

# Education in New Zealand--

# A System in *Transition*

by Elspeth Bell

ew Zealand is an independent sovereign state within the British Commonwealth. It lies in the southwest Pacific and consists of the main North and South Islands, separated by Cook Straight, and several smaller islands. In land area, New Zealand is similar in size to the British Isles or Japan, but its population is under 3.4 million, the majority of whom live in the North Island. The Maori, the original inhabitants who came from Polynesia, make up 9.6 percent of the population. Wellington is the capital, although Auckland is the largest city with a population of about one million.

A variety of physical features make the landscape unique, one of the most striking being the Southern Alps, which run almost the length of the South Island. Other features of the South Island include coastal plains, fjords, glaciers, lakes and rivers. The North Island is also mountainous; the volcanic interior contains New Zealand's largest lake, Lake Taupo, hot springs, geysers and mud pools.

New Zealand's small economy is heavily dependent on overseas trade. Meat and wool, dairy, horticultural and forest products, fish and manufactured goods form the bulk of export earnings. The country's largest trading partner is Australia, followed by the European Community, Japan and the United States. Tourism is becoming increasingly important.

#### ➤ Administrative Structure

The education system was established by missionaries and early settlers from Great Britain during the second half of the 19th century. The present national system of free, secular and compulsory education is based largely on the 1877 Education Act. Under this Act, a Department of Education was established which gradually assumed control of policy direction, administration of schools, teacher training and polytechnics (which developed from technical high schools), funding and most national examinations.

During the past decade there has been increasing pressure from educators, parents, employers and politicians for a reform of education administration. In addition, there have been demands, particularly from the Maori but also from other citizens of Pacific Island descent, for the education system to reflect more closely their own special needs. As a result, virtually every aspect of educa-

tion administration has been reviewed in the last few years.

Between October 1989 and July 1990 the Department of Education was abolished and local education boards were replaced by a board of trustees for each school made up of elected parents, a staff member and the principal. Six agencies were established with responsibility for administering early childhood and compulsory education. In addition, three agencies to administer the post-compulsory sector were established. These nine agencies are separate organizations, but they all work together with teachers, learners, parents and the wider community to provide New Zealand with a high quality, responsive education system. The agencies and their roles are:

Ministry of Education: responsible for developing policy on all aspects of education from early childhood through to tertiary; giving advice

to the Minister of Education; ensuring that government decisions are implemented; funding.

● New Zealand Qualifications Authority: coordinates an accessible and flexible qualifications system; provides quality assurance in all nationally recognized qualifications; administers national examinations, both secondary and tertiary; sets and regularly reviews standards as they relate to qualifications; ensures New Zealand qualifications are recognized overseas, and overseas qualifications are recognized in New Zealand.

One division of the Qualifications Authority, the Whanau, is responsible for ensuring the qualifications system is responsive to the aspirations and needs of Maori.

- Early Childhood Development Unit: promotes and encourages the development and provision of quality, accessible and culturally appropriate early childhood services.
- Special Education Service: provides services for the benefit of children and young people with special educational and developmental needs.
  - Education Review Office: reviews and re-

ports on the extent to which early childhood centers and primary and secondary schools are achieving the educational objectives set out in their charters.

- Quest Rapuara: Career Development and Transition Education Service: assists those whose jobs are being phased out, who are thinking of further study, re-entering the work force or looking for a career change. It also assists those who are working with people in these situations.
- Teacher Registration Board: represents the public, boards of trustees and teachers with the responsibility of ensuring there is a quality teaching profession. Since July 1991 teacher registration has not been compulsory, but schools usually choose to employ registered teachers.
- Education and Training Support Agency: develops and administers training which supports individuals preparing to enter or re-enter the work force, or who are participating in work-based training; works with the Ministry of Education to develop labor market training policy.
- The Parent Advocacy Council: abolished in July 1991.

#### > Funding

In 1991-92, approximately 16 percent of net government expenditures went to education. Of this amount, about 48.2 percent was spent on primary and secondary education, and 30.8 percent was spent on tertiary education and training.

Schools receive one fund for operational activities and another for teachers' salaries. The Ministry of Education decides how the money is to be divided.

Universities, polytechnics and colleges of education are funded by the Ministry of Education with funding based on full-time student numbers.

Until recently, tertiary students in state institutions made only a very small contribution towards the actual cost of their education. In the late 1980s tertiary student numbers grew so much that by 1989 it was clear that the total education budget would have to be increased, entry to tertiary study would have to be restricted or a fee would have to be charged on a per capita basis. In 1990 the government introduced a flat-rate tuition fee of about US\$2,350 for a full-time, full-year course. This fee increased to US\$2,400 in 1991. In 1992, each institution set its own tuition fees. University fees now range from US\$940 for arts, commerce and law to US\$10,300 for dentistry. The fees payable in polytechnics for courses in fields such as arts, commerce, trades and design range from US\$1,030 to \$3,600, depending on the level of government support students receive.

#### > Structure of the System

Attendance at school is compulsory for all children between 6 and 15 years (increasing to age 16 in 1993), although in practice most children start school on their fifth birthday. Children living in remote areas and those unable to attend school receive their education through the Correspondence

School in Wellington. Whenever possible, children with physical or other disabilities are enrolled with children in ordinary classes.

The school year begins in late January/early February and ends in December.



#### **Progression from Pre-School to Form 7** Child care/Kindergarten Aged Below 5 **Primary** Ages Primer 1-4 5-6 Standard 1 7 Standard 2 8 Standard 3 9 Standard 4 10 Form 1 11 Form 2 12 Secondary Ages Form 3 13 Form 4 14 Form 5 School Certificate 15

Form 7 University Bursaries/Entrance Scholarship Examination

#### Pre-school Education

There is a wide range of facilities available for children between 2-1/2 and five years, many of which are administered by voluntary agencies with government assistance. These include licensed child care centers, play centers, kindergartens and family day care schemes. *Kohanga Reo* (Maori language

Higher School Certificate

Form 6 Sixth Form Certificate

nests) have been established to provide an environment in which children can learn Maori language and cultural values. A similar system is developing for children of Samoan descent. About 50 percent of three-year-olds and over 90 percent of four-year-olds are in some form of pre-school education.

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#### Primary Education

The typical primary school provides classes from Primer 1 to Form 2. Forms 1 and 2 can also be undertaken at intermediate schools in urban areas or in Form 1-7 schools in rural communities.

The primary curriculum is set by the Ministry of Education and includes English, mathematics, science, social studies, arts and crafts, music, physical education and health. Maori language is taught

in many schools. Workshop craft and home economics are added to the curriculum in Forms 1 and 2. Children generally move from one class to another with their age group, a practice known as social promotion.

In 1989, total primary enrollment was 421,394 students. New Zealand has 2,151 public primary schools and 117 private schools.

#### Secondary Education

Secondary schooling begins in Form 3 at about age 13. Students may enroll at different types of schools such as co-educational state schools (75 percent are of this type), single sex state schools, integrated co-educational or single sex schools which have a special religious or philosophical character, and independent (private) schools which charge fees.

Total secondary enrollment in 1989 was 233,843. There are 315 state-funded secondary

schools and 47 private secondary schools.

During Forms 3 and 4 the core curriculum subjects studied are: English, mathematics, science, social studies, health education, physical education, and either music, craft or one of the five arts. Optional subjects include French, German, Japanese, Maori, economics, computers, religious studies, horticulture and outdoor education. There is more specialization in Forms 5, 6 and 7 and students are able to select from a wide range of subjects. A new core



curriculum is being developed.

The New Zealand Qualifications Authority (NZQA) administers four national awards for secondary school students. These are:

#### School Certificate

This is normally taken in Form 5. It is awarded in single subjects and candidates may take up to six subjects from the 35 offered. All School Certificate subjects are taken as one-year courses. There are seven grades: A1 (highest), A2, B1, B2, C1, C2, and D. There is no pass or fail. There are three types of assessment: external examination, internal or school-based and part internal/part external. The School Certificate awarded does not show whether the course was internally or externally assessed. A School Certificate is not required for progression to Form 6. A School Certificate in particular subjects exempts students from some levels of study for Advanced Vocational Awards and Trade Certificate programs offered by polytechnics.

The government wishes to change the nature and focus of the School Certificate and to reaffirm its importance. Emphasis will be placed on English, mathematics and science, and technology will be developed as a basic subject. Assessment will be based on published national standards which clearly define the learning outcomes expected of students.

#### Sixth Form Certificate

The Sixth Form Certificate replaced University Entrance in 1986. It is a national school-based award for Form 6 students which can also be taken through evening classes and polytechnics. Grades range from 1 (highest) to 9. The grade awarded indicates the level of achievement relative to all other students. There is no pass grade. To receive a grade in a subject, consistent study is required and work must be submitted regularly through to the course completion date. There are over 30 national Sixth Form Certificate subjects and approximately 1,000 locally approved subjects. All have equivalent status.

The Sixth Form Certificate is used for entry to various tertiary institutions. On its own, no matter how good the grades, it is not a university entrance qualification, but a student who has obtained one or more grades may apply for provisional entrance. Those granted provisional entrance by a university

have a full entrance qualification confirmed when they have passed the equivalent of one year's fulltime university study. The Sixth Form Certificate also provides exemptions in some courses of study for Advanced Vocational Awards and Trade Certificates awarded by polytechnics.

The Sixth Form Certificate will be phased out in 1993.

#### University Bursaries/Entrance Scholarship Examination

The last University Entrance Examination was held in 1985. Since then, the University Bursaries/ Entrance Scholarship Examination, taken at the end of Form 7, has largely become the means of determining eligibility for university entrance. There are 28 subjects offered, some of which include an internal assessment component. Physical education is totally internally assessed. Most candidates take five subjects. The grading system is as follows:

Mark Range	Grade
66-100	Α
56-65	В
46-55	C
30-45	D
0-29	Е

A university entrance qualification requires grades of A, B, C, or D in each of four subjects. "A" and "B" Bursary awards require an aggregate of not less than 300 marks and not less than 250 marks respectively in four or five subjects. There has not been a separate Entrance Scholarship Examination since 1989. From 1990, top scholars in individual subjects and top all-round scholars in the University Bursaries/Entrance Scholarship Examination receive Qualifications Authority awards.

#### Higher School Certificate

The Higher School Certificate is awarded after the satisfactory completion of at least three approved Form 7 courses. It is assessed by schools, implies no particular academic standard and is not acceptable for university entrance. It will be phased out in 1993.

A Typical Taniko (Maori) weaving pattern



#### Proportion of 1989 School Leavers by Highest Level of School Qualification Gained

The Ministry of Education annual school leaver survey provides an indicator of the quality of output from the New Zealand school system. The following table gives the highest attainment reached for 1989 school leavers.

	All Students	Maori Students
	%	%
Scholarship	0.4	.01
Bursary	16.5	3.4
Higher School Certificate	14.0	7.2
Sixth Form Certificate (at least one subject)	29.3	22.6
School Certificate (at least one subject)	23.6	29.8
No national qualification	16.3	36.8
School Certificate (at least one subject) No national qualification		

#### ➤ Higher Education

Education opportunities beyond secondary school include polytechnics (sometimes called community colleges or technical institutes), colleges of education (teachers' colleges), universities and private training establishments (PTEs).

The total enrollment in 1989 in all types of institutions, including both full-time and part-time students, was 926,116, or 28 percent of the population.

Under the Education Amendment Act 1990, non-university institutions may seek approval from

the Qualifications Authority for degree courses. These degrees must be of at least the same standard as those offered by universities. PTEs wishing to offer nationally recognized courses must apply to the Qualifications Authority for registration, approval of courses and accreditation to teach the approved courses. Polytechnics and colleges of education are also required to apply for approval and accreditation where national courses are to be offered.



#### **Polytechnics**

Over recent decades vocational education and training has moved away from the secondary to the continuing education sector, with training formerly provided by technical high schools now provided by polytechnics. Polytechnics offer a diverse range of vocational courses and cover an increasing number of subjects at various levels of specialization. There are 25 polytechnics offering a very wide range of programs from hairdressing and plumbing to nursing and accountancy. The availability of programs varies according to the size and location of the institution.

The New Zealand Certificate is awarded upon successful completion of a five-stage program with a substantial work experience component. It is offered in a wide range of subjects including building, engineering, land and quantity surveying, science and local government administration. Exemption from Stages 1 and 2 may be granted to those who have passed appropriate school examinations.

Holders of the New Zealand Certificate may be exempted from up to two years of a degree course by a New Zealand university.

The Technician's Certificate is awarded after completion of a three-stage program with a work experience component. It is offered in areas such as electronics, telecommunications and water treatment.

Polytechnics provide day release and evening or block courses for apprentices. Programs available include carpentry, plumbing, automotive engineering and hairdressing, and lead to the award of **Trade Certificates** and **Advanced Trade Certificates**.

The Qualifications Authority oversees and administers examinations for the New Zealand Certificate, the Technician's Certificate and the Trade Certificate.

In addition to the above awards, polytechnics offer national certificate and national diplom programs. These have been developed nationally to meet vocational needs and include business studies,

electronic data processing and journalism. Programs are also provided to meet the requirements of the New Zealand Society of Accountants, New Zealand Institute of Management and the Real Estate Institute of New Zealand. Other programs are available regionally to meet local demands.

The largest number of full-time polytechnic students take the three-year nursing program which has the endorsement of the Department of Health and the Nursing Council of New Zealand.

Polytechnics play an important role in providing transition education and training which is designed to equip school leavers with skills for the work force. In some cases, the programs are conducted in conjunction with secondary schools and provide specialized vocational training in part-time or block courses for students who also continue their secondary studies. Foundation and bridging courses are offered by all polytechnics.

#### Universities

The university system which has developed since its inception some 120 years ago reflects both the geography and demography of the country. The University of Otago was founded in 1869 and became affiliated with the University of New Zealand, which was established in 1870 and modeled on the University of London. The University of New Zealand was disestablished in 1961 and the universities then in existence received autonomy as degree-granting institutions. A University Grants Committee (UGC) was set up in 1961 with responsibility for distributing funding to each university, supervising academic developments, awarding post-graduate scholarships, etc. The restructuring of education administration under the Education Amendment Act of 1990 resulted in the demise of the UGC. Like the other public tertiary institutions, the universities are now funded by bulk grants on an equivalent full-time student basis (EFTS). The New Zealand Vice-Chancellors' Committee and the universities have taken over the remaining functions of the UGC.

New Zealand now has seven universities:

- University of Otago (Dunedin), est. 1869
- University of Canterbury (Christchurch), est. 1873

- University of Auckland, est. 1882
- Victory University of Wellington, est. 1897
- University of Waikato (Hamilton), est. 1964
- Massey University (Palmerston North) was founded in 1926 as an agricultural college and gained university status in 1964.
- Lincoln University (outside Christchurch) was founded in 1878 as an agricultural college and gained university status in 1990.

As explained above, admission to a university may be obtained through the University Bursaries/Entrance Scholarship Examination and Provisional Entrance. In addition, persons age 20 or more and those who hold overseas university entrance qualifications may apply for special admission.

The academic year usually starts in the first week of March and continues until mid-November. Although some universities teach in semesters or provide half-year courses, the year continues to be divided into three terms, separated by vacations of two or three weeks in May and August. The university year provides 25 or 26 teaching weeks.

#### Requirements for Degree and Diploma Programs

Since gaining autonomy, universities in New Zealand have developed independently and, although a common pattern is discernible, there are many variations. Despite these local differences, some commonalty is being preserved, largely to establish equivalence and to enable some student mobility. As far as it is possible to generalize, it may be said that:

(a) Bachelors' degrees in arts, science or commerce require the equivalent of three years of full-time study to achieve a pass level. The subjects of each degree are generally examined formally at the end of the year or at the mid-year point but increasingly, course work based on in-term assessment plays a part in the final mark and may even be used on its own. In order to qualify for a bachelor's



degree at pass level a student must offer an approved combination of subjects, and in particular the level of study is carefully controlled. Where there is wide choice there are usually regulations to ensure that a minimum number of subjects is taken at advanced level.

- (b) Honors bachelors' degrees require four years of full-time study, of which the first three tend to be similar to those taken for a pass degree but, increasingly, there is emphasis on one subject which is taken to advanced level. There may also be a requirement for research or a thesis which can be evaluated by oral examination. Admission to study at honors level depends on the attainment of carefully laid down prerequisite standards. Honors degrees are awarded at different levels (first class, second class in division I or II), but unsuccessful candidates receive only pass degrees.
- (c) Bachelors degrees in professional schools may take four, five or six years of full-time study, of which the first or intermediate year tends to consist of basic subjects capable of being studied at another university. Law, engineering, pharmacy and speech-language therapy are four-year degrees; dentistry, veterinary science and architecture take five years, and medicine takes six years.
- (d) Masters' degrees are awarded in a wide range of subjects. Regulations are variable but usually prescribe one or two years of full-time study, depending on the undergraduate degree required for admission to postgraduate study. Requirements for the award of the degree range from completion

- of a thesis to the passing of examinations in a number of advanced subjects, or a combination of the two. In some cases masters' degrees are awarded with honors, especially if honors were not available at bachelors level.
- (e) An honors degree at first or upper second class level is the normal requirement for admissions to PhD studies. The minimum time required for completion of the degree is two years, although many candidates find three years inadequate. Formal course work, if any, plays a minor role; a PhD is awarded on the basis of a thesis which is assessed by three examiners (usually two external and one internal to the university concerned). Candidates are normally also examined orally.
- (f) The degrees of doctor of science (DSc), doctor of engineering (DEng) and doctor of music (DMus) do not require enrollment in the university but are usually awarded on the basis of published work, designs, inventions, compositions, etc., following an approved interval after graduation.
- (g) Graduates or their equivalent may continue their studies by enrolling for a postgraduate diploma. Requirements for such a qualification are variable depending on subject area but usually include course work, some form of thesis, dissertation or report and, in some cases at least, approved prerequisite practical work. These postgraduate qualifications need to be distinguished from subdegree diplomas which are awarded by some universities in certain subjects such as agriculture.

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#### **Course Structure**

Each degree program is divided into modules called *courses* or *papers*. In general, first-year courses are

worth six credits, although some double-size courses carry 12



Detail from a Maori Wood Carving

In most universities, each course is allocated *points* or *credits* as follows:

	B.A.	BSc
	D.A.	Doc
Auckland	21 papers	96 credits
Canterbury	108 points	108 points
Lincoln		24 units
Massey	21 papers	102 credits
Stago	120 points	120 points
Victoria	108 credits	102 credits
Waikato	21 courses	21 courses

Courses are offered at different levels and usually organized in a system of prerequisites. The following table shows the various names used to describe each level.

<del> </del>	2nd Year Level	3rd Year Level	4th Year Level
Part I	Part II	Part III	Part IV
Stage I	Stage II	Stage III	Stage IV
100 Level	200 Level	300 Level	400 Level

Extramural Courses

Each university has its own extramural regulations and procedures, but correspondence courses are offered by Massey University only. A student from any university in New Zealand may register for instruction in a subject offered by Massey Uni-

versity, subject to the approval of the University at which they are enrolled. Massey examinations are taken and passes credited to the course being followed at the "home" university.

**Teacher Training** 

The training of teachers for pre-school, primary and secondary schools is carried out in six colleges of education or teachers' colleges. One of these colleges has become the Waikato University School of Education. Integration of other colleges of education with their local universities is likely in the future. All courses include practice teaching and lead to the **Diploma of Teaching** which is compulsory for teacher registration.

Entry is highly competitive and is controlled by a quota system based on the demand and supply statistics for the staffing of schools. Nevertheless, many students are unable to obtain teaching positions on completion of their training, mainly because of cuts in government funding to schools. There is a serious shortage of teachers in the sciences, mathematics and music.

For the Diploma of Teaching (Early Childhood Education) and Diploma of Teaching (Primary), the minimum entrance requirement is Sixth Form Certificate with grades totaling 20 or more in the

best four subjects. A grade of five in English and/or Maori is required as part of the total. Applicants age 20 years or over need no formal secondary school qualifications. Students complete either a three-year full-time diploma course or a four-year conjoint diploma and degree course (Bachelor of Education degree or Bachelor of Arts degree). A shortened two-year Diploma of Teaching (Primary) course is available to university graduates.

The one-year full-time Diploma of Teaching (Secondary) follows the completion of a university degree or a recognized three-year trade or technological qualification. Four-year conjoint diploma/degree courses are also offered.

Courses in special education fields (e.g. Hearing and Visual Impairment and Special Training Needs) and in continuing education are provided for teachers, and advisory, reading recovery, and teaching resource services are available to schools.

The grading system used by the colleges of education vary.

**Private Training Establishments (PTEs)** 

A great variety of courses leading to trade and vocational qualifications is available outside the state sector in PTEs. These include courses in business management, the performing arts, English language, training for the ministry and nanny schools. Courses vary in length from a few weeks

or months to one or more years.

PTEs wishing to: (a) award a national qualification; (b) offer a course of three months or longer to overseas students; or (c) seek government financial assistance for students, must apply to the New



Zealand Qualifications Authority for registration, and approval and accreditation of courses to ensure that appropriate standards, facilities and other requirements are met. The Ministry of Education is

contracting some registered PTEs for student places in 1992. State funding should mean that PTEs will be able to reduce the fees payable by their students. Statistics are not available for PTE enrollments.





#### Wananga

A new type of tertiary institution, the wananga, was established under the Education Amendment Act 1990. A wananga is characterized by teaching and research that maintains, advances and disseminates knowledge, develops intellectual indepen-

dence and assists the application of knowledge of Maori tradition according to Maori custom. The first applications for wananga status are under consideration by the Qualifications Authority.

#### Changes in the Making

A new eight-level Framework is being gradually introduced from 1993 which will ultimately replace the old system so that only three categories of qualifications will exist: the National Certificate (Levels One to Four), the National Diploma (Levels Five to Seven) and Degrees (Level Seven and above). Units of learning will be assigned to each level. This will replace the current existing qualifications of School Certificate, Sixth Form Certificate, Higher School Certificate, New Zealand Certificates, Technicians Certificates, Trades Certificates and many more. It is also intended that the Bursary examination and the Scholarship examination will remain as examinations, but not as *qualifications* for entrance to universities. Dr. Alan Barker, General Manager for Policy and Development of the New Zealand Qualifications authority, answered our questions about the new qualifications as follows:

# Q. How can we reconcile the new National Certificate and National Diploma with the current system?

These will be tertiary qualifications which can be offered at secondary level. The levels of these qualifications will not correspond to years in secondary school (i.e.: forms). The term *form* is already obsolete in New Zealand. Rather, we talk of second, third or fourth year, etc. of senior secondary schooling. When the new qualifications are in place, a student in his/her third year of secondary schooling may be attempting either Level One, Two or, if exceptionally gifted, even Level Three or Four of the Framework. A student's abilities will determine which level he/she enters.

# Q. How many years of secondary school will be required for entrance to the new National Certificate Program?

A There are no entrance requirements. Level One of the National Certificate is open-ended downwards. Anyone of any age can theoretically enter units at Level One.

### Q. When will existing qualifications be phased out?

A. The phasing out of the New Zealand Certificate, the Technicians Certificate and the Trade Certificate will be evolutionary: as an old Trade Certificate, for instance, becomes written in the new unit format with learning outcomes and performance criteria, and is acceptable as a National Certificate, then that Trade Certificate in that specific area will be replaced by a National Certificate. A target date of 1995 has been set for all existing qualifications to be recast in the form of the new National Certificate and National Diploma.

## Q: Will the new National Certificate and National Diploma grant access to universities?

A: The new National Certificate does not yet have acceptability for university entrance. However, Government has signaled its intention that the National Certificate be the single qualification in the senior secondary school. Consequently, it intends to seek its capacity for entrance to university in negotiation with the New Zealand vice-chancel-







lors' Committee. At the same time, the traditional academic examinations of Bursary and Scholarship will continue. These are viewed as "snapshot" examinations, able to test a valid but limited range of skills.

By contrast, the National Certificate and National Diplomas will test a broader range of skills. The question of entrance into university is primarily one for National Certificate. The National Diploma, by definition of its levels (Levels Five to Seven) will have entry status to universities. Level Five is equivalent to 100 level (first year) university work, Level Six to 200 level (second year) university work, and so on. Consequently the issue

of the National Diploma is one of cross-crediting arrangements, rather than of entry capacity.

Q. How are workplaces, which will offer the National Certificate, to be assessed for quality?

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A. Workplaces which offer National Certificates will be assessed for quality by being required to be accredited. The accreditation refers to their capacity to deliver the standards set out in the National Certificate units. This will involve documentation and a degree of inspection, and consequent audit of performance.

#### **About the Author**

Elspeth Bell BA, NZ, has had considerable experience in university administration in New Zealand, particularly in the area of international student admissions at the University of Otago, Victoria University of Wellington and the University Grants Committee. She is now an International Equivalence Officer with the New Zealand Qualifications Authority.



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