about our programmes. Monitoring and moderation ... processes are very overt and required to be reported on ... I have never seen those processes in operation in my [mainstream] employment in the past." (3:6P)

The economic cost aspect has been mentioned in various aspects of the study, and the regulations while limited have helped. Both providers and students recognised that the training was also going to be more expensive, but the fact that the student was able to get allowances if they qualified for them, meant that for some people it would be possible (3:10P). Something seen as really positive in the development of non-mainstream education was funding and recognition by the government. One voiced a benefit as getting a better education with diversity than you do with conformity, saying that right now, for many, education isn't a choice, it's a prescription (3:11P). At various points in the history of these institutions, fees have been up to around four times that of mainstream providers. The fees made it difficult (3:12R), and it would have been pretty hard to the course without a student allowance (3:12R), but obviously money hasn't been everything because as one informant said:

> "it sounded quite expensive [compared to mainstream] from memory, but it
> wasn't that that threw me one way, more than the philosophy of what they
> were teaching. I didn't want to do it the [mainstream] way." (3:13R).

Freedom and restriction is certainly not settled despite the window of opportunity to be allowed existence. Academic freedom is challenged by some observers who claim an unbiased position. "when people talk about academic freedom, I think that means freedom to explore and pursue down any path you want to explore. And I think that what happens is that people get confused and think that also implies that you can't have anything that you've anchored yourself to." (3:7P)

Who?

The environment for the project overall has a number of sub-components within, where various respondents saw themselves as providing services for others, or using services provided. To use a mechanistic analogy, it is like an assembly line, but with the distinction that each process has to attract input and distribute the result, rather than these activities being automatic. With the assembly analogy in mind, the topic list for this section begins with three levels of interface:

- who enrols in the course (the attraction of the institution for students)
- who wants the graduates (the employer)
- the school (employer) as representative of the community
- the product – effective teacher
- widespread interest, not a niche situation

The attraction of the institution to students was the new approach which included clarity in the description, and offered components which the student as customer wanted. Enrolment enquiries seem to be growing as the opportunities for alternatives become more widely known.

"We're having an increasing number of requests for transfers from … into our programme … listening to those students talk about the difference ... is actually very revealing, [an example] 'you seem to have a genuine concern for my professional development as a person" (4:1P).

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"They ran with us. There were no promises given ... because we didn't have any money back in our system ... we had clearly laid out what our outcomes were ... whereas all that the [mainstream] could give was just a general outline" (4:5P).

"for a student to choose a [non-mainstream] institution means that ... they already know its going to cost them ... probably significantly more ... students get to think through a bigger picture of why they are where they are.. (4:6P).

"they were really brave ... to come to our programme because they came before it had approval and before there was any funding ... so they were sort of like pioneers (4:10P).

A telling comment describing an aspect of wide concern, and a feature within the overall project with unusual statistics was gender related: "it was good to see some males" (4:12R). The ratios are high, somewhere around 1:2 (male : female) whereas some mainstream institutions give historic patterns of 1:4 and the teaching profession is around 17% male – almost 1:6.

Graduates are highly sought after for employment: "The graduates of the institution are of such high calibre that people ... are beginning to sit up and take notice ... based on the sorts of responses that principals have made who have either had out trainees in their schools or employed graduates ... principals are actively seeking out our graduates ... saying that these are the people we want in our school." (4:4P). "Any school where they've had a trainee, would love to employ a graduate. Even to the point that one state school principal wrote that this would always be his first port of call for staff, when he needs [them]. Schools with a commitment to quality education want our graduates because they see the quality of the person they're getting" (4:7P). Providers are getting more and more schools requesting graduates - they're a lot of mainstream schools actually (4:9P).

The providers at the outset were viewed by others, and possibly themselves to some extent as niche market operators, although going through processes to have their qualifications assessed and recognised for equivalence. The early impression of narrow focus and inability to be providers to the wider community has changed. One provider was succinct about employment destination for graduates: "State independent and private schools ... students became far more acceptable and every school in [the region] opened their doors to us ... we're training our students to be sensitive to each school climate and ethos, and act appropriately" (4:2P). "How I can be a support to the parent, so that there's not a conflict between the school and home ... but also uphold the mission statement?" (4:13R). "People who want their children in this school have expectations for the school (4:14R). "... we have to be sure that our children's learning and educational needs are going to be of high quality and that they're going to be met. The standard that's required of education ... its an important part of the community" (4:15R).

Some early criticisms of product quality or biased perspective seem to have been overridden by the acceptance of the results that have been evident. Key issues have been focussed: "the question is good education ...[this] requires not the training of teacher, but the development of ... educators ... I think the product kind of sold itself..." (4:3P). "If anything we're being encouraged that there is a genuine desire for teachers who are prepared holistically for the absolute challenge of education and every age-group." (4:1P). "The whole approach that I bring to the classroom ... from what I've seen of teachers that have graduated from other [institutions] is that we have a good grasp of not only management techniques, administration things, report writing, assessment tools, evaluation. A really good understanding" (4:11R).

Difference
There was widespread assurance that significant differences were being made. There were a number of areas of comment those notable represented included:
- schooling standards raised
- positions of responsibility awarded to graduates early

- credibility – advice being sought, including in formal reviews
- welcome especially amongst smaller communities
- too early for much formal research evidence
- economic benefit

There was generally a strong sense that what has been happening has been beneficial for schooling standards. One provider was sure that:

> "one of the differences this institution is making is that we are truly setting standards for teacher education ... schools are now ringing for our graduates, so it speaks to me that the preparation of these students is such that the marketplace is identifying a difference ... I think politically we are gaining credibility with the Ministry of Education and the NZQA. In credibility terms its been encouraging of late to have some major government bodies seeking information from us as to how we might set up policy in educational areas" (5:1P).

One informant had a story about a school where surveys have been taken and the achievement levels have been raised (5:8P). Many thought it is probably too early to see very much influence on the nation but in terms of schools they are sure its making a difference. The questions trainees and graduates ask make other staff members think about their own practice. They are also influential because when people like the ERO (Education Review Office) go through a school, often they comment on the outstanding work, atmosphere, nature, etc of the graduates in the classroom (5:6P). They are appreciated as staff members and that is probably the best indicator of all (5:7P).

One student was clear about the value of academics but that it was not the whole story.

> "The difference it made to me would obviously be on the academic level, but also on the philosophical level ...being exposed to different worldviews and having an understanding of these ... emphasis on relationship building with students ... interested in all aspects. Not just their academic, but their cultural, their spiritual, their emotional and their physical ... I think that if I'd gone to another institution

... I don't think I'd have been taught to critically evaluate things ... I've been

taught to think ... the benefits are that I'm equipped ... to do the job well" (5:10P).

Generally, graduates felt that they were very employable, and very capable to teach

effectively. An aspect of this was expressed as, "looking at a kid and actually seeing the

worth in each child" (5:11R). This was coupled with the thought that if they had gone

"through a [mainstream] college I would just want the children to get an education. Its

more the whole person thing ... If they know there's a purpose for their life." (5:11R).

Another was sure that there was definitely a big change to students learning and growth,

mentioning a survey earlier where children in school were not achieving previously, but

now achieving at a high level (5:12P).

Education was seen by these informants as having a wider scope than just an academic or

cerebral activity. One respondent expressed it this way: "The main difference is that this

kind of college is not just producing people who have a lot of head knowledge. It's about

producing real character, people who are very rounded in their view and understanding of

their teaching practice". (5:12P). Another described this distinctive as being a changed

outlook, viewing the people that they were working with and the people they teach,

differently, to the extent of treating them differently as well. Involved with this was the

desire to bring integrity, honesty, and loyalty specifically.

This was viewed as being a critical factor with teaching children, because they can pick up

when you're not being honest with them straight away (5:13R). One employer

commented personally as a parent, because of having a daughter in a year two teacher's

class. Since she had started the year they could see a change academically, her progress

has been significant, along with her attitude – there being no conflict between home and

school (5:15R). One graduate commented that one of the major differences was that there

were more teachers who would probably otherwise not have had the opportunity or support

to have finished the course (5:14R). There were good reports about the way the teacher

education model has worked. Graduates were admired for their integrity, skill and

practice, and that they were making a difference. From informal feedback they were said to be energetic, have initiative, be excellent role models, be well dressed, know what they are doing, be confident, and know how to conduct themselves in an appropriate way in the staff-room (5:2P).

There was a notable lack of wild claims for success with a comment conceding they were not turning the world around, not making utopian claims, but they were underway, making a difference to the people to their contact group, and having a positive contribution particularly to smaller communities. One participant said that the research about educational outcomes related to this approach is still is small, particularly the research on the long term effect of the work, and that it is perhaps too soon to have been done (5:3P). Commitment and responsibility are notable features that are well-received:

> "The obvious difference is the quality of the teacher who comes out. You could be tempted to measure it just in skills, they have the understanding and so on. But ... there's actually other things that are more appealing to the school where they go work ... attitude and commitment and a sense of responsibility and responsibility and giving it a hundred percent ... just the other day we had a comment from a school that's only just started taking out students, and they've never had a student before who was so totally committed to the life of the school ..." (5:9P)

A number of instances have occurred where graduates have been awarded positions of responsibility early in their careers. "There are a number making a huge difference. ... Like the greater responsibilities that they're taking ... even to the extent whereby a lot of them ... within their first year of two out ...are actually getting principal positions ... learning department positions" (5:4P). It was not uncommon to hear that graduates were very eager to serve or ask questions about what they can do. Respondents felt that the community does benefit on a large scale from that particular type of shaping of teacher education. The economic perspective included the claim that it is beneficial to New Zealand to have teachers who, because they are not a drain on the system serve the nation in the end and allow the children to have some sort of moral fibre (5:5P). There was

assurance that the relationships that are established in the classroom actually set the stage for everything.

A thread running through the community and in schooling is described elegantly with the following plea:

"How important it is to give young people values and ideals. ... How important it is to actually set before people a real vision. ... a very real concern today [is] the whole area of young people without values, without ideals, without a sense of purpose or meaning or direction in their lives. I actually think this impinges upon youth suicide problems ... therefore this issue of education is critical and fundamental to the health of the nation ... a nation that builds wholesomeness and life and purpose and gives value to individuals actually calls the tune ... that nation will flourish in my view' (5:16R).

Summary

This final section gathers threads in the connection to the research themes found among the previous sections revolving around the probe questions. Benefits to the community derived from more involvement, sense of ownership, mission and purpose are seen to be substantial in qualitative terms. Considering some quantifiable areas such as the economic aspect, there was assurance that early indicators are positive and that the longer term will be beneficial also, but hard data is not available yet. Productivity in terms of value for money and effort is regarded as high, but again, not quantified. There certainly has been a high sense of endeavour evident amongst difficult circumstances. As these efforts have gained recognition both by the community and government, more encouragement has been derived from the promise of higher levels of state financial support. Other regulatory and compliance regimes remain as being a distraction, a frustration, and seen as inequitable.

The new ideas and processes adopted have some early positive anecdotal support claiming improved outcomes in numeracy and literacy, but are really hearsay and little can be drawn from them. This situation will be clarified when quantitative studies are undertaken in this

area. The focus point of social behaviour is yielding early positive anecdotal evidence. However, no conclusive result can arise from this study since there is a need for hard data research and comparison with a range of social indicators.

Bringing this final section of the results chapter to a conclusion, the high sense of endeavour was notable. In the interview section of the study, there were few surprises anticipated because of participant observation by the researcher (knowing about activities since 1992). If there was surprise (or perhaps rather a very convincing feature) it was the level of interest, preparation, and passion displayed in the interviews. This took the form of respondents coming to the interview with prepared notes, including diagrams to speak to, and always knowing an answer to the questions. Also, it included "holding forth" to the microphone at times – responding with fervour, and the level of passion in commitment to purposes, tears in the eyes at times, and forthright declarations. Conclusions related to these findings are presented in the next chapter.

Chapter 6:

Conclusions

Introduction:

This chapter reviews the findings of the research project and connects these along with the relevant themes identified in the literature back to the thesis. This chapter also answers the research question about the factors that have motivated change in a teacher-education project in New Zealand. What follows includes summary comment about findings, conclusions relating to each of key question areas, and themes. There are links back to the aims of the study in terms of the research findings. Some of these seem conclusive, whilst some are tentative and in need of further research. There are recommendations for action, and suggestions for additional research that would be helpful in taking this enquiry to the next level. Some speculative prediction for the future is included. This is based on the trends observed and is a forward extension of patterns identified.

Key Ideas and Approaches:

This study has endeavoured to identify factors that have motivated educational change. The framework of this change is viewed within the construct of the development project. The concern has been with the nature of the motivation that turns dissatisfaction with the status quo into action for change, and the opportunity that allows this to happen. The findings seem to indicate the community of interest at grass roots level has sought and achieved increased empowerment. The community of interest in this study, focused around education and schooling, includes school boards, parents, teachers, teacher-education providers, and the wider local population. The government has also been interested as a stakeholder looking for the best ways to achieve quality results. It seems that a developing partnership of local community and government has been enabled in part by community action, and also by deregulation associated with the retreat of the state. The

transition appears to be towards development of cooperative partnerships between government and community.

Despite extensive variations in some attitudes and styles across the particular institutions studied, there was found to be remarkable similarity of motivation, purpose, and opportunity. At the level of intentions, two key ideas emerged. One is perspective: when the research study probed the 'why?' area, a key idea that emerged was the inclusion of life perspectives. This is the notion of overtly integrating interpretations and worldview explanations, rather than an orientation of skills and information. Another is method: the implementation of a theory-into-practice model, 'know [why and] how, can do'. This teaching and learning methodology that has a close link of theoretical aspects with practical matters. Both of these key approaches have a range of different words associated with them and are expressed in various ways by many individuals across the overall group.

Conclusions by question and themes:
The explanations of these questions, and how basic question areas are linked to actual questions put to those in various roles, is dealt with in the section entitled 'Points of Study' in Chapter Four - Methodology. The actual text of the questions is included in Appendix B. Chapter Five explains how responses were collated into five groups; why? What? regulations? who? difference? and presents the finding along with analysis. The following sections present conclusions arising from the analysed findings.

Why?
The 'Why' question (variants on "why did you do this?") yielded a strong sense of motivation and purpose. Responses related clearly to the thesis question about factors that have motivated change in a New Zealand teacher-education development project. The study seemed to indicate that, in the case of the three institutions, action was community generated, based on timing that happened to coincide with an opportunity window. Further, the study suggests that with regards to motivation, there is both a 'push' and a 'pull' involved. This occurs at both the grass roots level with citizen dissatisfaction being

a 'push' and vision a 'pull'. This happens at the regulatory end also, because that is populated also by citizens, who have 'pushes' and 'pulls'.

The governmental position, whilst having an overview of the wider picture, also has advisors and decision makers who are involved themselves as personal individual citizens – their own children and grandchildren are in the schools, or going to the teachers colleges, or running the schools. Also, in a liberal democracy, it is citizens who work to see legislation change to something more suitable and effectual for the community. A challenge they face is to find out what 'suitable and effectual' may mean, and this of course is to some extent ideologically driven.

Figure 6.1 below proposes that over time, given motivation and purposes, change will occur because of both the push and pull forces. At the grass roots level, push can come from many factors that individually or collectively are strong enough to seek change. From below there is vision - the sense of seeing the way things might be, and imagining that it could happen. In this sense, vision directs change. If these two forces are strong enough in comparison to the forces that hold the status quo in place, change may be expected to occur.

Figure 6.1: The 'pushes' and 'pulls'
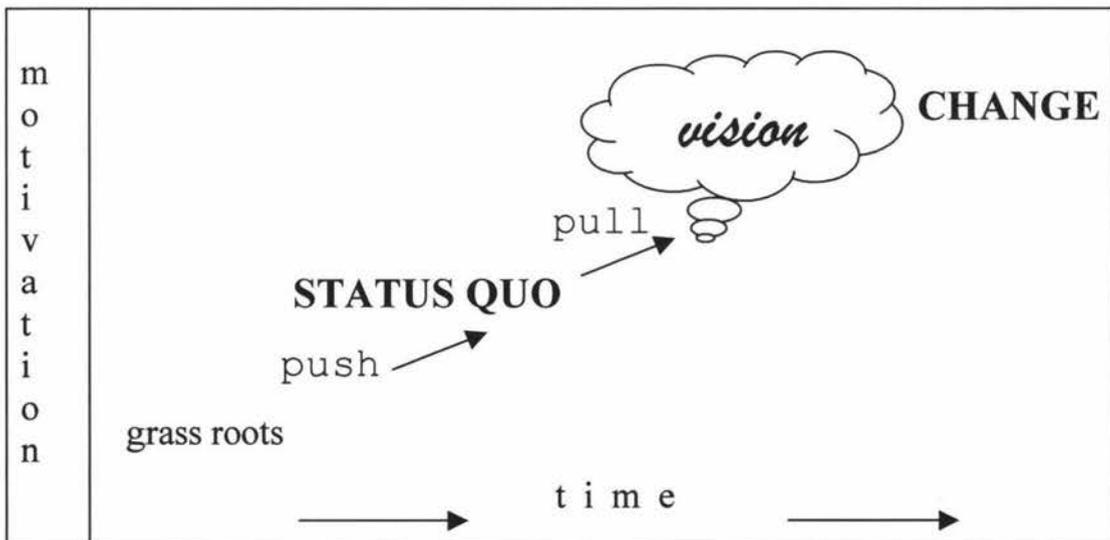
The vision for future betterment seems to have been sufficiently strong to outweigh economic pragmatism, once other factors such as regulatory change allowed alternative approaches to development. The local detail of this study indicated that choices for both students and staff that were financially disadvantageous in the short term, but were selected anyway because of a perceived higher goal. Economic pragmatism sees many choices made based on what works economically for the individual, community, or nation rather than the best abstract theory, or a hope for the future. This includes the need to pay for the choices made, and wisdom evidenced in good stewardship including achievement of outcomes envisaged when spending decisions were made. These findings go against economic pragmatism and appear to point towards community purposes as being an influential motivator despite higher costs initially with no clear indication that these would be alleviated.

What?

The 'What' study was concerned with both what was intended, and what happened. Findings here suggest alternatives to the perceived status quo. Particular factors seem to include a sense of community activity in learning, cooperation versus competition, and journeying together. Some of this was evident in the theory into practice and mentoring approaches, and ideas of the common good of individuals and the wider community. Whereas a niche focus might have been ascribed, and a narrow view of what constitutes quality professional preparation unsuited to the mainstream, the situation seems rather to be the reverse. There seems to be evidence of a wider, holistic and encompassing view, and production of a broadly skilled, knowledgeable, and reflective practictioner: one who is a not only capable of thinking but is also a capable professional.

Regulations?

The 'Regulations' enquiry drew a wider range of responses than was anticipated. The question was focussed towards legislative changes that facilitated existence, but other themes arose also. These included high cost of involvement for students and partial alleviation of this with student allowances, and access to loans necessary to make entry

possible for many. Later, some funding also became available directly to private institutions. External monitoring of programmes, and institutional quality assurance are both further cost impositions. Additional to the costs, comment included the frustration of multiple reporting requirements with variations being both tedious and repetitious.

Who?

Results of the study in the area of the marketplace for these programmes, or 'who?', have been of much more depth than originally envisaged by the study, or by the providers and students in earlier times. The new approaches in teacher-education were initially regarded as quite focussed and necessarily narrow in orientation by onlookers, and probably participants themselves. However, what has transpired has been the inevitable desire for a good product, and other things being equal – obtainability for example - consumers will choose what suits them best. The consumer in this case is the community, through the agency of the school as employer, and for them it costs no more or less, but they believe their product is superior. The initial product could be seen as teacher trainees, followed then by students and parents, with the wider community deriving a benefit that arises from a number of components. The costs have been borne earlier in the process by the providers and students. With more recognition and acceptance, the community through the agency of the government, is looking towards making it easier to get what is wanted.

Difference?

Participants concluded that a worthwhile 'difference' was being made, and examples of this are described in the findings and analysis of Chapter Five. Professional formation simultaneous with tertiary study had been an objective, and this appeared to be occuring. Success with pre-service preparation for a workplace requiring particular attitudes knowledge and skills is claimed as an achievement. The distinctive features of these teacher-education programmes were first thought of as being quite focused towards specific needs of particular community interest groups. Whereas at first the programme providers considered their market small and local, this has changed as others have seen the output and want it too. Providers and recipients alike are sure that their contribution is

already making a positive contribution on a more widespread basis in the nation, and contributing significantly to setting new quality standards for teachers.

Economic factors remain important also. This is not just about quality of learning or life, it is about the price too. Amongst respondents, it is anticipated that quality teachers will produce quality educational programmes, and be part of facilitating the development of quality citizens. This is seen as contributing to reduction in the need for remedial educational programmes along with an increase in moral and ethical behaviour that generates savings in crime and health problem costs for the community. On the proactive side, efficiency will bring better returns for goods and services not only in terms of production cost but also in quality terms, reputation, and the financial results that occur. These differences may well have produced a positive effect such that governmental agencies and community groups are operating in an increasing consultative manner.

Figure 6:2 below presents keyword summaries of conclusions about factors that have motivated or involved with change in the teacher-education project studied, within the context of state deregulation and community empowerment.

Figure 6.2 Factors motivating or involved with change

Why?	community generated
	integrated perspective, theory-to-practice relational method
	dissatisfaction with the status quo – a push vision – a pull
What?	community activity in learning
	cooperation versus competition
	journeying together, collective benefit
Regulations?	opportunity for innovation
	high cost of involvement / startup
	partial subsequent alleviation with taxpayer funds
Who?	teacher trainees
	students in schools
	parents and the wider community
Difference	professional formation
	significant contribution to workplace and nation
	community support and uptake high

Recommendations

Recommendations focus on the conclusion that the pattern of government deregulation and community citizen empowerment reforms is having a beneficial effect. Government-community partnership in education is at an early stage and continuing reform in this direction can be expected to be well-received by those involved, and beneficial to the nation overall. The level playing field idea – similar regulations for similar activities whether government or community sponsored - needs to be extended. This could cover the range of facets such as quality monitoring, compliance regimes, and funding. Moves have been made in some of these areas, and consultations seem to be ongoing.

Additionally, the amount of bureaucracy has been overbearing for the community, and itself troublesome because of its own inefficiency. Occasionally a straightforward procedure can take months. A benefit of private sector accountability perceived by some, and mentioned amongst respondents, has been that it is often more thorough when community based. This is because community shareholders are close to the action and would not tolerate such delays, which in any event might be less likely in smaller, localised participative situations. Stakeholders close to the action typically can see what needs to be done and take prompt remedial action, if they have the authority. In matters of accountability, being closer to the action also means there is an inherent basic auditing present because others nearby are watching and interested. Simply put: the community seeks improved educational outputs, including citizenship building, and better accountability at the same time as wanting less bureaucracy.

Suggestions for further research

One possibility for further research would be to undertake a longitudinal study of one of the institutions. This could not only assess the existing status of the institution with regard to state deregulation, citizen empowerment, and strategic partnership, but would be appropriate for observing the changes in these areas over time. Because data is collected from the same group at more than one point in time, differences observed from one observation to another can then be attributed to individual change rather than variations

between different samples of subjects. Appropriate methods of data collection would be structured questionnaires along with structured and unstructured interviews.

A second research area that has arisen relates to outcomes in literacy and numeracy. It is evident that participants are sure they are being effective in these areas and some anecdotal evidence has been forthcoming as is mentioned earlier. This includes examples of situations where a local school had taken surveys based around the new approaches as they are beginning to take effect in schools. Of course teacher training is only part of the overall educational picture, but informants have been clear about the issue that who the teacher is - perhaps a matter of attitude and passion - is very important along with whether they have curriculum knowledge and professional teaching skill. There is scope for empirical research here both into what the characteristics of quality teachers are, and what the approaches are that produce outcomes aligned to these characteristics.

A third area, somewhat similar to the previously mentioned area of literacy and numeracy is that of social behavior. Once again there is optimism rather than despair amongst respondents that their approaches will have a positive outcome for this, but the formal studies have yet to be undertaken. Once again also, teacher training, and then the roles of the teacher and school, are only part of what happens in a community. Those involved seemed certain that the school teacher is a vital and influential person in community development but also only one of many influences. However respondents seemed to believe that this was a significant contribution and that it was sufficiently worthwhile to commit a significant part of their life energy and make a career choice to focus on this area. The research framework could be in the area of behaviour indicators such as violence, crime, and truancy for example, but there could also be increasing scope to address items along the lines of material presented as emotional literacy (Goleman 1996), and multiple intelligences (Gardner 1993).

The Future:

So what of the future? With the "Legislation for Learning" (Crown 1999) discussion paper on making the Education Act work for students, more activity along the present pathway seems likely. This publication was discussed more extensively in the Strategic Partnership section of Chapter Three. With keywords such as 'diversity', 'excellence', 'innovation', and 'partnership', and assurances that schools have blossomed with greater involvement from parents, the strategic partnership of government, schools, and parents seems assured.

As noted in the literature review, with international trends involving community interests taking up initiatives in collaboration with the state, the release of a consultation and discussion publication such as this in New Zealand is indicative that the future direction may continue in the same direction. The consultation process amongst government agencies and community groups seems to have extended. Diversity of approach is seen as better suited to the wide-ranging needs. Innovation is spoken about positively as being something that will take us in a beneficial future direction. The possibility of schooling systems having substantial local community involvement on a more significant basis seems likely, or at least is being talked about. Partnership between government and communities is obviously viewed by policy makers as being something to explore.

A question for the future remains about whether the election of a Labour/ Alliance coalition government in late 1999 heralds a change in direction to more or less state regulation, community empowerment and strategic partnership. An indicator of direction comes from a discussion document proposing a Tertiary Education Advisory Commission, which is presented by the Hon Steve Maharey: Minister of Social Services and Employment, Associate Minister of Education (Tertiary Education), Minister responsible for Community and Volunteer Sector. Entitled "Nation-Building: Lifelong Learning in a Knowledge Society" (Maharey 2000), the paper outlines the Government's vision. Key phrases in the vision include "more co-operative and collaborative"... "greater sense of partnership" ... "an environment where participation for all is encouraged" ... "fully supports regional and local communities" (p3). Such a matter is not settled simply with

production of a single document. Political persuasions and approaches to issues are involved, however this discussion paper provides early evidence that the general direction of strategic partnership seems set to continue.

Thesis Summary

This chapter brings the study to a close by coming full circle to re-address the research question about motivations for changes and opportunity that allows this to occur. It has revisited several of the constructs; notably state deregulation, development from below, and the increase of strategic partnerships between the state and non-government organisations. These are identified in the literature review – both the international material in chapter 2, and local literature related to the overall environment of study, along with the educational scene in New Zealand presented in chapter 3. In re-addressing the thesis question, it seems to be the case that the nature of motivation for change is deep-seated. This is both within the community at grass roots, and evident among the citizens who have national oversight and are named Government. The findings indicate that motivations are pragmatic and economic from the top, and evidence empowerment and an energetic sense of mission from below.

The study indicates that, at least in the case of the three institutions in question, there are moves towards more consultative approaches that include both top-down and bottom-up perspectives and involvement. As noted earlier in the review of literature, for a development project to succeed, it is important to have strong involvement in decision making from those with implementation responsibilities and who are close enough to the action to make it work. The findings seem to indicate that there is educational change occurring. Apparently this is within a framework of state deregulation and community empowerment that leads toward strategic partnership of citizen groups and government.

The grass roots motivation amongst the participants is strong and in some cases deeply felt, and quite passionate. Regulatory change has provided a climate of opportunity for innovative activities. This phenomena, evident from the Development Studies literature

outlined in chapter two, appears to be in evidence within New Zealand both in education, and a range of other endeavours. Development projects envision an improved future and commit resources to achievement over the longer term. A difference from development projects of earlier decades is that grass roots participation and strategic partnership, whether formal or informal, have now become significant. Both the literature and the findings of the study lead this thesis to posit that the state's role has become more consultative and accommodating to the citizens. Mostly, the wider community has welcomed the outcome, though some would like continued state control, and social change is difficult to effect because of entrenched positions.

The future seems to promise a continuation of these activities which align to new perspectives in Development Studies projects, where success based around partnership of government-community interests is occurring. This thesis has proposed that the motivating factors involved with the global societal change are also those involved in a New Zealand teacher-education development project providing a framework for understanding educational change locally, and that state deregulation, citizen empowerment and strategic partnership are key ingredients in the global development project.

Appendices:

Appendix A. Research Participant Consent Form
(This follows the sample format given in Massey University's *Advanced Research Methods* paper #76.702)

Development Studies: Ethnographic Research – Teacher Education   Consent Form

Within the wider context of deregulation and the retreat of the state (reduced intervention in the economy and change in its role change in the welfare state), this study looks into recent innovations from new providers in one of the tertiary sectors - teacher education.

The objective is to identify and quantify productivity and benefits to the community derived from more involvement, sense of ownership, mission, and purpose. Associated with this are more specific matters such as the *outcomes in numeracy, literacy, and social behaviour.*

CONSENT FORM FOR RESEARCH PROJECT:

'NEW APPROACHES IN TEACHER EDUCATION'

I ……………………………………………………..….., being aware of the purposes and themes, and having previewed the unstructured question set, consent to participate in the research project "New Approaches in Teacher Education". I accept the assurances:

1. That at any time I may tell Don Smith, the researcher, that it is not convenient to see him, and that this will be respected.

2. That confidentially will be kept through the following measures;

   a. all names and special characteristics that would lead to my identification will be changed

   b. Interview tapes will only be listened to by Don Smith and his assistant (if any)

3. I am free to withdraw from the project at any time.

   4 .That at any time I can renegotiate this agreement with Don Smith.

I give permission for Don Smith to use information gained during research in any publication he may write.

Signed

………………………………………….. (Respondent)

………………………………………….. (Researcher)   Date:

Appendix B.

Sample questions for:

1. Founding directors/governors/trustees/stakeholders
   Why did you do it?
   (What was the evident need you saw? what was the motivation)

   What did you *want* to do?
   (What was the vision, mission, or bigger plan you had in mind?)

   What regulations changed to let you try?
   (Why couldn't you or others do this before?)

   What did you *actually* do?
   (Aims, objectives, actions, activities, arrangements, facilities, stakeholders ?)

   Who are your constituents or marketplace?,
   (Who cares? wants the product, are stakeholders, are friends at a distance?)

   What difference is it making?
   (Aims, objectives, accomplishments, performance indicators)

2. Founding course directors/tutors
   Why did you do it?
   (Why this? what alternatives? advantages over alternatives)

   What did you *want* to do?
   (Ways in which this exactly suits interests, aspects hoped for not implemented)

   What regulations changed to let you try?
   (What view do you have of the controlling rules and structures)

   What did you *actually* do?
   (Similarities and differences to original aims and intentions)

   Who are your constituents or marketplace?,
   (Liaison points internally and externally)

   What difference is it making?
   (Objectives and performance indicators)

3. Students from the first or second intake
   Why did you do it?

(Why come here, what alternatives considered and declined)

What did you *think* is different?

What regulations make it easier or harder for you to be here?

What did you *actually* do?
(Activities, workload, financial & social support mechanisms)

What difference is it making to you?

What difference will make to others - your students/

What difference will make to the community?

4. Graduates from a first or second intake
  * cover the *student* questions, and
Are you pleased you did this?
(Emotions, benefits evident)

What did you *actually* do?
(Is what you thought it was going to be, did it achieve objectives stated, or that you had in mind)

Do you think you were more or less employable?
(Is there a demand for what you have to offer?)

What difference is it making?
(To your work, student's learning and growth, colleagues, community - indicators for this?)

5. Employers of graduates
What vacancy was filled by this employee?

Did the background/training feature in your choice?

What are your goals or mission when it come to employees?
(Who do you *want* to hire - skills, professional presentation, personality?)

What is your level of success in finding what you're looking for in employees?

Do your constituents or marketplace need anything special that this employee has to offer?,

What difference is this employee making?
(Objectives, indicators)

6. Current directors/governors/trustees/stakeholders
Why are you involved with this?
(What choices, what aspirations are met)

Are there alternative approaches which might be equally interesting to you?

What regulations do you find helpful, or must content with?
(How difficult is the pathway, right to exist?)

What did you *actually* do?
(In what ways are you actually succeeding - as compared to desire and intentions)

Have your constituents or marketplace changed since commencement?,

What difference is the institution making?
(Aims and performance indicators)

7.Current course directors/tutors
Why are you doing this?
(Why are you here, working with this alternative approach)

What do you *want* to do?
(To what extent can really fulfil noble aspirations for this kind of activity?)

What regulations affect you regular activities?
(Helps and hindrances to achieving purposes)

What did you *actually* do?
(The net result of aims/ objectives and constraints)

Who are your constituents or marketplace?,

What difference is it making?

8. Current students
Why did you do this?
(Choose this course)

What did you *want* to do?
(What alternatives, choices, were open)

What are you *actually* doing?
(Activities, purposes, achievements, - indicators)

Who are your constituents or marketplace?,
(Where will you take these competencies, and what purpose will they serve)

What difference is it making?
(Aims, objectives, and especially performance indicators)

Appendix C.

Briefing information for institutional agreement and interview participants

| Structured Research Project - The Wider Context |

Flowing from the ideological spectrum, referencing the notion of Development *Theory* versus Development *Practice*, and identifying groundwork provided by the influence of Post-Modernity, the study will be broadly in the area of de-regulation in New Zealand in the last 10-15 years with focus on more recent times. Decreasing involvement of the state in many facets of everyday life included: transportation, banking, business, and a range of social activities. Part of this was presented as being responsive to the international situation and the need to remain (or regain) competitively strong positions on a range of indicators.

Big players in the changing *social situation* were Health, Welfare, and Education. This was natural since these three (along with Justice) represented the big (85%) social spend. The driving forces for these changes appear to be both top down and bottom up. From above there are projections into the future and concern about increasing inability to afford to pay for the services. From below there are calls for rights, choices, empowerment, and the good life for those who want to put in the effort.

Narrowing further, into education, there have been changes in virtually every aspect:
- governance of schools (more localised control),
- curriculum (more essential skills and technology - and achievement)
- types of courses (more action oriented, and addressing new industries),
- qualifications (more modular, transferable and with identifiable skills),
- opportunities for new players (with new approaches, needs and methods).

This has occurred within the context of further calls of concern about declining academic and behavioural standards in the nation. Subsequent to the first formulation of this research idea there have been reviews into teacher training and the tertiary sector generally. Recently, a further step has been taken with the release of Green Papers about the Qualifications Framework, Teacher Education, and Tertiary Funding. All of this can be regarded as constituting a further retreat of the state, or at least the state inviting consultation.

The Event(s)
The closer focus is directed into higher education - particularly teacher education.
- Perspective (worldviews), reasons why and presuppositions,
- Approaches and Methods (in practice), and
- Funding (the opportunity to exist)

A number of new teacher training institutions have arisen with new perspectives (from below) and these will be studied. Three will be selected.

Connection to 3rd *World* circumstances will be traced through situations where state controlled projects have been dispensed with in favour of smaller group, geographically localised, or indigenous participation and empowerment. The role of *the state* will be reviewed in terms of its universal, normative (philosophies) and communal aspects.

The Objective
The objective of the study will be to identify and quantify benefits to the community derived from more involvement, sense of ownership, mission and purpose. Since the changes include an economic aspect, productivity (value for money and effort) will be investigated also. With a focus towards the new ideas and processes adopted, outcomes in Numeracy Literacy, Social Behaviour will be considered.

Questions for participants will include - why did you do it? what did you *want* to do? what regulations changed to let you try? what did you *actually* do? who are your constituents or marketplace?, and what difference is it making? Research methods will involve historical, empirical, and ethnographic approaches. The overall context will include the contribution from areas such as Politics, Economics, Sociology, and Management, and the philosophies and methodologies arising from the various worldview presuppositions.

Structured Research Project - New Approaches in Teacher Education.

Outline of themes and questions for participant organisations
This description of interview activity is assembled to advise participant individuals and organisations of the scope and purposes of activities associated with the project.

Research Interviews:

Participants will include; (from each of three institutions)
- a founding director/governor/trustee/stakeholder*
- a founding course director/tutor*
- a student from the first or second intake

- a graduate from a first or second intake *
- the employer of a graduate

- a current director/governor/trustee/stakeholder *
- a current course director/tutor *
- a current student

* could be the same people as a leader & tutor covering both roles, or a student then graduate. Total interviews could be as many as 8 (times 3 =24) or as few as 5 (times 3 =15)

A formal permission agreement will be completed with each participant prior to commencement. This will follow the sample format given in Massey's Sociology Department - Advanced Research Methods paper 76.702 (adapted sample attached).

As part of this agreement, participants will be advised of the purposes, context, and themes of the research, in addition to being able to preview the basis/starting questions.

Research Themes.

> Benefits to the community derived from more:
> - involvement,
> - sense of ownership,
> - mission and purpose.
>
> The economic aspect,
> - productivity -value for money and effort
> - funding support/ sources.
>
> New ideas and processes adopted and Outcomes in:
> - Numeracy & Literacy,
> - Social Behaviour

Interviews will be audiotape-recorded and responses also taken down in brief note form on the interview questionaire.

Appendix D.

Explanation of Coding Systems used in Chapter 5: Results – Findings and Analysis

To identify quotes, and further assist with maintaining confidentiality the following system is used: 1:1P, 1:2P, 3:3R. The first digit indicates the question section (why, what, etc) and the second indicates whether it is quote 1,or 2, being the 1st or 2nd informant on the database for that question. The following letter indicates whether the respondent was a Provider or Recipient. These can be referenced to the database to identify the person and institution, to ensure that it was actually someone who said it within the structured interview activity.

The order of speakers and institutions is not necessarily the same for each question. This is a further mechanism to protect individual identities. Typically, the second number is between 1-10 for Providers, and 11-20 for recipients. However for the 'what' question, because two sets of questions and responses are combined, these numbers are higher. Choices[7] here were for GTSE (Governor, Teacher, Student & Graduate, and Employer) or PR for (Provider and recipient). The second has been chosen for greater anonymity.

Where a respondent has occupied, or now occupies more than one role within the overall development project, eg: governor and teacher, or student and graduate, and founding or current, the first role as identified by the selection of respondents by the various institutions is used. This discussion is further complicated because of the time span involved where individuals not only have occupied multiple roles at once. Also this has occurred over time, where for example, governors or teachers were or now are employers, or vice versa. Some graduates are now employers also.

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[7] reference figure 5.1

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